



**OUR COMMUNITY**

**OUR FUTURE**



AMENDED MAY 2020



**COMPREHENSIVE PLAN**  
**Appendices**

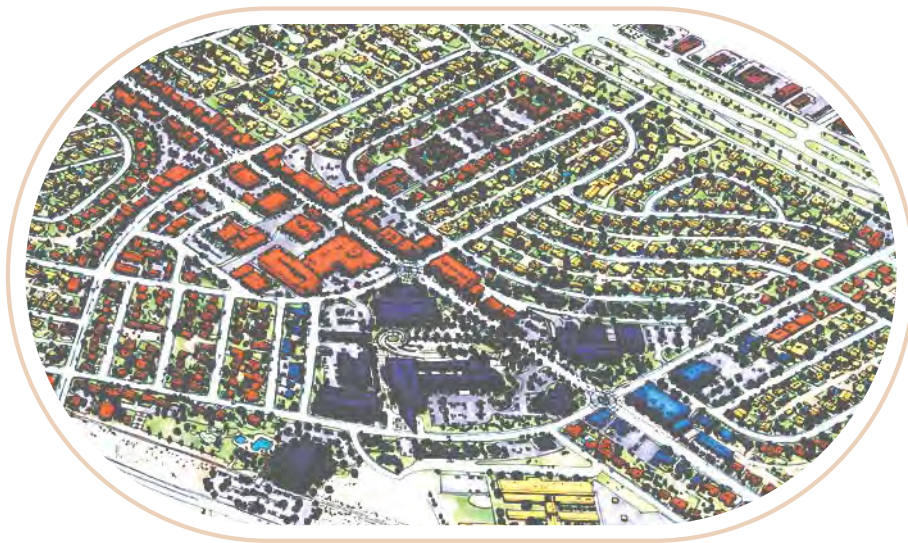
## Appendix J – Downtown Investment Strategy

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# DOWNTOWN INVESTMENT STRATEGY

City of Henderson, Nevada





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# I. EXECUTIVE SUMMARY

## A. BACKGROUND

The Downtown Henderson Investment Strategy began during the fall of 2000, with one primary goal in mind: to bring new businesses and vibrancy to Water Street and the Downtown Area. Despite numerous attempts by studies during the previous 10 years to accomplish this goal, the combined efforts had resulted in sporadic results at best. In order to build on past efforts and accomplish this challenge, the City of Henderson contracted a planning resource team led by Clarion Associates, experienced in public participation, physical planning and design, and supported by Szymanski/Ray, experienced in Market Strategy, Economic Development, Public/Private Partnerships; Progressive Urban Management Associates (P.U.M.A.), experienced in Development Opportunities Analysis, Downtown Management, Organization and Financing; and Hagman Architects, experienced in Architectural Design and Site Planning.

The Investment Strategy process was based upon the following components:

- Inventory of Existing Uses
- Market Profile Summary
- Summary of Initial Observations
- Downtown Vision
- Organizational Strategies
- Project Strategies
- Implementation Action Plan

## B. PROJECT OVERVIEW

Through the course of the Investment Strategy, several hurdles were identified that required consideration in the process of addressing the overall goal. Perhaps the most significant of the hurdles identified was that the overall condition of Downtown—ranging from its eclectic mix of existing uses, the deteriorating condition of its existing building inventory, and its low population and median income figures—was simply not conducive to instant success. On the other hand, Downtown's strong employment base, unique character and scale, and desire to succeed helped to provide a positive balance in the development of strategies for the short and long-term future.

By recognizing that the future success of Downtown is truly dependent on the sum of its parts, the Downtown Investment Strategy addresses the goal of bringing new businesses and vibrancy to Water Street and the Downtown Area with an incremental approach. Based on this approach, Downtown will not see an overnight transformation, but will begin its transformation gradually, becoming more and more visible over time. Four key components have been developed as part of this incremental approach. The first of these components, a list of immediate priorities for Downtown improvement, is identified below. The remaining three components comprise the Implementation/Action Plan section of this document and include the identification of overall organizational strategies for Downtown, a physical and development action plan for specific



nodes or development areas in Downtown, and the identification of resources necessary to achieve the tasks identified. Relevant findings from each interim component of the Investment Strategy follow the Priorities to provide context to these conclusions.

### IMMEDIATE DOWNTOWN PRIORITIES (12 TO 18 MONTHS)

Uses considered in the development of these priorities include: government facilities, private employment, retail and restaurant, service, institutional (including the Convention Center), lodging and residential. The priorities assume the primary market for Downtown will continue to be local employees and residents (within a 1- to 2-mile radius) and that through enhancements to the physical environment and existing uses, the Downtown market will begin to attract new housing and increased visits from an expanded, sub-regional market (5-mile radius) of residents and employees.

- **Enhance the physical environment**—Build upon the streetscape, civic plaza and façade improvement program. Ensure that street-level public and private improvements are transparent and “street friendly.” In the short-term, these enhancements should be focused on the Water Street/Pacific Avenue Retail Districts, as this will contribute significantly to the Downtown “environment” identified in the Downtown Vision.
- **Support and expand the commercial activity**—Retain, enhance and expand existing businesses. Explore expansion / new development opportunities at the Lake Mead / Water Street node.
- **Market to the local employment base**—Retain and expand existing employers, especially the City and St. Rose Dominican Hospital. Explore potential for pedestrian links, compatible hours, appropriate businesses, etc., targeted to existing businesses and employees.
- **Commit to retain and expand or replace the Convention Center in Downtown Henderson**—Pursue related lodging and restaurant development opportunities.
- **Upgrade the current housing stock and pursue new development opportunities**—Identify potential façade and landscape improvements to existing housing stock in addition to niche development opportunities.
- **Pursue the potential for significant relationships and development opportunities**, such as off-campus state college facilities and/or activities, a new Courthouse Square, etc.

## C. INVENTORY OF EXISTING USES

Strengths and weaknesses of the current Downtown environment were documented in a written and photographic inventory of existing land uses, businesses, and character within the Downtown Redevelopment Area. The inventory indicated that Downtown is currently home to a wide variety of uses, which are to varying degrees supportive of an inviting, vibrant Downtown environment. Local restaurants and services are supportive to both Downtown residents and employees, while other uses, such as a bail bonds service, are seen as undesirable in a Downtown setting. The county jail, on the other hand, is somewhat of a double-edged sword in that it provides a strong employment base and activity in Downtown, despite its somewhat imposing presence on Water Street. Overall, the character of most existing Downtown development is generally appealing to pedestrians, with adequate pedestrian connections and a varied, intimate scale of 1- and 2-story buildings located at the sidewalk edge. Some existing Downtown development, including the City and County office complexes, does not support a pedestrian-oriented environment because large blocks of parking form a physical barrier between the building and the street. Of particular note are a number of vacant or underutilized parcels within Downtown that provide opportunities



for future redevelopment, many of which are already within City/Redevelopment Agency ownership.

## D. MARKET PROFILE SUMMARY

### MARKET OVERVIEW

Demographic information within the Downtown Redevelopment Area and the region indicates that the current Downtown population represents a negligible portion of Henderson's total population. The immediate Downtown area also has a much lower median household income and growth rate than the surrounding areas and Henderson as a whole. These combined factors create challenges for the future of Downtown and were a significant factor in the development of the Investment Strategy and accompanying Implementation Action Plan.

### AREA DEMOGRAPHICS

Description	1-Mile Radius	3-Mile Radius	5-Mile Radius	Henderson	Las Vegas
<b>Population</b>					
1980 Census	5,362	20,181	23,624	24,140	164,674*
1990 Census	6,931	32,166	46,781	64,942	268,330*
2000 Estimate	13,808	76,173	122,272	173,711	478,434*
2005 Projection	17,289	97,393	158,534	225,286	-
Growth 1980-1990	9.24%	59.39%	98.02%	169.02%	-
Growth 1990-2000	99.23%	136.81%	161.37%	167.49%	-
Growth 2000-2005	25.21%	27.86%	29.66%	29.69%	-
<b>2000 Data</b>					
Population	13,808	76,173	122,534	173,711	478,434*
Households	5,016	26,507	43,626	45,903	176,750*
Median HH Income	\$48,819	\$57,602	\$61,314	\$63,436	\$48,900
Per Capita Income	\$22,291	\$22,838	\$26,337	\$28,590	\$25,250

Source: Claritas, Inc., 2001, US Census Bureau, \*Census 2000.

From a business and employment standpoint, Downtown has much more to readily work with. The immediate Downtown area is home to three significant employers: The City of Henderson—2,000 employees, St. Rose Dominican Hospital—1,000 employees, and Timet (Titanium Metals Corporation)—between 400 and 500 jobs. Each of these employers represents a potential future customer base for Downtown businesses, particularly those located on or adjacent to Water Street, such as the City and County offices and the hospital, where employees can easily walk to nearby Downtown restaurants or shops.





## LOCAL BUSINESSES AND EMPLOYMENT

Business Type	1-Mile Radius		3-Mile Radius	
	Businesses	Employees	Businesses	Employees
Retail Trade	92	1,174	267	4,595
Finance-Insurance-Real Estate	51	271	116	640
Services	258	3,379	660	9,614
Agriculture	11	35	30	315
Mining	0	0	1	10
Construction	28	183	159	2,473
Manufacturing	6	465*	79	3,254*
Transportation, Commercial/Public Utilities	9	126	44	599
Wholesale Trade	12	113	67	904
Government	27	2,519	35	2,609
<b>Total</b>	<b>494</b>	<b>8,265</b>	<b>1,458</b>	<b>25,013</b>

Source: Claritas, Inc., 2001; \* State of Nevada Department of Employment Training and Rehabilitation, 2001.

## PRIMARY AND SECONDARY DOWNTOWN MARKETS

Based upon an evaluation of eight market segments by their size base, current capture opportunities, potential capture opportunities, issues or prerequisites, and necessary actions, those having the strongest *current* and *potential* capture opportunities were identified. *Current* opportunities included low cost, flexible use space, the local employee market and the immediate residential population, with the later two being focused on food service. *Potential* capture opportunities again included both the immediate residential population and the local employee market and also included the sub-regional population with an emphasis on viable uses that serve/attract surrounding residents on a repeated basis.

## DOWNTOWN MARKET OPPORTUNITIES

Potential/desired Downtown uses were evaluated for their fit and correlation with the Downtown Vision: market, physical, and financial issues; existing competition; and opportunities within the short-term (1-3 years) and long-term (4-10 years). The identified short-term opportunities place a high priority on creating a more desirable physical environment, expanding the employment and local residential population base and supporting the existing businesses, versus project specific uses.

## E. SUMMARY OF INITIAL OBSERVATIONS

Initial Observations indicate that due to constrained market opportunities, low population and median incomes within the Downtown area, high competition from the larger Las Vegas Valley, and a generally negative image, efforts in improving Downtown need to be based on a common vision and take an incremental approach. The following three components comprise this incremental approach: the Downtown Vision, the Organizational Strategies, and the Project Strategies.



## F. DOWNTOWN VISION

Downtown Henderson is a collection of civic, medical, retail, and restaurant uses, employment, housing, and gathering spaces that create an environment of “Messy Vitality.” These components will help establish Downtown as a place that people choose to go – a place to be engaged on many different levels – where all of the senses are stimulated: touch, sight, sound, smell, and taste. The presence and interaction of people is a strong attraction in itself. The downtown of the future is imagined as a vibrant place of activity and beauty, the kind of place that people will want to return to again and again.

The realization of this Vision stems from the following components, in conjunction with the accompanying Organizational and Project Strategies:

- **Historical Context**—A clear “Moderne” design theme that builds on Henderson’s heritage to create a sense of place will serve as a unifying visual theme for Downtown; taking its inspiration from the classic structural order of the 1940s industrial aesthetic, with its emphasis on horizontal lines; clean, smooth surfaces; curvaceous corners; and symmetrical facades.
- **Sidewalk Experience**—The sidewalk experience is key here. Create attractive walkways that are wide enough to feel safe, are attractive, and provide shade and possibly misters for cooling and street side interest—including sidewalk café opportunities.
- **Lighting**—There should be lighting, direct and indirect, to light the walkways and highlight the storefronts and building facades.
- **Street Furniture**—Street furniture will reinforce the image of Downtown and create opportunities to use the street edge.
- **Street Trees**—Strategically placed street trees should be used to enhance the nodes that are being formed along the street. Trees will also create comfortable, cool oases that help bridge the districts.
- **Building Facades**—Varied designs of the building facades along the street edge will create diverse and customized storefronts—especially the first-floor facades where transparent windows will help reinforce street level interest.
- **Signage**—Create distinctive, attractive signage that conveys the story and evolving image of the Downtown. Directional signage will help visitors navigate their Downtown experience.
- **Rooflines**—Roofscape or lines in the silhouette of the buildings should be varied when possible...this could be accomplished by placing taller building elements on the corners or intersections of streets.
- **Nodes of Activity**— Distinctive gateways and buildings that enclose or frame the corners of important intersections should be used to help create nodes of activity.
- **Mixed-Use Development**—Downtown residential uses to create round-the-clock activity—including hotels, residences over retail live/work space, multifamily and adjacent single-family neighborhoods.
- **Gateways**—A distinctive entry or gateway to the Downtown is as important as the Downtown itself.
- **Street Vitality**—Create street vitality by requiring activity along the sidewalk, such as outdoor dining, attractive storefront windows, and interesting architectural elements and style.



## **G. ORGANIZATIONAL STRATEGIES**

Organizational Strategies were developed as a series of concurrent initiatives and tools to help advance the Investment Strategy and improve the Downtown business district. The strategies address the detailed steps needed to create an overall quality experience for Downtown Henderson. To attract both investor and consumer markets, Downtown strategies are intended to:

- Promote market opportunities to retain and attract businesses and investment
- Identify real estate that matches the business and/or investment opportunity
- Maintain a user-friendly regulatory environment that is clear to understand and easy to navigate
- Develop an attractive and functional physical environment that accommodates consumers and tenants
- Market a professionally managed Downtown with a progressive business image

Recommendations are provided in six interdependent categories. These categories are listed below, along with a brief description of each category.

### **BUSINESS DEVELOPMENT (RETENTION/EXPANSION/ATTRACTION STRATEGIES)**

The creation of services to support and attract new businesses is recommended for Downtown Henderson to position the Downtown as an “incubator without walls.” Business support services are designed to help retain, grow, incubate and attract businesses and investment to Downtown. Key elements of a viable business support program include: the creation and maintenance of a business and property database, packaging and distribution of selected market information, business counseling, financial tools and incentives, creation and monitoring of benchmarks, and the adoption of a public facility preference policy for Downtown.

### **PARKING/TRANSPORTATION/SIGNAGE**

Parking, transportation and signage improvements are recommended to strengthen the atmosphere for attracting new investment. Recommended improvements include: enhanced Downtown gateways, wayfinding and directional signage, pedestrian enhancements, parking signage, employee parking options, and future expansion of parking supply.

### **REGULATORY CLIMATE**

A key ingredient to attract investment to a business district is the local government’s regulatory climate. Key considerations are timeliness, reliability and consistency. Specific areas of focus include: building signage standards, zoning flexibility, sidewalk seating for Downtown uses, and the adoption of Downtown design guidelines.

### **MARKETING, PROMOTIONS & EVENTS**

A series of grassroots marketing initiatives is recommended to deliver information about Downtown businesses and activities directly to Downtown’s primary market—the residents of Henderson. These marketing initiatives would include: the development of a Downtown map and directory, support of cross-marketing opportunities within Downtown, utilization of locally-based marketing channels, an annual community attitude survey to be distributed with City water bills, and a capitalization on special events.



## HOUSING

In order to enhance the future housing market in Downtown, the following organizational strategies are recommended: expansion of the CDBG housing rehab program, development of a Downtown resident preference policy, and development of zoning incentives to encourage mixed-use buildings.

## PUBLIC/PRIVATE PARTNERSHIPS

The long-term revitalization and improvement of Downtown will require an enduring public/private partnership that leverages limited resources from both the City and the Downtown business community. Within the past six months, a new Downtown business association has emerged within Henderson. The association has been nurtured by and is largely dependent upon City staff and assistance. A key to the successful evolution of the business association will be active volunteer and financial participation by Downtown businesses. The following steps are suggested for nurturing and creating a public/private approach that will direct Downtown's marketing and management functions: increased and ongoing contributions to "seed" the Downtown Business Association, consideration of an events management corporation, consideration of a future Business Improvement District, and the eventual connection (within a 3- to 5-year time period) of the preceding organizations through a holding company structure that maintains a unified voice for Downtown and creates cost-efficiencies with one staff serving all groups.

## H. PROJECT STRATEGIES

The ongoing focus of the Downtown Investment Strategy should be the creation of, or in several cases enhancement of, a series of distinct Downtown districts or "activity nodes." Each of these districts plays a distinct role in the overall Downtown environment and its vitality, whether because of the uses it contains, its physical characteristics, or the activities it supports. While most of the districts are located specifically within Downtown, additional corridors, such as Boulder Highway and Lake Mead, have been included that by location are not part of Downtown, but are part of the Downtown arrival experience. Project Strategies have been developed for each of the following districts:

- Lake Mead/Water Street Gateway
- Water Street: Victory to Pacific and Pacific Avenue Retail District
- Water Street/Atlantic Avenue-Conference Center
- Water Street: Atlantic Avenue to Basic Road—Civic Center/Arts and Entertainment Plaza
- Water Street/Basic Road Government and Employment—Courthouse Square
- Downtown Infill—Residential Neighborhoods
- Lake Mead and Boulder Highway—Highway Commercial



The Project Strategies are essentially “Downtown Action Plans” intended to provide specific guidance and prioritization for the implementation of the Downtown Vision. For each district, an overarching goal and corresponding objectives are identified, along with potential feasibility issues and targeted assignments for action. Detailed timing, tasks, and resources for each of these districts are outlined in the accompanying Implementation Action Plan, which also identifies how the Downtown Vision and Organizational Strategies specifically apply to the Downtown as a whole.



**I. IMPLEMENTATION/ACTION PLAN**

The Implementation/Action Plan is organized into three key components: collection of Global/Overall Organizational, Physical/Vision and Development Strategies, Physical and Development Action Plan and Tasks for Nodes/Development Areas, and a collection of resources needed to achieve the strategies identified.

**Primary Resources:**

- **BD** = Building Department
- **CC** = City Council
- **CCVB** = Convention Center & Visitors Bureau
- **CD** = Community Development
- **CM** = Construction Management
- **DHBA** = Downtown Henderson Business Association (local property owners & businesses)
- **NMI** = Nevada Microenterprise Initiative

- **ED** = Economic Development
- **FIN** = Finance Department
- **NS** = Neighborhood Services
- **P&R** = Parks & Recreation
- **PW** = Public Works
- **RDA** = Redevelopment Agency
- **CAC** = Cultural Arts Commission

**Other Resources:**

- Chamber
- Community Reinvestment Fund
- Henderson Business Resource Center (HBRC)
- Local Architectural Community
- Nevada Small Business Development Center (NSBDC)
- Nevada State College
- Private Owners

GLOBAL/OVERALL ORGANIZATIONAL, PHYSICAL/VISION AND DEVELOPMENT STRATEGIES							
Goals & Objectives:	Immediate (12-18 month) Tasks:	Resources:				Other:	
1. Business Development - Services to help retain, grow, incubate and attract businesses to Downtown.	A. Maintain a business & property database	RDA	DHBA				
	B. Package & distribute selected market information	RDA	DHBA				Economic Development, Chamber
	C. Business counseling	HBRC	NSBDC	NMI			Henderson Business Resource Center, Nevada Small Business Development Center
	D. Financial tools and incentives	RDA					Other grants, CDBG
	E. Create and monitor benchmarks	RDA	DHBA				Finance Department
	F. Adopt a public policy preference for Downtown	RDA		CD			Neighborhood Services (CDBG & Low-Income Housing)
	G. Façade program for owners	RDA					
	H. Loan program for startups & expansion	RDA					Community Reinvestment Fund, NMI
	I. Capital for tenants to owners program	RDA					Community Reinvestment Fund



GLOBAL/OVERALL ORGANIZATIONAL, PHYSICAL/VISION AND DEVELOPMENT STRATEGIES						
Goals & Objectives:	Immediate (12-18 month) Tasks:	Resources:				Other:
2. Parking, Transportation & Signage	A. Gateways, wayfinding and directional signage	RDA			PW	Grants
	B. Pedestrian enhancements	RDA			PW CM	Part of the Water Street construction program
	C. Parking signage	RDA	DHBA		PW	
	D. Downtown Henderson parking study, including identification of employee parking options	RDA			PW	
	E. Future expansion of parking supply – organization of parking district in order to provide additional parking within 3-5 years	RDA	DHBA	CD		Finance Department + private owners
3. Regulatory Climate	A. Adopt overall theme, design standards / guidelines consistent with the Moderne design theme	RDA		CD		Building Department & Local Architectural Community
	B. Building sign standards					Part of overall theme / design guidelines, above
	C. Zoning flexibility	RDA		CD		City Council
	D. Sidewalk seating	RDA	DHBA			Part of the Water Street construction program + individual owners
4. Marketing, Promotions & Events	A. Downtown map & directory		DHBA			
	B. Coordinate cross marketing opportunities by complementary businesses		DHBA			RDA Farmer's Market
	C. Develop public information program for local media & marketing channels		DHBA			
	D. Conduct annual water bill survey	RDA				Finance Department
	E. Prioritize special events to fit with the Downtown theme & strategy	RDA	DHBA			Chamber
5. Housing Support	A. Redirect portions of CDBG housing rehab program to Downtown	RDA				Neighborhood Services
	B. Transition to home ownership program					Neighborhood Services
	C. Zoning incentives (for mixed-use & higher density buildings)	RDA		CD		City Council
	D. Coordinate with Neighborhood Services on Affordable Housing Study/Action Plan estimated to be completed by June 2002.	RDA	NS			
	E. Coordinate with Federal and State Historic Preservation organizations to understand regulations, restrictions, and funding opportunities available in Downtown neighborhoods.	RDA	NS			Federal and State Historic Preservation organizations
	F. Coordinate with Cultural Arts Plan on opportunities for identifying and establishing live/work spaces for artists.	RDA	P&R	CAC		



GLOBAL/OVERALL ORGANIZATIONAL, PHYSICAL/VISION AND DEVELOPMENT STRATEGIES						
Goals & Objectives:	Immediate (12-18 month) Tasks:	Resources:				Other:
6. Public / Private Partnerships	A. Promote façade improvement program	RDA				
	B. Seed the new Downtown Henderson Business Association (DHBA)	RDA				
7. Public Improvements	A. Ensure that future civic buildings and improvements follow the Downtown Henderson design guidelines and Moderne design theme	RDA			CM	City Council, Building Department and Parks & Recreation
	B. Complete the Water Street utility and streetscape improvements in accord with the Downtown design theme	RDA			PW CM	





PHYSICAL & DEVELOPMENT ACTION PLAN & TASKS FOR NODES / DEVELOPMENT AREAS						
Nodes / Development Areas:	Overall Goals & Objectives:	Vision / Physical Actions:	Short-Term (1-3 year) Development Actions:	Long-Term (3+ years) Development Actions:	Immediate (12-18 month) Tasks:	Resources / Responsibilities for Immediate Tasks:
1. Lake Mead Drive / Water Street – Gateway	<ul style="list-style-type: none"> <li>Create an attractive entry into the Downtown that establishes the overall Downtown character</li> <li>Stimulate investment in existing uses</li> <li>Encourage targeted new retail and mixed-use uses &amp; investment</li> </ul>	<ul style="list-style-type: none"> <li>Set the Moderne design theme with the entry signage, lighting, and street trees and building character</li> <li>Enhance clear, prominent signage, consistent with the overall Downtown theme</li> </ul>	<ul style="list-style-type: none"> <li>Improvements to Staz’s as a gateway building</li> <li>Entry to Downtown signage, lighting, street trees</li> <li>Evaluate public / private partnering opportunities with the Best Western</li> <li>Pursue mixed-use retail uses (drug store...) to meet the day-to-day needs of local residents and employees</li> <li>Issue RFP for mixed-use development project to help “test the market” and facilitate desired development. Use and design requirements will be critical to ensure quality of development is consistent with Downtown Objectives</li> </ul>	<ul style="list-style-type: none"> <li>Pursue mixed-use infill development opportunities (retail + office)</li> </ul>	Staz improvements	RDA + private owner
					Entry signage, lighting & streetscape	Water Street project + additional improvements by RDA, PW, CM & private owners
					Best Western improvement / expansion potential	RDA + private owner
					Explore development options on City-owned land on NWC & SWC of Water & Victory	RDA
2. Water Street / Victory to Pacific and Pacific Avenue - Retail District	<ul style="list-style-type: none"> <li>Create a distinct, pedestrian-friendly retail district along Water and Pacific Streets.</li> <li>Establish area as the primary retail / restaurant node for Downtown</li> </ul>	<ul style="list-style-type: none"> <li>Reinforce the Moderne design theme in all façade / physical improvements</li> <li>Create street/ sidewalk vitality by means of street furniture/ pedestrian oases</li> <li>Complete streetscape improvements</li> <li>Façade enhancements</li> </ul>	<ul style="list-style-type: none"> <li>Support existing retail retention &amp; expansion</li> <li>Identify and pursue additional compatible specialty / independent retail and restaurant opportunities</li> <li>Create a plan for support parking opportunities behind Water Street</li> </ul>	<ul style="list-style-type: none"> <li>Relocate City’s satellite offices to open the street for additional storefront commercial uses</li> <li>Continue retail retention &amp; expansion plus pursuit of additional compatible specialty / independent retail and restaurant uses</li> </ul>	Business support program: <ul style="list-style-type: none"> <li>Façade program</li> <li>Startup / expansion loans</li> <li>Tenant to owner program</li> </ul>	RDA + Community Reinvestment Fund (part of the organization program)
					Parking needs / opportunity study	RDA + Public Works
3. Water Street / Atlantic Avenue - Conference Center	<ul style="list-style-type: none"> <li>Establish the intersection of Water Street and Atlantic Avenue as the central destination hub for Downtown, anchored by the new conference center/performing arts center</li> </ul>	<ul style="list-style-type: none"> <li>Create a concentrated area of activity with attractive street interest and uses with an emphasis around the convention center</li> </ul>	<ul style="list-style-type: none"> <li>Complete convention center study and redevelopment plans</li> <li>Commit to replace or retain and expand the current convention facility</li> </ul>	<ul style="list-style-type: none"> <li>Build convention center expansion</li> <li>Implement Eldorado Casino façade improvements</li> </ul>	Convention center study, expansion / replacement plans	Convention Center & Visitors Bureau + RDA
					Feasibility of performing arts and fine arts uses as part of the convention center redevelopment	Convention Center & Visitors Bureau + RDA



PHYSICAL & DEVELOPMENT ACTION PLAN & TASKS FOR NODES / DEVELOPMENT AREAS						
Nodes / Development Areas:	Overall Goals & Objectives:	Vision / Physical Actions:	Short-Term (1-3 year) Development Actions:	Long-Term (3+ years) Development Actions:	Immediate (12-18 month) Tasks:	Resources / Responsibilities for Immediate Tasks:
	center/performing arts center, the El Dorado Casino, hotels/motels, restaurants	<ul style="list-style-type: none"> <li>Create outdoor seating and other pedestrian amenities</li> <li>Design entrances on all four corners to have a strong visual and functional relationship to the street and intersection</li> <li>Improve the street presence of the El Dorado Casino</li> <li>Create interesting transitions to the adjacent nodes (i.e. Retail District and Civic Center)</li> </ul>	<ul style="list-style-type: none"> <li>Research feasibility of performing arts use as part of the convention center redevelopment</li> <li>Complete design guidelines for the four quadrants of the intersection</li> <li>Streetscape and plaza improvements</li> <li>Pursue façade improvements for the Eldorado Casino</li> <li>Pursue convention center related uses such as hotel and restaurants</li> </ul>	<ul style="list-style-type: none"> <li>Pursue convention center related uses such as hotels and restaurants</li> </ul>	<ul style="list-style-type: none"> <li>Design guidelines for the four quadrants of the intersection</li> <li>Explore potential for façade improvements for the Eldorado Casino</li> <li>Pursue convention center related uses such as hotels and restaurants</li> </ul>	<ul style="list-style-type: none"> <li>Redevelopment Agency</li> <li>RDA + private owner</li> <li>RDA + Convention Center &amp; Visitors Bureau and Economic Development</li> </ul>
4. Water Street / Atlantic Avenue to Basic Road - Civic Center / Arts and Entertainment Plaza	<ul style="list-style-type: none"> <li>Create an attractive, functional "Arts and Entertainment Plaza" that features a variety of comfortable, year-round public gathering spaces and provides strong visual and physical connections to the adjacent Water Street environs and the proposed Performing Arts Center</li> <li>Program the space for seasonal activities and events</li> </ul>	<ul style="list-style-type: none"> <li>New public and private buildings should be reflective of the Moderne style, including a positive street presence</li> <li>Create inviting outdoor space</li> <li>Place (limited, small) active commercial uses, such as retail / restaurant, at edge of the outdoor areas to encourage use</li> </ul>	<ul style="list-style-type: none"> <li>Retain and expand current City employment</li> <li>Complete City Hall expansion including plaza and street improvements</li> <li>Create and implement public plaza improvement and use programs in conjunction with the Cultural Arts Plan</li> <li>Incorporate comfortable four-season design features and Crime Prevention Through Environmental Design Guidelines.</li> </ul>	<ul style="list-style-type: none"> <li>Develop a program for future civic and justice needs</li> <li>Create short-term (2-year) and long-term parking plans</li> </ul>	Complete City Hall expansion including plaza and street improvements (Note: City Hall expansion is anticipated to take a minimum of 2 years for completion)	RDA + PW + CM
					Implement arts & entertainment plaza and adjacent streetscape improvement and use programs; Incorporate comfortable four-season design features and Crime Prevention Through Environmental Design guidelines	RDA + PW + CM + CCVB + P&R+CAC
					Review utilization & events program for arts & entertainment plaza vs. Downtown Henderson vision & strategy	RDA + CCVB + P&R



PHYSICAL & DEVELOPMENT ACTION PLAN & TASKS FOR NODES / DEVELOPMENT AREAS						
Nodes / Development Areas:	Overall Goals & Objectives:	Vision / Physical Actions:	Short-Term (1-3 year) Development Actions:	Long-Term (3+ years) Development Actions:	Immediate (12-18 month) Tasks:	Resources / Responsibilities for Immediate Tasks:
					Identify & acquire development parcels on the NEC & SEC of the Water Street / Atlantic Intersection for future CC related restaurant & lodging development	RDA + City Council
					Complete long-term parking strategy & plans	RDA + PW (part of parking district analysis)
5. Water Street / Basic Road - Government and Employment (Courthouse Square)	<ul style="list-style-type: none"> <li>As the Downtown matures with redevelopment, redevelop City-owned assemblage at the intersection of Water Street and Basic Road, with a high-quality mixed-use development that anchors the south end of Water Street and supports the overall Downtown vision; government and employment uses</li> </ul>	<ul style="list-style-type: none"> <li>Pursue uses that will support (rather than compete with) the other nodes of Downtown as there is not sufficient market demand to support overlapping development in all of the various nodes</li> <li>Uses should be employment based – either government or private employment</li> </ul>	<ul style="list-style-type: none"> <li>Determine future civic and justice needs</li> <li>Create short-term (2-year) and long-term parking plans</li> </ul>	<ul style="list-style-type: none"> <li>If there are not government needs for this site, pursue private employment based use opportunities</li> </ul>	Complete future civic government building needs study for Downtown Henderson	PW + RDA
					Short-term (2-year) parking strategy and long-term parking plans	RDA + PW (part of parking district analysis)
6. Downtown / Infill - Residential Neighborhoods	<ul style="list-style-type: none"> <li>Improve the quality and visual appearance of Downtown's residential neighborhoods while maintaining their affordability and enhancing the mix of housing products to include senior, single-family, and multifamily residential in the long-term</li> </ul>	<ul style="list-style-type: none"> <li>Look for opportunities to add Downtown residential uses that will create round-the-clock activity</li> <li>Establish design examples that will show the potential to renovate existing houses and neighborhoods to the extent possible</li> <li>Identify and establish locations to assist artists with live/work space</li> </ul>	<ul style="list-style-type: none"> <li>Establish / coordinate demonstration projects for the renovation and/or landscaping of selected existing houses</li> <li>Provide assistance and/or guidance to existing residents to encourage a higher degree of home ownership</li> <li>Evaluate / encourage new residential development in targeted areas</li> <li>Limit the amount of support for elderly and/or subsidized housing to lower the chances that the neighborhood becomes stigmatized</li> </ul>	<ul style="list-style-type: none"> <li>Stronger visual identity, amenities and uses are a prerequisite to demand for market housing at prices that will support new construction; therefore, the base of the residential program is creating an attractive neighborhood</li> <li>As the Downtown becomes more attractive and as the Las Vegas market matures, the market will ripen for higher density, infill housing; this will be a process that will require a prerequisite action plan and realistic timeline</li> </ul>	Demonstration projects for the renovation and/or landscaping of selected existing houses	RDA + Neighborhood Services
					Assistance and/or guidance to existing residents to encourage a higher degree of home ownership	RDA + Neighborhood Services
					Evaluate / encourage new residential development in targeted areas with limited support for elderly and/or subsidized housing	RDA + Neighborhood Services



PHYSICAL & DEVELOPMENT ACTION PLAN & TASKS FOR NODES / DEVELOPMENT AREAS						
Nodes / Development Areas:	Overall Goals & Objectives:	Vision / Physical Actions:	Short-Term (1-3 year) Development Actions:	Long-Term (3+ years) Development Actions:	Immediate (12-18 month) Tasks:	Resources / Responsibilities for Immediate Tasks:
7. Lake Mead and Boulder Highway - Highway Commercial	<ul style="list-style-type: none"> <li>Enhance the visual appearance of new and existing auto-oriented commercial, office, and employment uses along Lake Mead and Boulder Highway</li> </ul>	<ul style="list-style-type: none"> <li>Establish design standards that promote high-quality highway/auto-oriented development</li> <li>Enhance clear, prominent signage, consistent with the overall Downtown theme</li> </ul>	<ul style="list-style-type: none"> <li>Allow highway / auto-oriented uses to develop along the Lake Mead and Boulder Highway corridors; promote employment and specialty retail uses in closer proximity to the Water Street / Downtown area</li> <li>Continue the enhancement of the physical environment with streetscape</li> </ul>	<ul style="list-style-type: none"> <li>Continue with the implementation of the short-term actions</li> </ul>	City policies / guidelines regarding appropriate suburban auto-oriented commercial uses	CD
					Policies / guidelines regarding appropriate suburban auto-oriented design and landscaping	CD

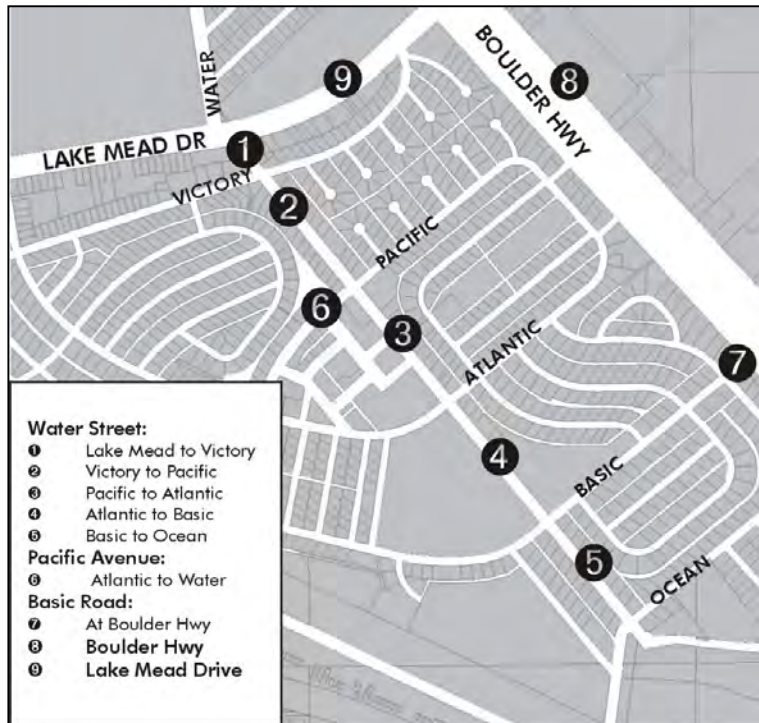


# II. INVENTORY OF EXISTING USES

## A. OVERVIEW

This inventory of Downtown uses, businesses, and character serves as background for the overall Downtown Henderson Investment Strategy. The inventory and character study is organized by location, as indicated on the map at right. Although Water Street is the general focus of Downtown, uses on key supporting streets are detailed as well, including: Pacific Avenue, Atlantic Avenue, and Basic Road. The major roadways defining the perimeter of the Downtown area, Lake Mead Drive and Boulder Highway, are addressed also, not so much as by their specific uses, but by their overall character and general relationship to Downtown. A map of generalized existing land uses is also included for the Downtown Redevelopment Area.

The intent of this inventory is to serve as a benchmark for Downtown progress over an extended period of time, providing not only a record of future achievements, but also a reminder of challenges yet to overcome.





**B. EXISTING DOWNTOWN USES**

Location	Restaurants / Bars	Retail / Service	Finance, Insurance, Real Estate & Legal	Medical	Bail Bonds & DUI / Substance Counseling	Government, Institutional	Motels / Casinos	Auto Service	Miscellaneous, Vacant
<b>WATER STREET:</b> Lake Mead to Victory – East side	-	- Staz’s American Motorcycles	-	-	-	-	-	-	-
Lake Mead to Victory – West side	-	- Dry clean / laundry	- Silver State Bank	-	-	-	- Best Western	-	-
Victory to Pacific – East side	- Port O’ Subs - Gold Mine Tavern - Maxx’s Lounge	- Gold Casters Jewelry - Barber - Ogara / Bissell Photo	- GFC Loans - Guild Mortgage - Asset Realty	- Huffman Physical Therapy	- ABC Therapy (DUI school)	-	- Town House Motel	-	- Cox Communications - Steelworker’s AFL / CIO
Victory to Pacific – West side	-	- Birds R Us - Kent’s Guns - Monograms, Magic & More - Tempting Treasures / Candy Making - Bi-Rite Marco Bags / Sport - Friends Hair & Nails	- Able-Rainbow Tax - Bob Olsen Insurance - Century 21 Moneyworld - Nevada Financial - Bo Hash Insurance - McDonald & Brasier Law Office	-	- Jailbusters Bail Bonds	- City Parks & Recreation	- PT’s Sports Bar / Casino	- Rebel Gas	
Pacific to Atlantic – East side	- Portillos 2	- Erica’s Hair / Nail Cottage - Diversity Smoke Shop - Carol’s Canine Castle	- Bank of America - H.Valley Realty	- Gerleman Chiropractor	-	- Library Admin. Offices - Clark County Juvenile Probation - State Job Link	-	-	- Signs - All Points Truck Driving School - TGA Business Systems - H. Medical Supply
Pacific to Atlantic – West side	-	-	- Wells Fargo Bank	-	-	-	- Peppermill’s Rainbow Casino - Eldorado Casino	-	- Phone Switching Station - H. Business Resource Center - CCSN Training
Atlantic to Basic – East side	- Lotus Restaurant	-	- Jensen Realty - Shaine / Mayfield Law	-	- Oasis (substance abuse) Counseling - All Star Bail Bond	- Justice Center	-	-	- Nevada Power



Location	Restaurants / Bars	Retail / Service	Finance, Insurance, Real Estate & Legal	Medical	Bail Bonds & DUI / Substance Counseling	Government, Institutional	Motels / Casinos	Auto Service	Miscellaneous, Vacant
Atlantic to Basic – West side	-	-	-	-	-	- Convention Center - City Hall - Library	-	-	-
Basic to Ocean – East side	-	- 4-Seasons Cleaners - Desert Rose Salon - A Cute Dog Grooming - Baskets 'O Plenty	-	- H. Chiropractor	-	-	-	-	- Stomp Teen Center - Loving L.V. Church
Basic to Ocean – West side	- Water Street Coffee Company	- 7-Eleven - Cloud Carpets / Carpet One - Antique Rose Florist	-	-	-	-	-	-	-
<b>PACIFIC AVENUE:</b> Water to Atlantic – North side	- Sam Pan Restaurant - El Mexicano	- 7-Eleven - Razor's Edge Salon Day Spa - Henderson Frame and Gallery	- B&R Financial Services - Clark County Credit Union	- Chiropractor	-	-	-	-	- Broadbent Environ. Engineering - Ysidro Architect - ATA TaekWanDo
Water to Atlantic – South side	- Coo Coo's Coffee	- Book Nook used books	-	-	-	-	-	- The Muffler & Lube Shop	- Prof. Design Assoc. Consult. Engr. - Worker's Comp. Consulting - AIC Risk Management
<b>ATLANTIC</b> Lead to Panama		- Bonnie's Floral Boutique	- Law Offices - Excel Tax Service	-	-	- HACA Community & Family Resource Center	-	-	- Industrial Medical Group of H. - Eagle Printing
<b>BASIC ROAD:</b> Water to Boulder Hwy – South side	- Santa Rosa Mexican Food	- Dressing Room, Women's Consignments - Country Deli-Market - Spurlock's Gun Shop - Basic Barber - Silk Flower Designs - H. Health Foods	-	- Total Physician Resources	-	-	-	- Pickart's Car Quest Auto Parts - BJ's Affordable Window Tint	-



Location	Restaurants / Bars	Retail / Service	Finance, Insurance, Real Estate & Legal	Medical	Bail Bonds & DUI / Substance Counseling	Government, Institutional	Motels / Casinos	Auto Service	Miscellaneous, Vacant
Water to Boulder Hwy – North side	-	- Dog Beauty Parlor - Basic Beauty & Nails - Sandi's Office Supply / Sager Printing	-	-	-	-	-	- Duane's Automotive	-
Lake Mead Drive	- Auntie Virgie's Hawaiian Huli Chicken - Hot Dog Heaven - Tropical Sno of Nevada	- Cascade Car Wash - Better Built Home Improvement - Drive In Liquors - Frontier Nursery and Floral - Deva's Laundromat & Dry Cleaner - International Scuba Center, Inc. - Lake Mead Food Mart	- State Farm Insurance - Knapp Realty - Guild Mortgage Company - Hawleywood Realty - Silver State Bank - Professional Bankruptcy Services, Inc.	- Jan Bennett, D.D.S. - Richard Blanchard, D.D.S. - Southwest Medical Associates - Mahendraf Defonseka, M.D. - Women's Health Center of Southern Nevada - Steven Grant, O.D. - Henderson Physical Therapy, Ltd. - Pavan Janapati, M.D. - Boulder Medical - Barry Lasko, D.D.S. - Joseph Johnson, M.D. - Kenneth Jones, M.D. - Gregg Ripplinger, M.D. - Sayed Qazi, M.D. - John Pinto, M.D. - Joseph Shalev, M.D. - Arumugam Sivajumar, M.D.	-	-	- Best Western Lake Mead Motel -	- Hafen's OK Tire Store - Vern's Texaco	- Garcia Electric - Fresh Water Systems, Inc. - D&H Marine Services - D&R General Contracting & Design, Inc. - Compliance Science - Betzdearborn, Inc. - Anchor Marketing Group - Acme Underground, Inc. - Accurate Dimensions, Inc. - Lawrence Nathan Associates, Inc. - Land Design Professionals, Inc. - Labor Express Temporary Services - Jervis B. Webb Company - Scott Enterprises - Schepps Communications, Inc. - Solutions - Retail Solutions - United Coin Machine Co. - V.F.W. Post #3848, Inc.

Notes: Includes the uses within the primary commercial corridors / nodes, excluding the highway commercial corridors along West Lake Mead Drive and (South) Boulder Highway, Inventory date of August 13, 2001, by Szymanski / Ray Inventory date of August 13, 2001, by Szymanski/Ray. Lake Mead Drive businesses added February 27, 2002 from City Downtown Business Owner inventory.





### C. LAKE MEAD DRIVE



Figure 1—Lake Mead and Water Street—Northwest Corner: Timet industrial uses and community park.



Figure 2—Lake Mead and Water Street—Southwest Corner.



Figure 3—Lake Mead Drive Northwest of Downtown.



## D. BOULDER HIGHWAY



Figure 4—Water Street and Boulder Highway looking South on Water Street: Auto-oriented uses.



Figure 5—Boulder Highway East of Downtown: Wide landscape buffer borders adjacent neighborhood. Highway-oriented commercial uses line West side.



Figure 6—Boulder Highway and Texas Ave: Nondescript entrance into downtown.



## E. WATER STREET: LAKE MEAD TO VICTORY



Figure 7—Water Street to Lake Mead—South towards Victory Road: Varied character, little attention to pedestrian interest or safety.



Figure 8—Best Western Motel—West side Southwest corner of Water and Lake Mead: Highway-oriented commercial uses with parking at the street edge.



Figure 9—Staz's American Motorcycles—Southeast corner Water and Lake Mead: Adaptive reuse of Texaco station for retail business.



**F. WATER STREET: VICTORY TO PACIFIC**



Figure 10—Water Street businesses—East side: Strong pedestrian orientation with arcades, appropriately scaled signage, and glass fronts.



Figure 11—Water Street businesses—East side: Limited pedestrian orientation at street, 2<sup>nd</sup> story adds variety.



Figure 12—Water Street businesses—West side: Appealing scale and character, however, parking creates a barrier from the street.



## G. WATER STREET: PACIFIC TO ATLANTIC



Figure 13—Storefronts—east side: Arcades and glass fronts lend an appealing pedestrian-oriented scale and character.



Figure 14—Eldorado Casino—west side: Elements of 1940s Moderne style, strong corner orientation, stepped pediment wall adds detail at the roofline for visual interest.



Figure 15—Rainbow and Eldorado Casinos—west side: Although entrances are on Water Street, buildings have no windows or architectural character at the street edge for pedestrian interest.



## H. WATER STREET: ATLANTIC TO BASIC



Figure 16—Justice Center—East side: Recent construction, no pedestrian orientation towards Water Street.



Figure 17—City Hall—West side: Recent construction, set back from Water Street by parking lot.



Figure 18—Retail/offices—East side: Parking separates much of the complex from Water Street.



## I. WATER STREET: BASIC TO OCEAN



Figure 19—Antique Rose Florist—West side: Attractive adaptive reuse of Townsite home.



Figure 20—Water Street Coffee Company—West side: Strong street presence, inviting outdoor seating.



Figure 21—City parking—corner of Basic and Water: Ideal location for future infill.



## J. PACIFIC: ATLANTIC TO WATER



Figure 22— Multi-use building—North side: Strong physical orientation to street, however, lacks interest at the sidewalk edge.



Figure 23—Coo Coo's Coffee/Book Nook—South side: Glass storefront and awning create pedestrian interest at the sidewalk edge and the beginnings of an inviting outdoor space.



Figure 24—East towards Water Street. Appealing scale and height variations





## K. BASIC ROAD AT BOULDER HIGHWAY

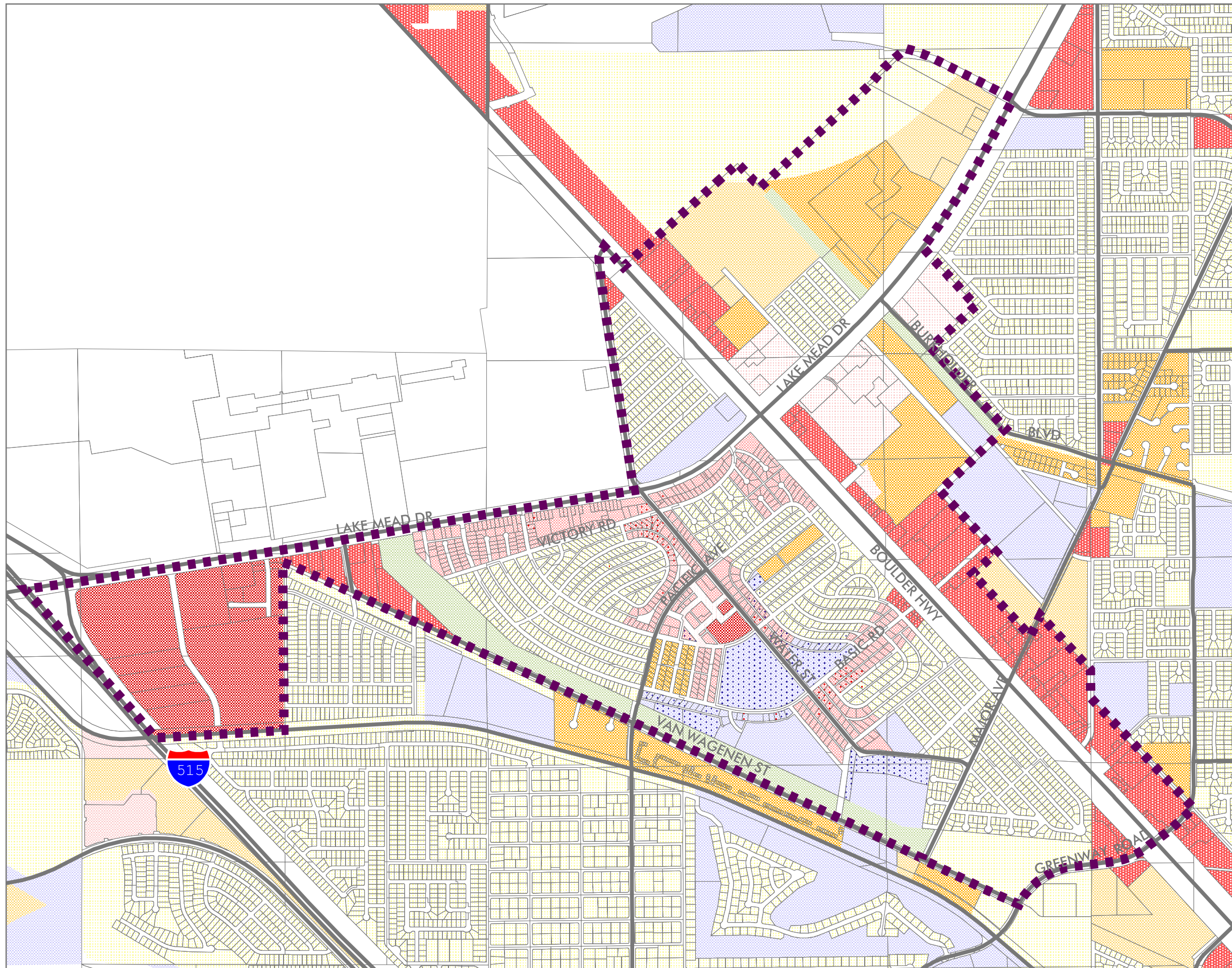


*Figure 25— Looking West from Boulder Highway:  
Scattered, small commercial uses line the street.*

# DOWNTOWN INVESTMENT STRATEGY

City of Henderson, Nevada

## Redevelopment Area Land Use



- Tourist Commercial
- Highway Commercial/  
Downtown Commercial
- Downtown Commercial
- Community and Neighborhood Shopping
- Low-Density Residential
- Medium-Density Residential
- High-Density Residential
- Open Space
- Public and Semi-Public
- Agency-Owned
- City-Owned
- Redevelopment Area Boundary



Clarion Associates  
Progressive Urban Management Associates  
Szymanski/Ray

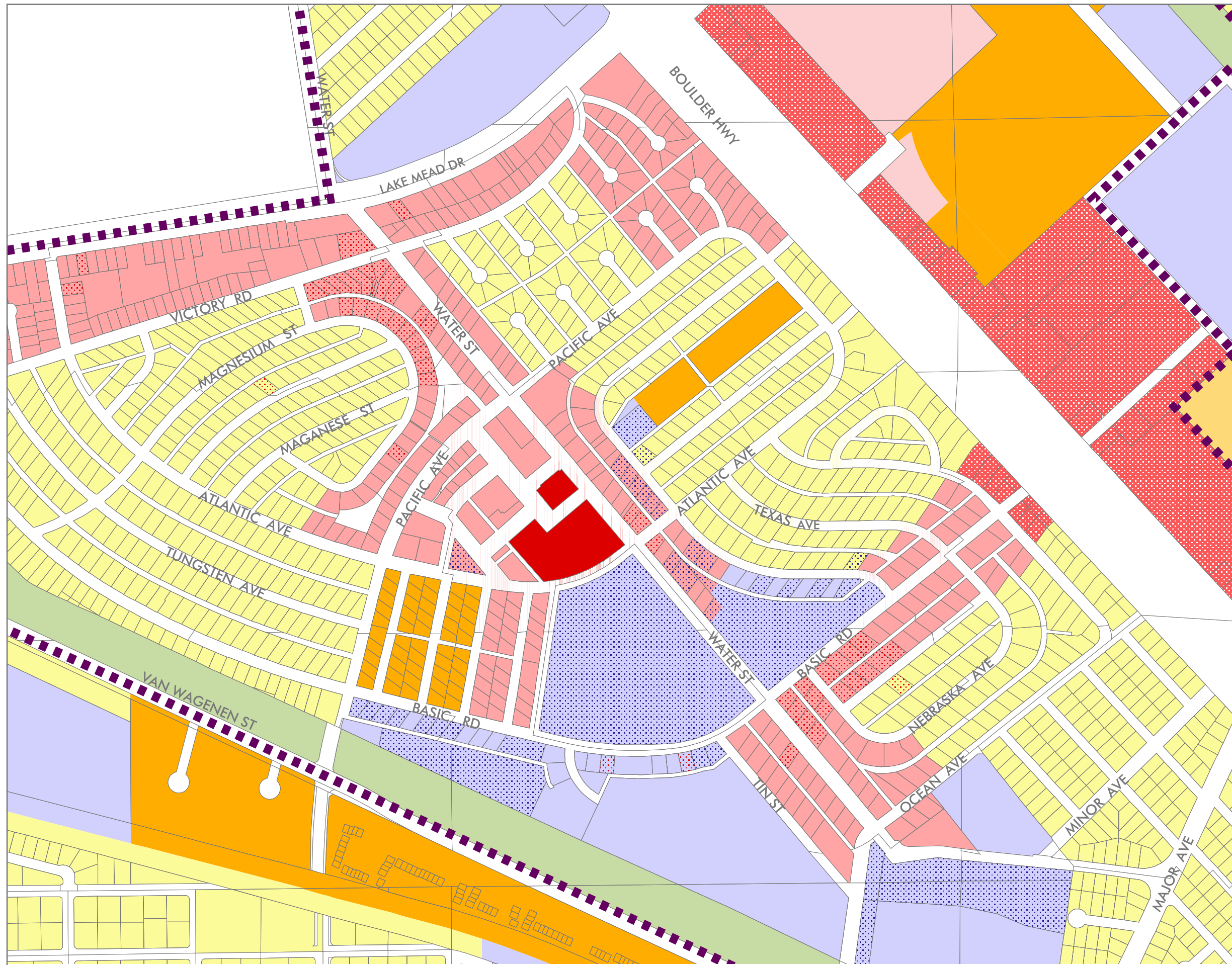
Source: City of Henderson  
Geographic Information System

# DOWNTOWN INVESTMENT STRATEGY

City of Henderson, Nevada

## Existing Downtown Land Use

- Tourist Commercial
- Highway Commercial/  
Downtown Commercial
- Downtown Commercial
- Community and Neighborhood Shopping
- Low-Density Residential
- Medium-Density Residential
- High-Density Residential
- Open Space
- Public and Semi-Public
- Agency-Owned
- City-Owned
- Redevelopment Area Boundary





## III. MARKET PROFILE SUMMARY

### A. INTRODUCTION

This Market Profile Summary has been compiled to provide a local and regional market context for Downtown Henderson as part of the Downtown Investment Strategy. The summary includes three key components:

- A **Market Overview** of relevant demographic information, traffic volumes, competitive business districts, and Downtown events.
- A **Summary of Primary and Secondary Downtown Markets**, including the size base, current capture opportunities, potential capture opportunities, issues or prerequisites, and necessary actions for each market segment.
- A **Summary of Downtown Market Opportunities**, including their potential fit with the Downtown Henderson Theme Strategy; market, physical, and financial issues; existing competition; and opportunities within the short-term (1-3 years) and long-term (4-10 years).

Additional background for the Market Profile Summary was gained through a series of focus groups with Downtown business owners and interest groups held during March of 2001. The focus groups were intended as a means of gaining a qualitative sense of the challenges and opportunities facing Downtown Henderson. A synopsis of these stakeholder perspectives is provided in the appendix of this document.



Figure 26—The Las Vegas Valley. Source: City of Henderson G.I.S.

### B. REGIONAL CONTEXT

Henderson is located in the southeast quadrant of the Las Vegas Metropolitan Area, just 15 minutes from the “Las Vegas Strip.” Las Vegas draws over 35 million visitors a year bringing people from throughout the U.S. and around the world to the Valley. Henderson, on the other hand, functions as an independent city, known for providing housing, employment, and services for local residents. Henderson’s geographic location also places it within a short drive of Boulder City and the Hoover Dam.



## C. DOWNTOWN HISTORY

Though it was incorporated in 1953, Henderson remained somewhat of a bedroom community until the 1990s when its growth rate began to increase. The community actually began during World War II with the construction of the Basic Magnesium Plant. The plant provided magnesium used to manufacture munitions and airplane parts for the U.S. War Department and provided employment for thousands of workers. Many of the original homes built to house plant workers still exist as residences today in Downtown and serve as a reminder of Henderson's heritage.

Although the actual uses have evolved over the years, prior to the 1990s the Downtown served as the commercial and civic heart of Henderson. In its early days, it provided not only groceries and other necessities to the plant's workers, but served as a community-gathering place, where residents could catch up while waiting in line at the post office or meet for a movie at the local theatre. As Henderson's boundaries have continued to expand in recent years, Downtown has become less a part of the overall community. Despite a desire and concerted efforts by the City to renew interest and activity in Downtown, an abundance of nearby services and amenities draws people away to newer areas of the City.

## D. RESIDENTIAL POPULATION

Within a 1-mile radius of Downtown, Henderson's population has increased substantially during the last ten years, growing by over 99%, from around 7,000 in 1990 to nearly 14,000 in 2000. This rate far exceeds the 10.4% growth rate experienced by the United States as a whole, and increases steadily with distance from Downtown to 136% within a 3-mile radius and 161% within a 5-mile radius to 167%. However, despite these dramatic rates, growth is anticipated to slow somewhat, dropping to a 25% increase during the next five years. This, again, far surpasses the expected U.S. average of 4.5%. A similar curve within a 1-, 3- and 5-mile radius can be seen with median household incomes. Incomes within a 1-mile radius, and the Downtown Redevelopment Area specifically, reveal an even greater disparity—with incomes nearly doubling across property lines. This disparity is indicative of the existing land use patterns in this area, as many of the original townsite homes remain in Downtown, housing longtime

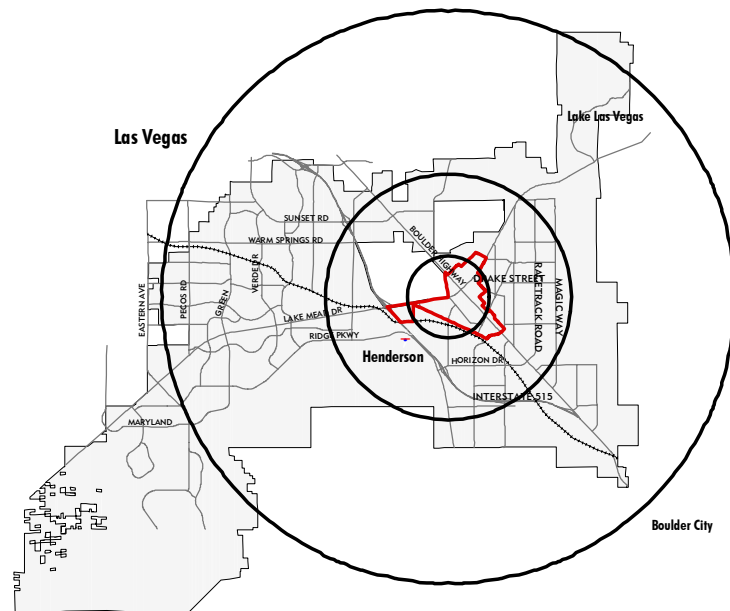


Figure 27—Downtown Redevelopment Area Boundary and 1, 3, and 5-mile surrounding radius.



Henderson residents and providing affordable housing stock in a strong real estate market, while newer subdivisions with much larger homes surround Downtown and extend for miles.

Although Henderson as a whole is expected to continue to grow at a much faster rate (25%) during the next five years than the United States as a whole (4.5%), the disparity between different areas of the community is expected to level out to a much more consistent growth rate of around 27% between 2000 and 2005. Similarly, average income levels are also expected to continue to increase steadily, but consistently within the community, at around 24% during the same time frame.

## AREA DEMOGRAPHICS

Description	1-Mile Radius	3-Mile Radius	5-Mile Radius	Henderson	Las Vegas
<b>Population</b>					
1980 Census	5,362	20,181	23,624	24,140	164,674*
1990 Census	6,931	32,166	46,781	64,942	268,330*
2000 Estimate	13,808	76,173	122,272	173,711	478,434*
2005 Projection	17,289	97,393	158,534	225,286	-
Growth 1980-1990	29.24%	59.39%	98.02%	169.02%	-
Growth 1990-2000	99.23%	136.81%	161.37%	167.49%	-
Growth 2000-2005	25.21%	27.86%	29.66%	29.69%	-
<b>2000 Data</b>					
Population	13,808	76,173	122,534	173,711	478,434*
Households	5,016	26,507	43,626	45,903	176,750*
Median HH Income	\$48,819	\$57,602	\$61,314	\$63,436	\$48,900
Per Capita Income	\$22,291	\$22,838	\$26,337	\$28,590	\$25,250

Source: Claritas, Inc., 2001, US Census Bureau, \*Census 2000.

## E. EMPLOYMENT

The immediate Downtown vicinity is home to several of Henderson's largest employers. The City of Henderson has located many of its civic facilities in Downtown and employs nearly 2,000. These facilities include City Hall, the Justice Center, the Public Library, and several smaller satellite offices for City agencies located throughout Downtown. St. Rose Dominican Hospital also contributes to a solid employment base in Downtown with 1,000 employees located at the intersection of Water Street and Lake Mead Drive. Retail and service related jobs account for around half of the 8,265 jobs within 1-mile of Downtown, although the majority of these employees are located along Boulder Highway or Lake Mead Drive, outside the Downtown Redevelopment Area. The Black Mountain Industrial Complex, although technically located in Clark County, provides a strong manufacturing base; companies like Timet (Titanium Metals Corporation) housed in the complex contribute between 400 and 500 jobs. The Downtown area also supports around 270 jobs in the finance, insurance, and real estate sectors, with a number of them located along Water Street in the heart of Downtown.



### LOCAL BUSINESSES AND EMPLOYMENT (YEAR 2000)

Business Type	1-Mile Radius		3-Mile Radius	
	Businesses	Employees	Businesses	Employees
Retail Trade	92	1,174	267	4,595
Finance-Insurance-Real Estate	51	271	116	640
Services	258	3,379	660	9,614
Agriculture	11	35	30	315
Mining	0	0	1	10
Construction	28	183	159	2,473
Manufacturing	6	465*	79	3,254*
Trans., Commun/Public Utilities	9	126	44	599
Wholesale Trade	12	113	67	904
Government	27	2,519	35	2,609
<b>Total</b>	<b>494</b>	<b>8,265</b>	<b>1,458</b>	<b>25,013</b>

Source: Claritas, Inc., 2001; \*State of Nevada Department of Employment Training and Rehabilitation, 2001.

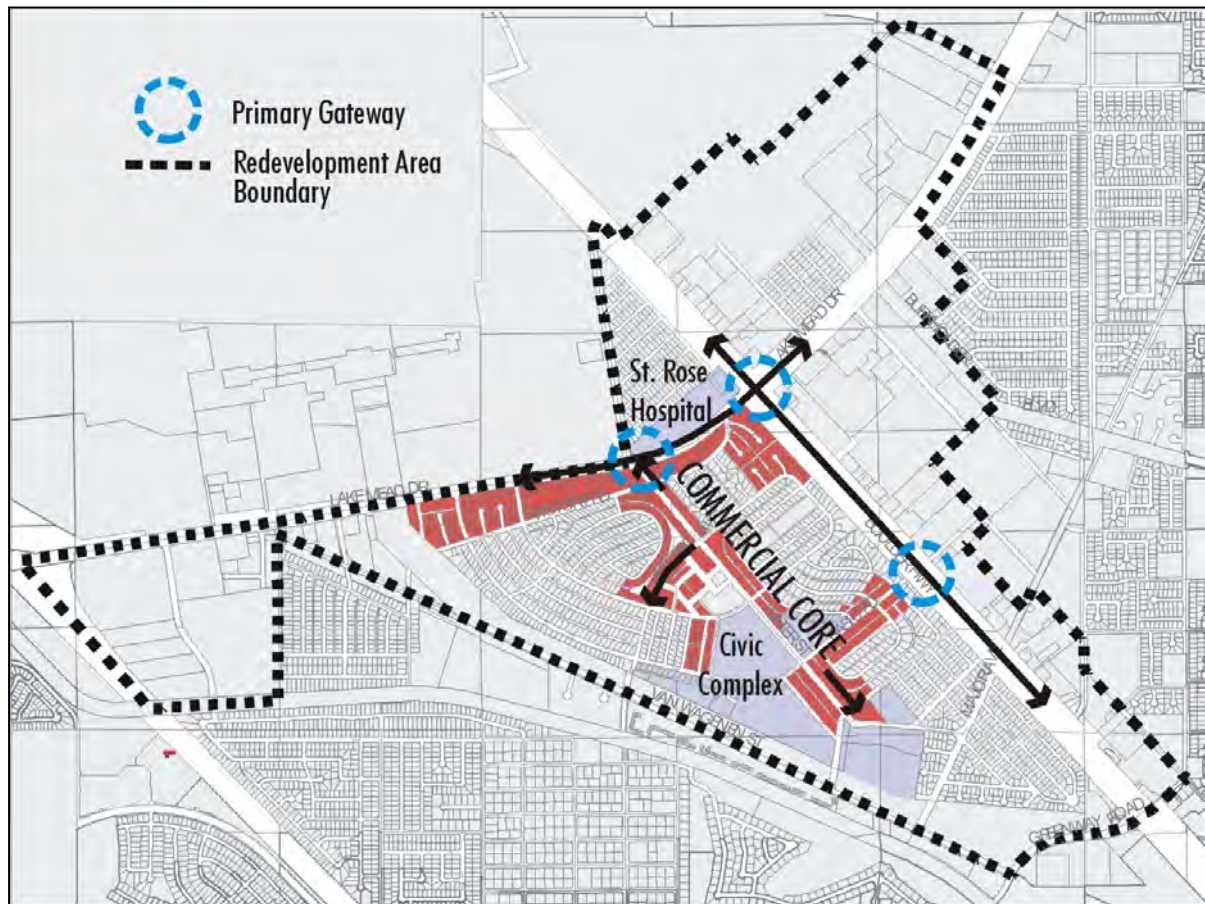


Figure 28—Downtown Redevelopment Area.

### F. DOWNTOWN BUSINESSES AND “LANDMARKS”

Water Street serves as the main business district in Downtown along with a small concentration of businesses along several neighborhood cross-streets such as Pacific, Victory, and



Basic. These businesses represent an eclectic variety, ranging from bail bonds to jewelers to several fast-food-type restaurants, to a motorcycle dealership. In addition to the assorted retail establishments, there are also a number of small professional offices, housing real estate and mortgage companies, insurance sales, architects, attorneys, engineers, physical therapists, and dentists. Downtown is also home to several small casinos, catering primarily to a local market.

In addition to the many small businesses, Water Street is anchored by significant “landmarks” on two ends. These landmarks are notable not only in terms of their scale and presence within the Downtown, but also in terms of the large number of employees and visitors they draw to Downtown each day. Towards the south end of Water Street, near the intersection of Water and Atlantic, several landmarks including City Hall, the Public Library, the Justice Center, and the Convention Center form a hub of civic activities and spaces. Anchoring the Lake Mead Drive/Water Street intersection are professional medical office buildings adjacent to St. Rose Dominican Hospital and the Black Mountain Industrial Complex, which provide a large potential customer base to draw from.

## G. COMPETING RETAIL DESTINATIONS

As it exists today, Downtown could not be described as a significant retail destination. In fact, many residents and employees living and working within a close vicinity of Downtown have indicated that although they would prefer to shop in Downtown, the lack of retail businesses forces them to drive to nearby Green Valley or Stephanie Street to meet their needs. The accompanying map identifies competing retail destinations within a short drive of Downtown, generally within 3 to 5 miles. These destinations fill a community demand for restaurants and services that are not filled by existing Downtown businesses.

Despite its unique character and scale, Downtown must also compete at a certain level with regional and tourist destinations such as Boulder City, where an appealing variety of retail shops and restaurants appeal to both locals and tourists.

Although the majority of Downtown competition comes from outlying suburban areas, a certain percentage comes from nearby highway-oriented commercial uses along Boulder Highway. The close proximity of these services draws employees and traffic out of Downtown for day-to-day services such as grocery stores, discount retail stores, and a vast array of fast-food establishments.

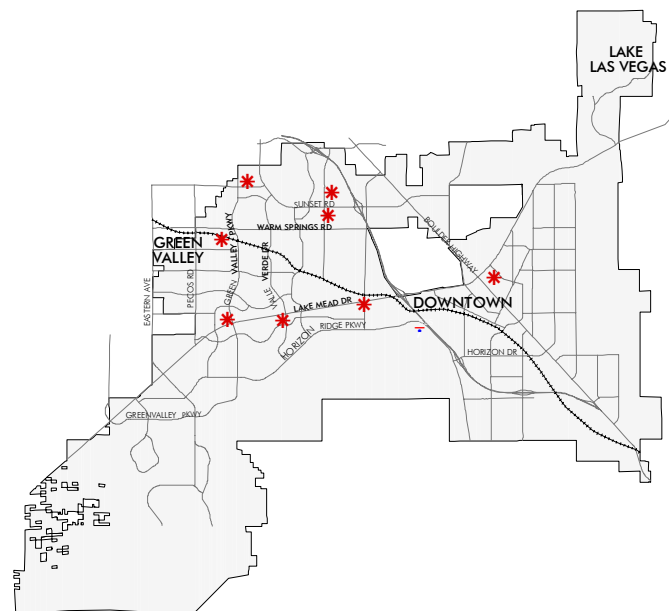


Figure 29—Competing retail destinations.





## H. TRAFFIC

Traffic counts for the Downtown vicinity show significant volumes on roadways bordering the Downtown Redevelopment Area. Both Boulder Highway on the northeast and Lake Mead Drive northwest have average daily traffic counts of more than 30,000 cars, with these counts increasing towards the north and west. Water Street between Pacific Avenue and Lake Mead Drive has counts of nearly 12,000 cars, indicating most people enter Downtown through this primary gateway. Counts on secondary gateways such as Pacific and Basic are much lower at 2,200, indicating they primarily serve adjoining neighborhoods and Downtown employees. As Water Street continues farther to the southeast, between Pacific Avenue and Basic Road, counts drop by about one-fourth, only to drop by another half beyond Basic, as the street returns to a more residential character. As with most areas that have experienced large amounts of growth in recent years, traffic counts are increasing yearly, particularly on major arterial roadways, such as Lake Mead Drive, with the construction of large new residential neighborhoods to the northeast and southeast of Downtown.

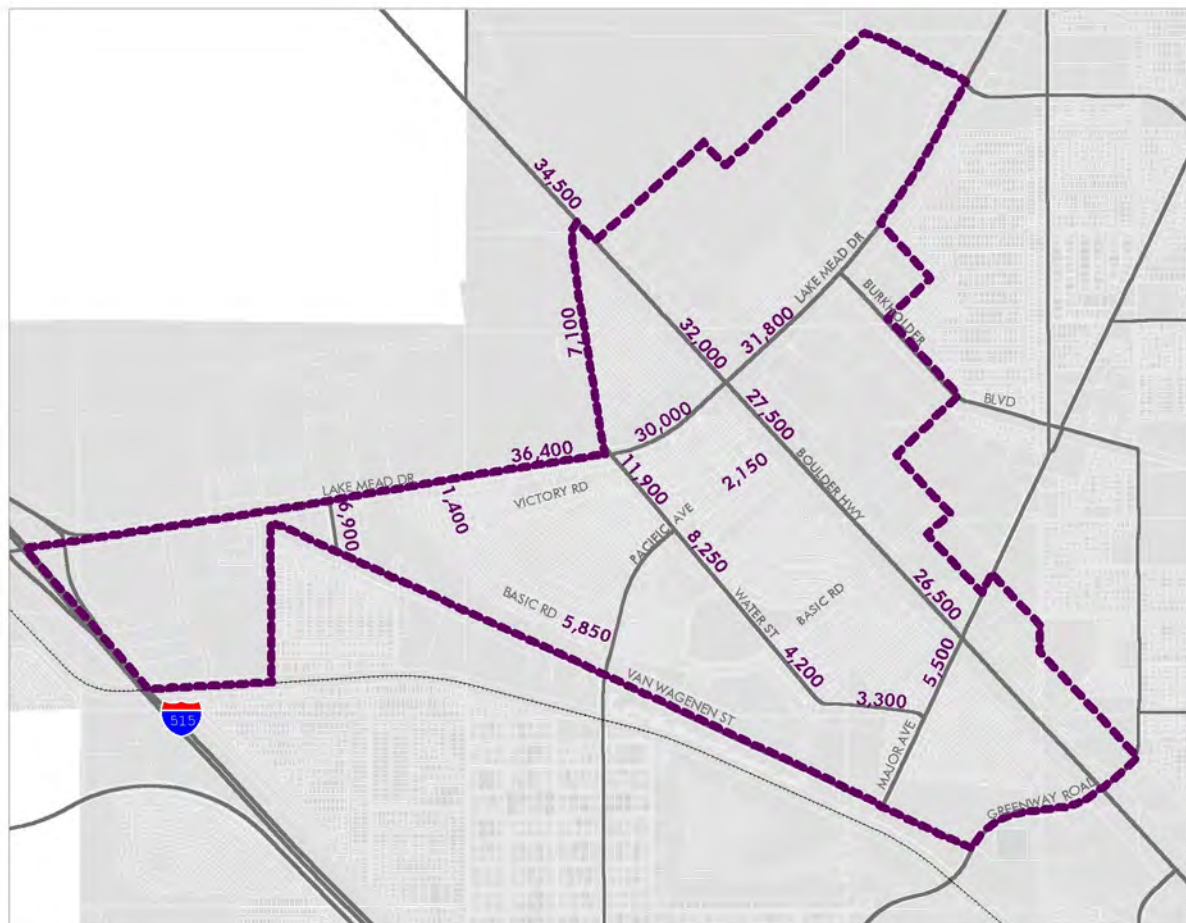


Figure 30—Annual Average Daily Traffic counts for 1999. Source: Clark County, Nevada.



## I. DOWNTOWN EVENTS

Downtown is currently home to a number of successful public events, drawing over 200,000 combined people to the Water Street vicinity each year.

Held on Thursdays year-round, the Henderson Farmer's Market has been an extremely promising event for the Downtown. The market brings together over 45 farmers and concessionaires to offer a variety of fresh produce, pastries and baked goods, jewelry and crafts, as well as health and home products and attracts approximately 2,500 people each week to Downtown and Water Street.

Going on its fourth year is Art Fest, held yearly over a weekend in May. The Festival draws over 45,000 people and is mirrored after a renowned Art Festival in LaJolla, CA, and ArtFest of Scottsdale, AZ. Over 200 artists participate, with some coming from as far away as Maryland, Chicago, and Lima, Peru. It is truly a family-oriented event with a variety of entertainment acts ranging from reggae to jazz, international cuisine, and the "LandWell Kid's Gallery."



## J. PRIMARY AND SECONDARY DOWNTOWN MARKETS

This matrix provides an overview of current market conditions and identifies potential capture opportunities within the context of the Investment Strategy. Specific actions and projects to address these opportunities are addressed in the Implementation/Action Plan.

Market Segment	Size Base (year 2000 data)	Current Capture Opportunity	Potential Capture Opportunity	Issues / Prerequisites
1. <b>Immediate Residential Population (i.e. 1± mile radius) (Primary)</b>	5,016 households, 13,808 population, Median household income = \$48,800 (Source: Claritas, Inc., 2001)	Good for food service; limited employee / neighborhood retail services	Excellent	Limited neighborhood services would be compatible with the employee market and with the larger vision for the Downtown; however, the desire is to create a more substantial regional destination / activity center
2. <b>Sub-Regional Population (i.e. 5-mile radius, representing approximately 70% of the City of Henderson population) (Secondary)</b>	5 mile radius = 43,626 households, 122,272 population, Median household income = \$61,314 Note: the income is a blend of lower incomes in the immediate neighborhood and substantially higher incomes in adjacent neighborhoods (Source: Claritas, Inc., 2001)	Presently, minimal except for casinos, events and specific destination tenants (an in and out visit without any secondary benefit)	Good, if the issues are addressed (especially viable uses that serve / attract surrounding residents on a repeated basis)	<ul style="list-style-type: none"> <li>- Tenants / destinations / uses</li> <li>- Neighborhood &amp; gateway image</li> <li>- Convenience – access &amp; parking</li> <li>- Safety</li> <li>- Residential income disparity (not an insurmountable barrier if the above items are present)</li> </ul>
3. <b>Las Vegas Metropolitan Population (Secondary)</b>	Las Vegas Metropolitan Area: 525,562 households, 1,408,250 population (Source: U.S. Census Bureau, Census 2000)	Presently, minimal except for events	Very limited; typically, could represent a 5% to 15% bonus if the district addresses the sub-regional issues / market	No uses to attract this market
4. <b>Local Employee Market (Primary)</b>	An estimated 7,815 employees within a 1-mile radius. The largest employers are the City, with 2,500± employees, and St. Rose Dominican Hospital, with 1,400± employees (Source: Claritas, Inc., 2001)	Good for food service; limited employee / neighborhood retail services	Excellent for food service and limited retail opportunities	Pedestrian access; employer cooperation (i.e. lunch hours to support local food service, etc.)



<b>Market Segment</b>	<b>Size Base (year 2000 data)</b>	<b>Current Capture Opportunity</b>	<b>Potential Capture Opportunity</b>	<b>Issues / Prerequisites</b>
<b>5. Traffic Capture (Lake Mead Road &amp; Boulder Highway) (Secondary)</b>	ADT = 36,400 along Lake Mead Drive at Water Street and 32,000 along Boulder Highway at Lake Mead Drive (Source: Clark County, Nevada, 1999)	Limited – limited destinations, confusing signage and minimal gateway / entry from the adjacent highways into the Downtown	Limited, but could represent a 5% to 15% bonus if the district addresses the destination and gateway issues	<ul style="list-style-type: none"> <li>- Tenants / destinations / uses</li> <li>- Neighborhood &amp; gateway image</li> </ul>
<b>6. Tourists (Secondary)</b>	Today = minimal	Negligible market	The City and hospital are visitor traffic generators; the convention center may be able to support some lodging demand (to be evaluated in the pending convention center expansion market analysis)	Strong competition from surrounding highway motels; the pending convention center market analysis will evaluate potential for hotel / motel demand in the Downtown area, especially related to an expanded convention center; otherwise, the strongest opportunity is for highway locations (i.e. Lake Mead Drive at Water Street)
<b>7. Business Market (i.e. services to the City, St. Rose Dominican Hospital, Timet (BMI)...) (Primary)</b>	Significant local employers	Limited – only some office uses (i.e. legal, engineering, etc.)	Some potential; should be explored, such as office supplies, copy centers, etc., with the commitment and participation of the large employers	Limited services to attract businesses today
<b>8. Low cost, flexible use space – not location sensitive (Primary)</b>	Not location specific, users seek out functional, low-cost space	Very strong, perhaps the Downtown's strongest market at present	Strong default potential	Non-retail uses: does not create or support an attractive / vital activity center



**K. SUMMARY OF MARKET OPPORTUNITIES**

The following list of potential/desired uses was identified in consultation with City Redevelopment Staff. Each potential/desired use has been assigned a symbol identifying its correlation with the Downtown Vision. (\*)= High, (—)= Moderate, (0)= Low

Uses	Potential Fit with Downtown Vision	Market Issues	Physical Issues	Financial Issues	Existing Competition	Short-Term (1-3 year Opportunity)	Longer-Term (4-10 year opportunity)	Comments
<b>DINING / BARS:</b> <ul style="list-style-type: none"> <li>▪ Casual (*)</li> <li>▪ Dining (*)</li> <li>▪ Brew Pub (*)</li> </ul>	Excellent. Street level design guidelines are important.	Base market = local employees and sub-regional population (i.e. 3 to 5 mile radius)	Requires access, parking, safety and existing buildings at a limited cost with limited / minimal code and upgrade requirements	Insufficient market to support new construction. Immediate opportunity is to upgrade existing restaurants as well as to use existing buildings for additional food service.	There are 13± existing food service operations in the Downtown area (in addition to casino food service). Primary competition is from the local casinos, and surrounding highway chain restaurants and casinos	Potential to upgrade existing operations and, potentially, to add a limited number of additional food operations in tandem with the action items identified in the Market Segment matrix.	Depends on: <ul style="list-style-type: none"> <li>- Image and activity enhancements to the Downtown</li> <li>- Employment and immediate residential population trends and</li> <li>- Retention and/or expansion of the convention center in the Downtown</li> </ul>	Probably the primary commercial foundation for any Downtown implementation plan
<b>RETAIL</b> <ul style="list-style-type: none"> <li>▪ Drug store (—)</li> <li>▪ Book store (*)</li> <li>▪ Neighborhood grocery (—)</li> <li>▪ Card / gift shop (*)</li> <li>▪ Pet related (—)</li> <li>▪ Art (*)</li> <li>▪ Infant clothing (0)</li> <li>▪ Camera (*)</li> <li>▪ Hobby (*)</li> <li>▪ Reprographic / copy (—)</li> <li>▪ Women's ready-to-wear (—)</li> <li>▪ Linen (—)</li> <li>▪ Stationery (*)</li> </ul>	Additional retail activity, especially unique entrepreneurial shops, would be helpful to the Downtown activity. Street level design guidelines are important.	Limited local residential and employee market with substantial conventional suburban competition. Difficult to attract sub-regional population to the current environment on a regular basis. Ongoing opportunity for destination retail tenants, such as Staz's American Motorcycles, etc.	Opportunities for retail tenants in existing buildings, subject to rental rates / occupancy cost, tenant improvement costs, visibility, parking, etc.	Difficult to impossible to support new construction in the current market / rental rate structure. Rental rates and tenant improvements costs are key issues.	Substantial conventional suburban competition at strong suburban locations, including Boulder Highway, the Green Valley area, etc.	Limited opportunity except for unique, destination tenants seeking lower cost space.	Same as above.	Priority should be on creating a more desirable physical environment, expanding the employment and local residential population base and supporting existing businesses.



Uses	Potential Fit with Downtown Vision	Market Issues	Physical Issues	Financial Issues	Existing Competition	Short-Term (1-3 year Opportunity)	Longer-Term (4-10 year opportunity)	Comments
<b>SERVICE</b> <ul style="list-style-type: none"> <li>Day-care (—)</li> <li>Veterinarian (—)</li> </ul>	Good neighborhood services, but not a strong fit with the Downtown vision or “transparent” street frontage	Appears to be adequate based on the local population and employment base.	Opportunities in existing buildings, subject to rental rates / occupancy cost, tenant improvement costs, visibility, parking, etc.	Current market and economics will not support new construction. Rental rates and tenant improvements costs are key issues.	Substantial conventional suburban competition at strong suburban locations, including Boulder Highway, the Green Valley area, etc.	Limited	Same as above	Low priority
<b>OFFICE</b> <ul style="list-style-type: none"> <li>Single-tenant professional (legal, architecture, engineering...) (*)</li> <li>Multi-tenant (*)</li> </ul>	Important uses to support the employee market and visitor activity so long as the uses are concentrated in secondary locations on upper floors.	Several owners have expressed a desire to build additional medical / dental and multi-tenant office buildings along Lake Mead Drive. Depth of market demand unknown.	Any significant expansion would require new construction.	New construction would require rental rates substantially above the current local market i.e. \$17+ per SF net vs. \$8±)	Several existing buildings along Lake Mead Drive and along the primary road corridors.	Primarily limited to tenants needing to be in close proximity to the Downtown (i.e. government support, etc.) until the physical environment and restaurant base improves.	Same as above	Expanding the employment base is an important component of the potential market support for expanded restaurant and commercial activity. Additional employment will also increase street traffic and safety.
<b>LODGING</b> <ul style="list-style-type: none"> <li>Best Western (*)</li> <li>Water / Atlantic @ convention center (*)</li> </ul>	Lodging uses and visitors are an important potential component of the Downtown market, especially in tandem with the convention center. Street level design guidelines are important.	Appears to be adequate based on the local employment base. Immediate opportunities are tied to Lake Mead exposure and/or an expanded convention center.	Will require land for expansion and/or new construction. New construction will require 2± acres per 100± units.	Primary issues for expansion / new construction of limited service lodging will be a demand for 255 room nights per year per unit at rates of \$75+ per night.	Henderson Casinos (Sunset, Reserve, Green Valley) and chain hotels along the surrounding highway corridors.	Potential for renovation / expansion of the Best Western at Lake Mead and Water Street. New hotel opportunity tied to convention center expansion.	Expansion of the local employment base, convention center as well as the physical environment and the Downtown restaurant / commercial base.	Low priority except for potential Best Western renovation / expansion until the convention center strategy is established.
<b>RESIDENTIAL</b> <ul style="list-style-type: none"> <li>SF Renovation (*)</li> <li>New Townhouse (*)</li> <li>Elderly (—)</li> </ul>	Expanded and upgraded residential demand is an important component of the Downtown market.	Limited demand for housing substantially above current neighborhood prices in the low \$100’s. Limited physical environment or commercial amenities to support demand for higher priced units. Must also deal with resistance to investment risk by potential developers and residents.	Most of the current housing stock will continue to exist for a substantial time, therefore its appearance will need to be improved as much as possible.	The cost to replace existing housing stock would be extremely expensive, well above the market demand. I.e. with an estimated cost of \$180,000 for a 1,400 SF attached unit vs. a market in the low \$100’s for detached units.	Alternative housing in metropolitan Las Vegas area is plentiful and relatively affordable. Must create a desirable environment and/or niche market for attached Downtown housing to compete with alternative detached housing at near the same price.	Exterior façade / landscape enhancements to the existing residential neighborhoods. Potential limited opportunity for new construction targeted to niche markets (i.e. elderly and/or “affordable” housing).	Could stimulate private investment in renovation of existing housing as well as some limited market construction with an enhanced physical environment and commercial amenities.	Despite the desire to attract higher priced housing, the immediate focus should be on improving the appearance of the existing neighborhoods and niche construction opportunities.
<b>CIVIC</b> <ul style="list-style-type: none"> <li>Utility service center (*)</li> <li>Post office (retail component) (*)</li> </ul>	Important uses to support the employee market and visitor activity. Street level design guidelines are important.	Depends on the commitment by government agencies and utilities to fund and staff new facilities versus computer, telephone and alternative location opportunities.	Potential space and sites could be available.	The agencies and utilities would need to see the market demand to support such facilities.	Most agencies (including library, performing arts, etc.) and utilities have been developing larger, alternative facilities in the Green Valley area.	Depends on the Redevelopment Agencies ability to obtain facility and staffing commitments from the various agencies and utilities.	Same as short-term.	Opportunity primarily depends on Intergovernmental Agreements with other agencies.

Note: These Market Opportunities assume a typical Downtown market threshold of approximately 50,000 persons is necessary within the immediate area in order to support a variety of restaurant/retail uses.



## IV. SUMMARY OF INITIAL OBSERVATIONS

### A. INTRODUCTION

This Summary of Initial Observations is based upon meetings with staff, property owners, businesses, and civic leaders, and combined with the Inventory of Existing Uses and Market Profile Summary serves as the basis for the overall Downtown Investment Strategy.

### B. BACKGROUND

Long on plans, short on tactics – Downtown Henderson is at a key crossroads in its evolution. While the greater Henderson and Las Vegas economy explodes, Downtown Henderson appears languishing in a time warp with little evidence of new private investment. Property owners, businesses, civic leaders and City staff all appear to be fatigued by a recent legacy of plans and promises with few results. A general “development malaise” results from this fatigue, compounding the fundamental project economics, market and political challenges associated with advancing development in any Downtown.



Figure 31—Water Street businesses.

Based on initial impressions, Downtown Henderson should be and can be salvaged. Downtown could become a unique mixed-use community asset for the City at-large – a center of community events, one-of-a-kind businesses and activities that position Henderson as a unique destination for investors, consumers and residents.

In order to become a community asset, *Downtown needs to develop a consistent vision—grounded in reality—and stick with it.* The recommended Downtown Investment Strategy is built upon a new approach, a new set of tools and a new attitude to advance Downtown development. The Strategy is structured as a two-tier plan that includes recommendations for incremental stability and growth (i.e. working with what’s already there) and identifying new project opportunities for the future. Key components of this plan include:

- A clear Downtown Vision
- A Downtown Framework identifying key nodes of activity, connections and development sites
- Design options to strengthen Downtown’s identity and sense of place
- Regulatory solutions to help create an environment that attracts new investment
- Economic development strategies to attract a desirable and marketable mix of businesses and investment



- Organizational approaches to forge a new and enduring public/private partnership that will guide the long term improvement of Downtown

## C. INITIAL OBSERVATIONS

### MARKET OPPORTUNITIES ARE CONSTRAINED

#### Demographics

At first glance, Henderson's demographics seem to be ideal for supporting new development and redevelopment. Not only has the City experienced tremendous growth, more than doubling in size in the last ten years, but also it has an enviable citywide estimated median household income of \$63,436 for the year 2000. (Claritas, Inc., 2001)

Demographics in the vicinity of Downtown, however, tell a much different story. Within the Downtown area, median household income varies dramatically between block groups and drops to \$27,288 just southwest of Water Street. A demographic divide occurs between the boundary of Henderson's original town site and new development in the immediate vicinity. Average incomes roughly double over fence posts, creating a significant contrast in markets and resulting opportunities. This income divergence suggests that solutions to Downtown development will be complex and multi-dimensional to respond to a very unconventional market context.

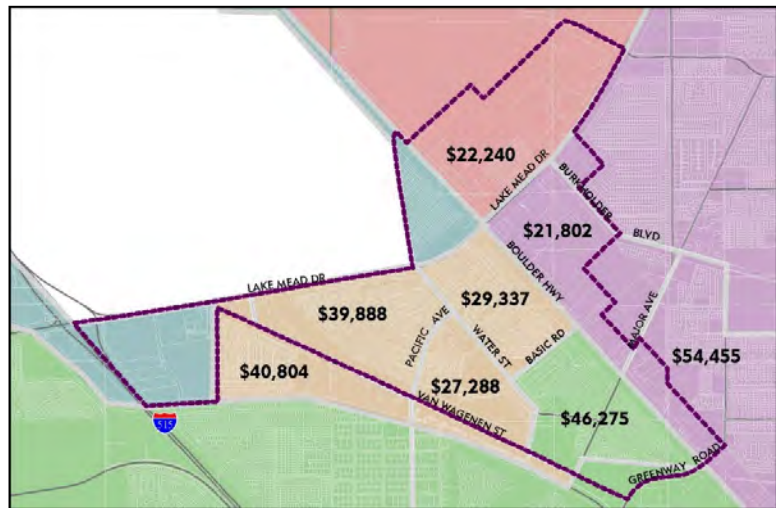


Figure 32—Year 2000 Median Household Income by Census Block Group within Downtown Redevelopment Area (Estimate). Source: Claritas, Inc., 2001.

#### Image

Downtown's image today does little to encourage either people or businesses to come to Downtown. Vacant storefronts, dated buildings, and some buildings in a state of disrepair create a bleak, uninviting appearance. In addition, many of the existing uses are inappropriate for a small Downtown setting, such as the auto-oriented motels, bail bonds, and a telephone switching station. Combined, these factors create a difficult environment for encouraging investment despite the area's low crime rates.

#### Edge location

Being located on the southeast fringe of the Las Vegas Metropolitan Area is both a blessing and a challenge for Henderson—a blessing because of its proximity to the millions of people that are drawn to the sights and sounds of Las Vegas year round—a challenge because it must struggle to compete for the attentions of the same people. Downtown also struggles with the many disparate markets present within Henderson itself. New areas of the





City, such as Green Valley and Anthem area with their large new grocery stores and chain stores provide for every need of their many residents, leaving little if any reason for them to ever venture as far as Downtown. Downtown remains physically and emotionally detached from most of its residents.

### **Eclectic mix of existing uses**

Existing uses in Downtown range from bail bonds to coffee houses to jewelers to City offices. Although variety can be positive in a Downtown setting, the existing mix results in many people coming to Downtown with a single destination in mind, such as a job, a court case, or the public library and upon reaching that destination and accomplishing what they needed to, they leave. Supporting uses, like full-service restaurants, a drug store, retail shops, or a grocery store for employees, visitors, and neighborhood residents are currently lacking Downtown—forcing people to seek them out elsewhere.



*Figure 33—Eclectic mix of Water Street uses.*

### **Public buildings lack the urban elements needed in a downtown setting**

The City has made some very positive steps towards breathing new life into Downtown by locating City Hall, the Public Library, the Convention Center, and the Justice Center on Water Street. However, these public buildings were built with very suburban characteristics not supportive of a Downtown environment. Blank walls face the street edge in most cases and parking creates a physical barrier between building entrances and Water Street giving them a detached image. The primary outdoor public plaza area is isolated, seldom used and not visible from the street. In the case of the Justice Center, a tall chain link fence topped with razor wire further adds to the detachment.



*Figure 34—City Hall parking on Water Street.*

### **Las Vegas is an anomaly, not reality**

The Las Vegas metropolitan area has been the fastest growing American urban market in the 1990s. A resulting symptom of phenomenal growth is a realignment of expectations – big projects and rapid change become the norm. We feel that the past ten years of Henderson's growth has preconditioned the community to expect a scale of development that is not practical in Downtown. Downtown lacks many of the market fundamentals that have led to the growth of other areas, including constraints on its market, location and infrastructure. Downtown Henderson's future should be charted on the merits of its own opportunities, as opposed to being measured against the boomtown pace of Las Vegas and Henderson projects west of U.S. 95 during the past decade.



## HENDERSON HAS HAD A BAD SELF-IMAGE

### Denial of heritage—schizophrenia

Born as a company town for workers in the Basic Magnesium Plant during World War II, Henderson's heritage is rooted in industry. However, many of today's residents and business owners seem to prefer to forget its industrial roots and start anew, claiming Downtown to be, on one hand "quaint," but on the other, enthusiastically want to "tear it all down and replace it with new buildings." Newer residents, often located in neighborhoods miles from Downtown, are uninterested or, in many cases, completely unaware of the City's heritage or Downtown.

In determining development strategies for communities throughout the nation, the vast majority have looked to their past for community values and a sense of connection to the past – qualities that make a community different and distinctive. As outsiders, we find great value in Henderson's past. Its industrial heritage and war-time planning influences are extremely unusual, particularly in an urban area that has seen 90% of its development occur since 1950.

## PRIOR FOCUS ON NUMEROUS DISPARATE PROJECTS

### Land assemblage

As recommended by the 1998 Master Plan for Water Street the City has purchased a great deal of property in recent years in effort to assemble larger parcels for future redevelopment, both along Water Street and in the surrounding neighborhood. These efforts have been focused on the desire for future redevelopment projects; however, the City has yet to see any redevelopment. Without specific projects, these purchases have been speculative in nature and may have distorted the Downtown marketplace. On the other hand, in some instances, where the locations of assemblages overlap with high priority projects identified in this Investment Strategy, City or Redevelopment Agency control will ultimately be an asset; allowing close control over future projects and uses in key areas of Downtown.



Figure 35—City and Agency owned parcels in Downtown.



Figure 36—Public plaza near Convention Center.

## CAPITAL AND EVENT INVESTMENT BY THE PUBLIC SECTOR

A great deal of public investment has been made in Downtown, through capital improvements, such as



streetscape improvements and the utility project, the concentration and expansion of City Hall, County judicial center and other major public buildings, and in City sponsored events, such as the weekly Farmer's Market. While these investments demonstrate a clear civic commitment to Downtown, they have not been matched by private investment, nor has there been an apparent written policy to utilize public investment as a way to leverage new private investment.

## PERCEIVED LACK OF SUPPORT FOR EXISTING SMALL BUSINESSES

### Code, banner and sign enforcement

Although pursued with good intentions, enforcement of Downtown codes has gone too far on a few occasions. Regulations such as development codes and design standards are very important in a Downtown environment where common design elements and themes help create a unified appearance and image and facilitate marketing. However, a reasonable amount of flexibility needs to be present to encourage private creativity and investment by businesses on their signage and other street-oriented improvements, rather than discouraging them.



*Figure 37—Code requirements dictated that the business sign that had been painted on this wall had to be removed.*

### Limited incentives or investment in existing businesses

A great deal of investment has been made in Downtown. However, much of this investment has been focused around attracting larger, big-name restaurants and retailers, with little attention placed upon supporting existing small businesses that would like to remain in Downtown.

Despite past thinking that “new is better,” Downtown is beginning to experience a shift in this attitude. For example, a façade improvement program has been implemented to help smaller businesses make cosmetic improvements to their storefronts. This type of program will not only benefit individual businesses, but will help improve the overall appearance of Downtown.

Similar experiences in markets throughout the nation indicate that a number of small, healthy and unique businesses are often the investment “fertilizer” that “primes the pump,” attracting larger development projects. Many communities have been successful in creating small business support systems that nurture, incubate and attract viable small businesses.

## LACK OF PRIVATE SECTOR LEADERSHIP

### Fledgling merchant's association, lack of players

The City has taken an active, aggressive interest in the future of Downtown. Unfortunately, this interest has not been matched by the private sector. This is beginning to change, however, with new efforts being taken to gain interest and support, most recently through the formation of the Downtown Henderson Business Association (DHBA). Ongoing private sector



participation is critical and must continue to grow in order to create a truly successful Downtown.

## POSITIVES PERCEIVED AS NEGATIVES

### Existing downtown businesses

Some of Downtown's more successful businesses have a perceived negative image by some or a sense that they do not have the horsepower to drive Downtown development efforts. Collectively, a number of viable, interesting and unique small businesses can become part of a more interesting destination. A local example is Boulder City, which has become a destination that radiates energy and lifeblood from its many successful and one-of-a-kind independent enterprises.



Figure 38—Coffee shop on Water Street.

## LENGTH OF WATER STREET

### Disjointed nodes of activity

Water Street is a lengthy street for a Downtown setting. Its nearly one-mile length and the occasional harsh realities of the desert climate make it unlikely that it can sustain healthy retail along the entire spine. Distinct activity nodes do exist, anchored by the municipal buildings at the south end, the Casinos at the midpoint and hospital and more highway-oriented commercial uses near Lake Mead Drive at the north. Today, different areas of the street tend to function as independent entities, and pedestrians seldom stroll from one end to the other or even from block to block.



Figure 39—Casinos add little activity to Water Street.

## RELEVANCY OF DOWNTOWN TO CITY

### No connection to community or adjacent neighborhoods

Water Street and Downtown are surrounded by residential neighborhoods, yet have very little connection to them or the surrounding community. Without uses to draw in residents from either the immediate neighborhoods or from outlying areas such as Green Valley and Lake Las Vegas, Downtown functions as an independent island within Greater Henderson.



## POPULATION

Housing in and surrounding Downtown consists primarily of low-density, single-family homes. This lack of density translates into a limit on immediate opportunities for the development of new retail and commercial uses in Downtown. A critical mass of higher density housing would help support Downtown businesses and encourage future development.

## INCOME

Although a mix of incomes is present within a close proximity of Downtown, income groups are highly segregated, with lower income groups concentrated in the immediate Downtown vicinity. A range of housing types would diversify the Downtown demographic.

## **D. OBSERVATIONS AT MID-COURSE**

Based upon our review of past studies and plans, interviews with property owners, businesses and City staff, and site reconnaissance visits in Downtown Henderson and its vicinity, the Clarion team has arrived at the following conclusions that will guide our subsequent work.

### **DEVELOP A CONSISTENT VISION—GROUNDED IN REALITY—AND STICK WITH IT**

The Downtown Vision must balance the realities of the marketplace with the aspirations of the community. To endure, the Vision must have “ownership” and buy-in from many segments of the community. We will seek additional community participation in the development of a Downtown investment strategy. Our goal is to develop a market-based vision for Downtown that can be the basis for development efforts for many years to come, providing the consistency and direction that have been lacking in past efforts.

### **WORK WITH WHAT WE’VE GOT**

Our team philosophy is based upon an organic and incremental development approach. “Organic” refers to the existing strengths of a community – it is much easier and, in the long run, more effective to build upon what exists as opposed to recreating a completely new environment. This report identifies the existing building blocks of Henderson that can be strengthened to provide the basis for new development.

### **ACCEPT AND EMBRACE THE PAST**

Our team finds value in Henderson’s heritage and past. The town’s roots in heavy industry and a wartime heritage are unique, offering a sense of maturity within the booming adolescence of the southern Nevada desert. We have found ways to capitalize on Henderson’s roots in a way that enriches the present and respects the sophistication of a modern, growing community.

### **DEVELOPMENT MUST BE USER-DRIVEN**

Real estate improvement and development is driven by demand, not supply. Downtown Henderson is a challenging niche market that demands a high level of innovation in order to create the sparks that will lead to heat. We have identified potential short and long-term users for to fit Downtown Henderson’s market opportunities.



## CREATE AN ENVIRONMENT TO ATTRACT INVESTMENT

Our process will lead to creating an environment that will attract investment to Downtown Henderson. Our initial impression is that Henderson has recently pursued a “lottery” approach to attracting new development – hoping that a large “silver bullet” project will somehow trigger revitalization. Our experience suggests that success stems from a number of small, incremental improvements that collectively create a vibrant business district. The approach is one of many singles, as opposed to swinging for the home run. The collective vitality of these small pieces then set the stage for attracting larger, more significant investment. Henderson has a choice – it can continue to play the lottery, or it can work to constructively change the odds.

### E. MOVING FORWARD: NEXT STEPS

The Downtown Investment Strategy is structured as a two-tier action plan that includes both incremental and project-oriented steps. Incremental steps to build upon Downtown’s existing strengths and set the stage for new development and project-oriented steps that identify site - specific projects that can be sustained by projected market growth and improvements within the next 5 to 10 years. The overall Investment Strategy focuses on three steps:

#### DOWNTOWN VISION

The Downtown Vision serves as a visual guide to future development that consists of the following components:

##### **Activity nodes and Water Street “sub-areas”**

Character-defining landmarks or anchors within Downtown establish nodes of activity. These nodes are focused along Water Street as well as along key cross streets, beginning to create a more balanced “depth” to Downtown that extends beyond Water Street. They serve as the basis for specific Project Strategies.

##### **Vehicular and pedestrian connections**

Establish a strong visual and physical connection between Water Street and the surrounding neighborhood, including reinforcing existing commercial uses that extend into the surrounding neighborhood to add depth to the Downtown core.

##### **Gateways**

Establish strong visual gateways to Water Street from Lake Mead Drive and Boulder Highway to draw people into Downtown. This has been an ongoing goal for the City, and a site has been targeted near the intersection of Lake Mead and Water Street, but opportunities along Boulder Highway should also be explored—particularly at Pacific Avenue and Basic Road.

##### **Streetscape**

Ensure that the Downtown streetscape looks and feels safe and inviting, encouraging pedestrian activity and an active Downtown environment.

##### **Architecture**

Ensure that new development, whether public or private, is designed with architectural characteristics that support the Downtown vision’s Moderne design theme and helps create a



more urban, pedestrian scale, with buildings brought to the sidewalk edge and oriented towards the street.

## **ORGANIZATIONAL STRATEGIES**

The Organizational Strategies focus on short to long-term strategies with an overall Downtown perspective in mind:

### **Regulatory**

The Organizational Strategies suggest appropriate areas and reasonable levels of flexibility within existing codes and standards to help encourage redevelopment and positive improvements to existing businesses.

### **Organizational**

The Strategies look at the roles, responsibilities and overall capacity for public and private agencies to sustain the improvement and management of Downtown. Their focus is on encouraging a more balanced public/private approach to Downtown, maximizing the energy and leverage from limited resources.

### **Retention**

Provide the backing and support needed to retain existing small businesses.

### **Expansion**

Provide support and incentives for the expansion of existing businesses in Downtown.

### **Incubation**

Explore opportunities for creating new one-of-a-kind local independent businesses that can strengthen Downtown's overall experience and mix.

### **Recruitment**

Create an environment that encourages and provides incentives for businesses interested in relocating to Downtown.

## **PROJECT STRATEGIES**

The project strategy recommendations focus on short-to long-term strategies for specific "nodes" of Downtown:

### **Established areas of strength**

Build upon established areas of strength, such as successful businesses, large employers, and others to further enhance the Downtown environment.

### **Development opportunity sites**

Identify potential development opportunity sites within activity nodes and "sub-areas" to focus initial efforts.



## IV. DOWNTOWN VISION

Downtown Henderson, a collection of civic, medical, retail, and restaurant uses, employment, housing, and gathering spaces that creates an environment of “Messy Vitality.” These components will help establish downtown as a place people choose to go...a place to be engaged on many different levels...all the senses are stimulated - touch, sight, sound, smell, and taste. The presence and interaction of people is a strong attraction in itself. We imagine Downtown to be a vibrant place of activity and beauty, the kind of place that people will want to return to again and again.

## HOW WILL THIS VISION BE REALIZED?

### THE REALIZATION OF THIS VISION STEMS FROM THE FOLLOWING COMPONENTS...

1. **Historical Context**—A clear “Moderne” design theme that builds on Henderson’s heritage to create a sense of place will serve as a unifying visual theme for downtown; taking its inspiration from the classic structural order of the 1940s industrial aesthetic, with its emphasis on horizontal lines, clean, smooth surfaces, curvaceous corners, and symmetrical facades.



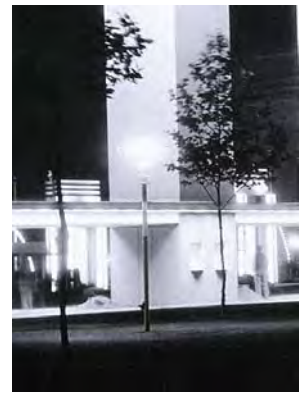




**2. Sidewalk Experience**—The sidewalk experience is key here. Create attractive walkways that are wide enough to feel safe, are attractive, provide shade, and possibly misters for cooling and street-side interest—including sidewalk café opportunities.



**3. Lighting**—There should be lighting, direct and indirect, to light the walkways and highlight the storefronts and building facades.



**4. Street Furniture**—Street furniture will reinforce the image of Downtown and create opportunities to use the street edge.

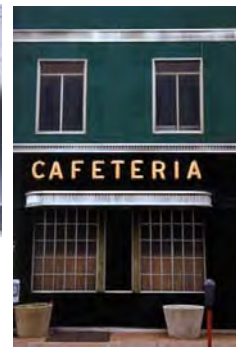




**5. Street Trees**—Strategically placed street trees should be used to enhance the nodes that are being formed along the street. Trees will also create comfortable, cool oases that help bridge the districts.



**6. Building Facades**—Varied designs of the building facades along the street edge will create diverse and customized storefronts- especially the first floor facades where transparent windows will help reinforce street level interest.



**7. Signage**—Create distinctive, attractive signage that conveys the story and evolving image of the Downtown. Directional signage will help the visitors navigate their Downtown experience.



**8. Rooflines**—Roofscape or lines in the silhouette of the buildings should be varied when possible.... this could be accomplished by placing taller building elements on the corners or intersections of streets.





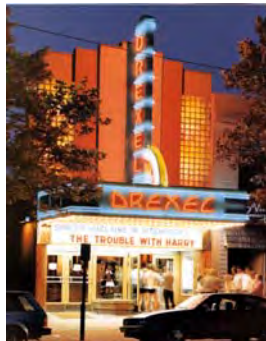
**9. Nodes of Activity**—Distinctive gateways and buildings that enclose or frame the corners of important intersections should be used to help create nodes of activity.

**10. Mixed-Use Development**—Downtown residential uses to create round the clock activity- including hotels, residences over retail live/work space, multifamily and adjacent single-family neighborhoods.



**11. Gateways**—A distinctive entry or gateway to the Downtown is as important as the downtown itself.

**12. Street Vitality**—Create street vitality by requiring activity along the sidewalk such as outdoor dining, attractive storefront windows, interesting architectural elements and style.





## VI. ORGANIZATIONAL STRATEGIES

Organizational strategies are a series of concurrent initiatives and tools that will help advance the Downtown Henderson Investment Strategy and improve the Downtown business district. These strategies are intended to address the detailed steps needed to create an overall quality experience for Downtown Henderson – clean, safe and with a mix of shops and services relevant to its markets. To attract both investor and consumer markets, Downtown strategies are intended to:

- Promote market opportunities to retain and attract businesses and investment
- Identify real estate that matches the business and/or investment opportunity
- Maintain a user-friendly regulatory environment that is clear to understand and easy to navigate
- Develop an attractive and functional physical environment that accommodates consumers and tenants
- Market a professionally managed Downtown with a progressive business image.

Recommendations are provided in six interdependent categories: Business Development (Retention/Expansion/Attraction Strategies), Parking/Transportation/Signage, Regulatory Climate, Marketing, Promotions & Events, Housing, and Public/Private Partnerships. A Downtown strategies summary table provides recommended sequencing, resources and responsibility centers for each action.

### **A. BUSINESS DEVELOPMENT**

The creation of services to support and attract new businesses is recommended for Downtown Henderson to position the Downtown as an “incubator without walls.” Business support services are designed to help retain, grow, incubate and attract businesses and investment to Downtown. Key elements of a viable business support program include:

#### **CREATE AND MAINTAIN A BUSINESS AND PROPERTY DATABASE**

The City of Henderson currently has a business license database, and the Redevelopment Agency maintains data on property ownership. These databases should be combined and maintained to monitor the pulse of the Downtown market and help direct business prospects to specific property owners and real estate brokers.

#### **PACKAGE AND DISTRIBUTE SELECTED MARKET INFORMATION**

Utilizing the Market Profile from the Downtown Investment Strategy, and working in tandem with the Chamber and the new Downtown business association, the City Agency and Economic Development Division can package and distribute market information for new business and investment prospects. These groups can also track changes in the market and update their market information over time.



## BUSINESS COUNSELING

The Henderson Business Resource Center, on Water Street, offers a resource for assisting new businesses that are interested in locating Downtown. Small business counseling services and skill enrichment workshops, including business planning, financial forecasting and merchandising, are available from the Business Resource Center. In addition to providing services for tenants within the Resource Center building, counseling should also be provided for any business that wishes to grow, start, or relocate to Downtown.

The Business Resource Center supports efforts by the Community College of Southern Nevada to locate its Nevada Small Business Development Center (SBDC) in Downtown. The SBDC will strengthen Downtown as a destination for entrepreneurial energy.

## FINANCIAL TOOLS AND INCENTIVES

The Downtown Investment Strategy supports the financial tools and incentives that are currently being developed by the City of Henderson Redevelopment Agency. These tools include:

- The new Façade Improvement Program that provides loans of up to \$30,000 for renovations to storefronts.
- The Revolving Loan Fund provides capital for business expansion, start-up and working capital.
- The proposed Capital Acquisition Program that will offer financing for real estate that is being purchased by owner-occupying businesses.

Together, these financial tools offer great promise for helping encourage new and innovative business concepts to locate in Downtown Henderson. A Downtown community development corporation (CDC) is also proposed to encourage conventional lenders to participate in these programs and allow them to grow over time (see “Public/Private Partnerships”).

## CREATE AND MONITOR BENCHMARKS

To monitor and track progress in efforts to improve Downtown, the City should establish a series of Downtown data collection fields, including, but not limited to:

- Sales tax within Downtown and by retail categories;
- Number of Downtown employees;
- Lease rates and terms;
- Total and leased square footages;
- Business licenses;
- Business mix; and
- Map of Downtown businesses.



## **ADOPT A PUBLIC FACILITY PREFERENCE POLICY FOR DOWNTOWN**

City Hall, the justice center, the convention center and library create a vital civic destination for Downtown and are the foundation for centralizing vital local government functions. We recommend that the City of Henderson adopt a “public facility preference policy” that would identify Downtown as the preferred location for the expansion and/or relocation of civic facilities (i.e. cultural arts center, expanded library, etc.).

## **B. PARKING, TRANSPORTATION AND SIGNAGE**

Parking, transportation and signage improvements are recommended to strengthen the atmosphere for attracting new investment.

### **GATEWAYS, WAYFINDING AND DIRECTIONAL SIGNAGE**

Gateways, wayfinding and directional signage to and within Downtown need to be updated, standardized and designed in a method that is consistent with the Downtown vision. Signage and gateways should take advantage of the heavy traffic flows along Lake Mead and the Boulder Highway and clearly mark entries into the Downtown. Within Downtown, the signage system should direct cars to key destinations and parking. Gateways into the sub-areas of Downtown should be considered. Where the focus of land uses change, so may the treatment of the public investment in street crossings, pedestrian lighting, planting and paving design. These subtle changes help to break down the length and add further interest to the Water Street experience.

### **PEDESTRIAN ENHANCEMENTS**

The street character can be an important ingredient in attracting residents and visitors to the Downtown. Improvements could include decorative paving at the intersections, street furniture and plantings. “Neck downs” to lessen the distance the pedestrian must travel to cross Water Street should be considered. Buildings that provide architectural detail would reinforce pedestrian activity with awnings, storefront windows and signage. Pedestrian scaled lighting should be added to encourage nighttime use.

### **PARKING SIGNAGE**

There are several off-street City parking lots throughout Downtown, but signage is inadequate and confusing. The preceding gateway, wayfinding and directional signage program should help identify off-street parking opportunities.

### **EMPLOYEE PARKING OPTIONS**

Storeowners and employees often park in on-street 2-hour zones, depleting the most readily available source of parking for consumers. To encourage owner and employee use of off-street parking lots, spaces can be reserved for employees in public lots and regulations in 2-hour zones should be more rigorously enforced. A minimal monthly fee can pay the administrative costs for managing a parking program, or it could be supported through a future improvement district.

### **FUTURE EXPANSION OF PARKING SUPPLY**

We find short-term potential in expanding the supply through better parking management, including the signage and employee parking options discussed above. For future expansion of the parking supply, a parking district should be considered. A parking district could retain



Downtown revenue from property assessments and/or future metered parking to help acquire additional land and/or construct and maintain parking structures. The potential for a parking district should be evaluated as part of a Downtown Parking Plan in 3 to 5 years.

## **C. REGULATORY CLIMATE**

A key ingredient to attract investment to a business district is the local government's regulatory climate. Key considerations are timeliness, reliability and consistency.

### **BUILDING SIGNAGE STANDARDS**

In the community outreach process of the Downtown Investment Strategy, several business and property owners communicated concerns with City treatment of business signage. Concern was expressed with aggressive enforcement of signage regulations that were not clearly communicated to business owners. Given the relatively uniform and subdued architectural style in Downtown, distinctive signage could improve the overall visual quality and add to Downtown's overall vitality. Combating signage "clutter" along Lake Mead would also help create a more attractive gateway into Downtown. We suggest an approach with an emphasis on carrots, as opposed to sticks, including:

- Clear guidelines for signage that are consistent with Downtown's overall vision;
- Allowance for signs that are distinctive and eye-catching, consistent with Downtown's vision;
- An incentive program, perhaps in tandem with the façade program, to finance signage improvements that are consistent with signage design standards.

### **ZONING FLEXIBILITY**

Downtown zoning should encourage a variety of mixed-uses. Zoning should be as flexible as possible to accommodate changes in the Downtown marketplace. As the Downtown market improves, ground floor retail space will become more valuable and more active uses will be attracted to it. In anticipation of more activity, transparency of buildings at the ground level (i.e. visible windows and spaces) should be encouraged. The continuity of retail uses will be important. Less active uses could be accommodated in upper floors and off Water Street. Incentives in the land use regulations could be considered to induce landowners to include housing in mixed-use Downtown buildings. To reduce on-site parking requirements to accommodate desirable uses, a cash-in-lieu of parking program should be evaluated.

### **SIDEWALK SEATING**

While the desert climate is often forbidding, a majority of days and nights throughout the year are appropriate for outdoor activities. Sidewalk seating should be encouraged to help activate the street and add valuable square footage for businesses that add an active dimension to Downtown, including restaurants, galleries and specialty retail. Sidewalk use should also be encouraged as an eligible expense (i.e. furniture, misters) within the City's revolving loan fund. Code revisions are needed to encourage Downtown sidewalk seating.



## DESIGN GUIDELINES

Enforceable design guidelines can help attract investment into a commercial district by offering the investor a higher degree of certainty that the small town scale, with its one- and two-story structures, and the architectural integrity of the business district will be protected. We support the City's current effort to create enforceable design guidelines for Downtown. Final design guidelines should be consistent with the overall Downtown vision.

Design standards can be useful to attract uses that may bring activity to the street. For instance, through the requirement of storefront windows on the first floor of facades, pedestrians are encouraged to browse along the street. Other important standards include limiting future construction of building widths or bays to maintain the existing scale of the street. Locating future building fronts at the sidewalk edge and orienting building entrances to the street all support pedestrian interest and urban vitality.

## D. MARKETING, PROMOTIONS & EVENTS

A series of grassroots marketing initiatives are recommended to deliver information about Downtown businesses and activities directly to Downtown's primary market – the residents of Henderson.

### DOWNTOWN MAP AND DIRECTORY

A simple, yet attractive and easy-to-use map, directory and parking locator should be developed for Downtown and distributed through a variety of mediums, including stores, information kiosks and locally-based marketing channels discussed below. Advertising could be sold in the directory to help raise revenue to increase printing and distribution.

### CROSS-MARKETING OPPORTUNITIES WITHIN DOWNTOWN

The Downtown Henderson Business Association is currently investigating methods for encouraging complementary businesses to capitalize on cross-marketing opportunities. Cross-marketing, which encourages clusters of businesses to share marketing strategies (including operating hours) and promotional costs, helps build a greater sense of destination and is a cost-effective way to leverage limited promotional dollars. This effort should be encouraged.

### LOCALLY BASED MARKETING CHANNELS

There are several existing mediums that can be utilized to promote Downtown to Henderson residents. Suggestions include:

- Local access cable Channel 4
- Direct mail to local zip codes
- Development of a Downtown website or web page as part of the City's website
- Media relations targeted to local television and newspapers
- Flyers and information distributed through Henderson public schools





## ANNUAL WATER BILL SURVEY

In order to monitor changing opinions and attitudes about Downtown, an annual community attitude survey could be included in water bills. The survey could be used to gain a variety of information from consumers and indicate if changes in Downtown are affecting perceptions.

## CAPITALIZE ON SPECIAL EVENTS

Downtown Henderson has emerged as a successful venue for a variety of special events that are convened throughout the year. Current special events include:

Event	Sponsor	Frequency
Farmer's Market	Henderson Redevelopment	Weekly
Heritage Days	Chamber of Commerce	April
Beach Party (new)	Henderson Redevelopment	May
ArtFest	Henderson Parks & Recreation	May
BikeFest/Motorcycle Poker Run (new)	Private Sector/Henderson Redevelopment	September
Super Run/Classic Cars	Henderson Redevelopment	October
Holiday Hoe Down (new)	Henderson Redevelopment & Parks	December
SCORE Off-Road Event	Private/RDA	July

While these events have proven to be successful in attracting consumers and favorable publicity to Downtown, we find that they are heavily reliant on City funding and lack an overall sponsorship and targeting strategy. We suggest two steps for increasing both the effectiveness and cost-efficiency of special events.

First, special events should be evaluated on their compatibility with Downtown's overall vision. We find the following events to be generally compatible or incompatible with the recommended vision for Downtown:

Compatible with Vision		Incompatible with Vision
Farmer's Market <1>	Heritage Days <5>	Holiday Hoe Down <7>
ArtFest <2>	Beach Party <6>	
BikeFest <3>		
Super Run <4>		

Notes:

- <1> Weekly Farmer's Market, strong attendance.
- <2> Juried art show, upscale demographics, budding tradition, great event.
- <3> BikeFest builds on strengths, private sector initiated.
- <4> Classic cars consistent with moderne period, broad appeal.
- <5> Heritage Days has become too broad, diluted. Recommend return to Industrial Days, focus on local history and Downtown area.
- <6> Creative concept, expensive event, needs private sponsorship.
- <7> Old west/rodeo theme not consistent with moderne period.

Secondly, to capitalize on potential for Downtown to serve as an active events venue, we recommend that Henderson consider coordinating and managing all Downtown events through



an events management corporation. This concept is discussed in the “public/private partnership” section.

## **E. HOUSING SUPPORT**

### **EXPAND CDBG HOUSING REHAB PROGRAM**

The City of Henderson currently manages a housing rehabilitation program that offers below-market home improvement loans. This program should be heavily marketed in the Downtown redevelopment area to help property owners improve residential properties. CDBG funds could also be applied to capital improvements, such as undergrounding utilities and paving alleys, that will help support future housing and neighborhood development.

### **DOWNTOWN RESIDENT PREFERENCE POLICY**

For new owner-occupied housing that is developed within the redevelopment area, a transition to home ownership program should be considered to encourage Downtown renters to transition to home ownership opportunities.

### **ZONING INCENTIVES**

Incentives in land use regulations, such as density bonuses or parking credits, could be considered to induce developers and property owners to include housing in mixed-use buildings.

## **F. PUBLIC/PRIVATE PARTNERSHIPS**

The long-term revitalization and improvement of Downtown will require an enduring public/private partnership that leverages limited resources from both the City and the Downtown business community. Within the past six months, a new Downtown business association has emerged within Henderson. The association has been nurtured by and is largely dependent upon City staff and assistance. A key to the successful evolution of the business association will be active volunteer and financial participation by Downtown businesses.

The following steps are suggested for nurturing and creating a public/private approach that will direct Downtown’s marketing and management functions.

### **SEED THE NEW DOWNTOWN BUSINESS ASSOCIATION**

The City’s Redevelopment Agency has allocated \$10,000 to be used by the business association for marketing and promotions. We urge the City to increase its annual contribution as “seed money” in the association. An additional contribution will allow the business association to hire its own part-time staff and initiate independent operations. The suggested City contribution would be contingent upon Downtown businesses investing in Downtown improvement programs, including a proposed business license fee and direct participation in marketing and promotions.

Suggested support levels for years 2002 through 2004:

<b>Year</b>	<b>Suggested Redevelopment Support</b>	<b>Suggested Private Sector Match</b>
2002	\$25,000	\$10,000
2003	\$25,000	\$15,000
2004	\$25,000	\$ 20,000



## CONSIDER AN EVENTS MANAGEMENT CORPORATION

To create cost-efficiencies and better leverage marketing and sponsorship opportunities, an events management corporation is recommended for Downtown Henderson. An events management corporation can provide the following advantages:

- Grow events toward financial self-sufficiency by expanding sponsorship development opportunities through an annual events calendar, distributing one consolidated sponsorship solicitation package and recruiting regional and national sponsors;
- Create one centralized events management infrastructure, including one board of directors, one accounting system, one insurance policy, etc.;
- Support a full-time professional staff to manage, build and create events and volunteer involvement; and
- Coordinate and leverage marketing and media relations efforts to provide reliable public information and integrate events into other Downtown improvement efforts.

In addition to benefiting Downtown events, an events management corporation could add strength to Downtown's evolving public/private partnership structure by generating additional program revenue and bringing new energy into the overall leadership of Downtown.

The first step to investigate the potential for an events management corporation would be the creation of a "Downtown events council" with representatives from all public and private entities that currently sponsor special events in the Downtown (i.e. the City, Chamber, Downtown merchants, etc.). The "Downtown events council" should begin by identifying common goals and objectives for Downtown events and then explore opportunities to merge resources, including marketing, sponsorships and volunteers.

## CONSIDER A FUTURE BUSINESS IMPROVEMENT DISTRICT (3-5 YEARS)

An improvement district creates a localized tax or assessment on property to finance maintenance, marketing and management improvements for a business district. An improvement district is premature for Downtown Henderson today—they work best in business districts that have benefited from a tradition of private sector marketing and organization. However, the improvement district is perhaps the best mechanism for ensuring that marketing and management efforts are sustained into the future. The concept should be reevaluated within a 3 to 5 year time frame as new businesses enter Downtown and the area improves.

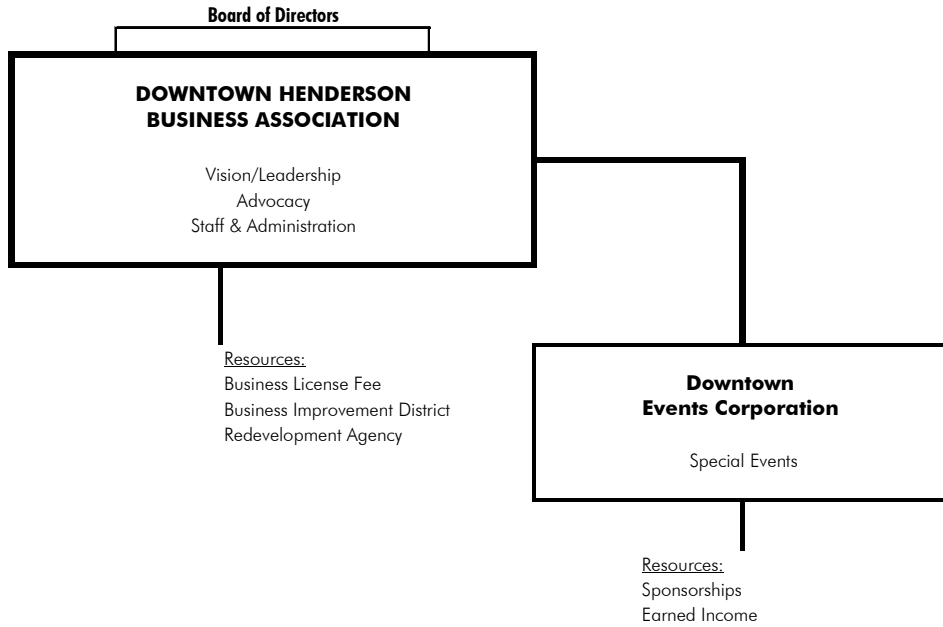
## CONNECT THE PARTS THROUGH A DOWNTOWN HOLDING COMPANY (18-36 MONTHS)

The preceding recommendations outline a Downtown management structure that, within a 5 to 10 year time period, would eventually include 3 distinct parts, including:

- A Downtown business association to support advocacy and marketing;
- An events management corporation to professionally produce special events;
- A business improvement district to provide funding for Downtown management, marketing and maintenance activities.



These parts are intended to be connected through a holding company structure, which maintains a unified voice for Downtown and creates cost-efficiencies with one staff serving all groups. An organizational chart for the suggested holding company follows:





## SEQUENCING—ACTIONS PROPOSED FOR THE NEXT 12 MONTHS:

Activity	Tasks (Responsibility Center)	Est. Cost <1>
<b>Business Development</b>		
A. Public Facility Preference Policy	Adopt City policy to locate future public facilities in Downtown. (City Council)	None
B. Business and Property Owner Database	Merge business license and property databases for Downtown. (City)	\$
C. Business Counseling Options	Explore options for expanding scope of Business Resource Center and attracting SBDC to Downtown. (City, Chamber, BRC, Nevada Microenterprise Initiative, NMI)	\$ to \$\$
D. Financial Tools & Incentives	Promote façade program and create revolving loan and capital acquisition funds. (City)	\$\$\$\$
<b>Parking, Transportation &amp; Signage</b>		
A. Gateways, Wayfinding & Signage	Authorize design of new gateway, way finding and signage. (City)	\$\$
<b>Regulatory Climate</b>		
A. Building Signage Standards	Adopt new signage standards and provide incentives through façade program. (City)	\$ to \$\$
B. Sidewalk Seating	Develop new standards to encourage sidewalk seating. (City)	None
C. Design Guidelines	Adopt new design guidelines compatible with Downtown vision. (City)	Underway
<b>Marketing, Promotions &amp; Events</b>		
A. Downtown Map & Directory	Design and create new map and directory. (Business Assoc, City)	\$
B. Capitalize on Special Events	Reevaluate all Downtown events and begin collaborative approach. (Bus.Assoc., Chamber, City)	No New Resources
<b>Housing</b>		
A. Home Improvement Loans	Evaluate feasibility of expanding CDBG home improvement loan program in Downtown. (City)	None
B. Resident Preference Policy	Create resident preference policy for all new owner-occupied housing. (City)	None
<b>Public/Private Partnerships</b>		
A. Seed the new DBA	Commit to multi-year seed funding of the DBA. (City)	\$\$ to \$\$\$
B. Become a Membership Organization	DBA should develop dues schedule and seek membership support. (Bus.Assoc.)	\$
C. Evaluate Downtown CDC	Evaluate feasibility of forming a Downtown CDC. (City, Bus.Assoc., banks)	None to \$

<1> Estimated Costs:

\$ = less than \$9,999; \$\$ = \$10,000 to \$49,999; \$\$\$ = \$50,000 to \$99,999; \$\$\$\$ = more than \$100,000



### SEQUENCING (CONTINUED) ACTIONS PROPOSED FOR 2 TO 3 YEARS:

Activity	Tasks (Responsibility Center)	Est. Cost <1>
<b>Business Development</b>		
A. Package Market Information	Develop investor-marketing package to assist property owners and brokers to recruit tenants. (City, Bus.Assoc..)	\$
B. Develop Benchmarks	Create economic benchmarks within the Downtown redevelopment area. (City)	None
C. Maintain Business Support Services	Maintain business counseling and financial programs. (City, BRC, SBDC, Bus.Assoc.)	\$\$\$\$
<b>Parking, Transportation &amp; Signage</b>		
A. Gateways, Way finding & Signage	Authorize installation of new gateway, way finding and signage. (City)	\$\$\$ to \$\$\$\$
B. Employee Parking Program	Design and implement employee parking program to utilize off-street lots. (City, Bus.Assoc.)	None to \$
<b>Regulatory Climate</b>		
A. Zoning Flexibility	Reevaluate Downtown zoning to ensure it encourages a variety of mixed-uses. (City)	None to \$\$
<b>Marketing, Promotions &amp; Events</b>		
A. Downtown Marketing Program	Encourage cross-marketing and utilize local marketing channels to promote Downtown businesses. (Bus.Assoc.)	\$\$
B. Capitalize on Special Events	Initiate collaborative approach on events, including sponsorship development. (Bus.Assoc., Chamber, City)	No New Resources
C. Annual Water Bill Survey	Initiate annual water bill survey to track Downtown progress. (City, Bus.Assoc.)	\$
<b>Housing</b>		
A. Home Improvement Loans	Expand CDBG home improvement loan program in Downtown. (City)	\$\$\$\$
<b>Public/Private Partnerships</b>		
A. Become a Membership Organization	DBA builds membership support. (Bus.Assoc.)	\$\$
B. Evaluate Downtown Events Management Corp.	Evaluate feasibility of forming a Downtown events management corporation. (City, Chamber, Bus.Assoc.)	None to \$\$

**<1> Estimated Costs:**

\$ = less than \$9,999; \$\$ = \$10,000 to \$49,999; \$\$\$ = \$50,000 to \$99,999; \$\$\$\$ = more than \$100,000



### SEQUENCING (CONTINUED) ACTIONS PROPOSED FOR 4+ YEARS:

Activity	Tasks (Responsibility Center)	Est. Cost <1>
<b>Business Development</b>		
A. Maintain Business Support Services	Maintain business counseling and financial programs. (City, BRC, SBDC, Bus.Assoc.)	\$\$\$\$
<b>Parking, Transportation &amp; Signage</b>		
A. Parking District	Evaluate feasibility of forming a Downtown parking district. (City, Bus.Assoc.)	None to \$\$
<b>Marketing, Promotions &amp; Events</b>		
A. Downtown Marketing Program	Encourage cross-marketing and utilize local marketing channels to promote Downtown businesses. (Bus.Assoc.)	\$\$
B. Capitalize on Special Events	Wrap events into Events Management Corporation. (Bus.Assoc., Chamber, City)	No New Resources
C. Annual Water Bill Survey	Continue annual water bill survey to track Downtown progress. (City, Bus.Assoc.)	\$
<b>Housing</b>		
A. Home Improvement Loans	Expand CDBG home improvement loan program in Downtown. (City)	\$\$\$\$
<b>Public/Private Partnerships</b>		
A. Become a Membership Organization	DBA builds membership support (Bus.Assoc.)	\$\$
B. Form Downtown Holding Company	Form holding company to connect CDC and/or events management corp. with DBA. (Bus.Assoc.)	\$
C. Evaluate Feasibility for BID	Evaluate feasibility for improvement district to finance marketing, management and maintenance efforts. (City, Bus.Assoc.)	Feasibility: \$\$ BID: \$\$\$\$

<1> Estimated Costs:

\$ = less than \$9,999; \$\$ = \$10,000 to \$49,999 ; \$\$\$ = \$50,000 to \$99,999; \$\$\$\$ = more than \$100,000



## VII. PROJECT STRATEGIES

### A. OVERVIEW

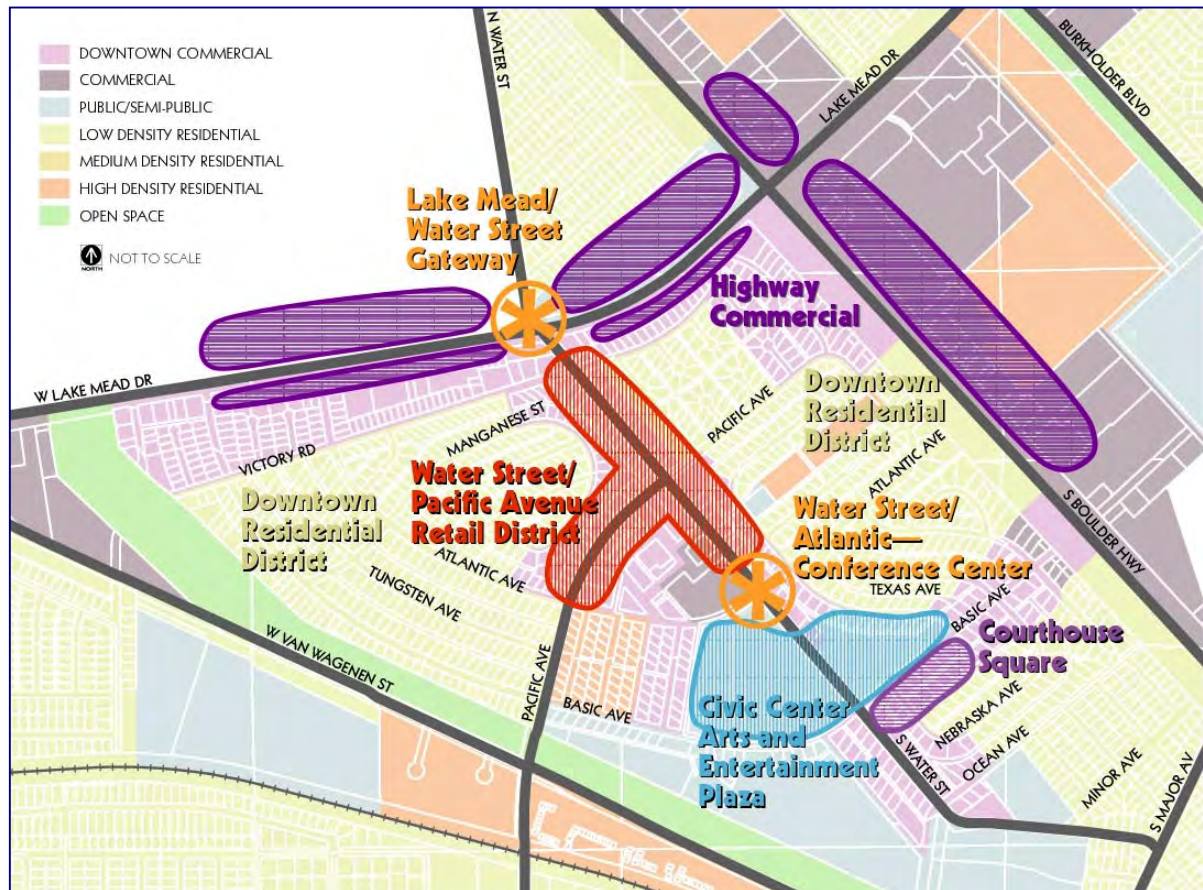


Figure 40—Downtown activity “nodes” or districts.

The ongoing focus of the Downtown Investment Strategy should be on the creation or in several cases, enhancement, of a series of distinct Downtown districts or “activity nodes.” Each of these districts plays a distinct role in the overall Downtown environment and its vitality, whether because of the uses it contains, its physical characteristics, or the activities it supports. While most of the districts are located specifically within Downtown, we have also included the Boulder Highway and Lake Mead corridors that by location are not part of Downtown, but that are part of the Downtown arrival experience. Investment Strategies have been developed for each of the following districts:

1. Lake Mead/Water Street Gateway
2. Water Street: Victory to Pacific and Pacific Avenue Retail District
3. Water Street/Atlantic Avenue—Conference Center
4. Water Street: Atlantic Avenue to Basic Road—Civic Center/Arts and Entertainment Plaza





5. Water Street/Basic Road Government and Employment—Courthouse Square
6. Downtown Infill—Residential Neighborhoods
7. Lake Mead and Boulder Highway—Highway Commercial

The Project Strategies are essentially “Downtown Action Plans” intended to provide specific guidance and prioritization for the implementation of the Downtown Vision. For each district, an overarching goal and corresponding objectives are identified, along with potential feasibility issues and targeted assignments for action. Necessary resources to accomplish the goals are also identified. Following are the overall strategies for Downtown:

- Reinforce Downtown as a friendly, neighborhood district that supports civic uses.
- Establish Downtown as a series of unique, but complementary, districts or zones where specific project strategies will be focused.
- Be realistic regarding limits of the short-and long-term markets for high-end retail and residential development.
- Establish the Downtown “vision” by implementing a selected number of pilot projects—residential, civic, outdoor amenities, and commercial—and by enforcing the Downtown design guidelines.
- Focus energy on viable opportunities.
- Determine City needs and resources for additional public office, courts, and other facilities.
- Develop and implement longer-term parking and signage plans for Downtown.
- Understand what the opportunity is—get consensus and support from City staff, council, owners, and tenants.
- Success will not be easy or fast; there are no quick fixes.
- Focus resources to achieve results.



## B. PROJECT STRATEGY #1: LAKE MEAD/WATER STREET GATEWAY

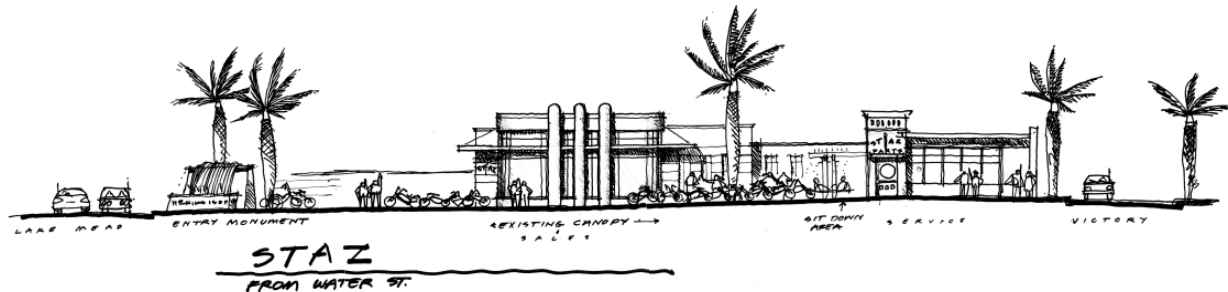


Figure 41—Conceptual idea for gateway enhancement and renovation of existing business, Southeast corner of Lake Mead

### GOAL:

Create an attractive, inviting gateway to Downtown via Water Street that engages and draws in visitors, residents, and employees and establishes the overall Downtown character.

### OBJECTIVES/DESIRED RESULTS:

- Stimulate investment in and improvement of existing uses.
- Stimulate new construction activity.
- Enhance visual identification of primary gateway with clear, prominent signage that establishes the overall Downtown vision.
- Encourage viable uses, such as a pharmacy, to meet the day-to-day needs of Downtown residents and employees.
- Ensure that new development in the gateway area provides a transition in scale and site orientation between the auto-oriented uses along Lake Mead and Water Street's pedestrian-oriented retail core.

### FEASIBILITY ISSUES/CONSTRAINTS:

- Varied ownership and parcel sizes will require close coordination (Staz, Motel, City).
- Implementation of signage plan (Lake Mead and Water Street).
- Existing market demand for motel, office, and retail uses.
- Disparity between cost of improvements and incremental value (private and public).
- Available City resources for gateway improvements.
- Facilitating design guidelines, code, approval process to



Figure 42—Entry concept, Lake Mead and Water Street gateway.



encourage redevelopment.

- Evaluation of owner incentives, risk/return vs. long-term value.

### ACTION PLAN/ASSIGNMENTS:

- Proceed with visual improvements to Staz's Motorcycles.
- Design and implement gateway signage and street improvements/expansions.
- Identify public/private partnering opportunities with Best Western Motel to facilitate improvements.
- Clean up corner uses and signage along Lake Mead near Water Street intersection.
- Add potential mixed-use retail (pharmacy).
- Explore potential for multi-tenant and/or mixed-use development (office, retail).
- Issue RFP for mixed-use development project to help "test the market" and facilitate desired development. Use and design requirements will be critical to ensure quality of development is consistent with Downtown Objectives

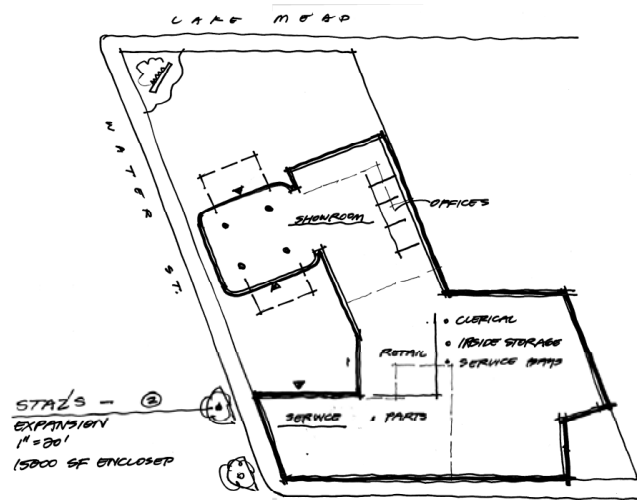


Figure 43—Concept for renovation/expansion of existing business, Southeast corner of Lake Mead and Water Street.

### SCHEDULE:

- 18 Months—Staz improvements, entry signage, lighting and streetscape improvements, Best Western improvement/expansion potential, issue RFP to explore development options on City owned land.

### RESOURCES REQUIRED:

- Private Investment
- Redevelopment Agency

### STAKEHOLDERS:

- Business/Property Owner(s)
- Redevelopment Agency
- Downtown Henderson Business Association
- City of Henderson



## C. PROJECT STRATEGY #2: WATER STREET/PACIFIC AVENUE RETAIL DISTRICT

### GOAL:

Create a distinct, pedestrian-friendly district along Water and Pacific Streets that functions as the retail shopping center of Downtown and displays the distinct design characteristics that define the Downtown vision.

### OBJECTIVES/DESIRED RESULTS:

#### Short-term

- Focus on relatively inexpensive, highly visible physical improvements; such as streetscape and façade enhancements; such as canvas awnings, trellis structures, or new divided light windows, to bolster confidence of Downtown businesses and reassure community that progress is being made.
- Continue the retention, improvement, and expansion program for current retail and restaurant uses.
- Identify and pursue compatible retail uses.
- Improve appearance of blank walls at street level with murals, landscaping or other enhancements.
- Facilitate the transition of storefront spaces from tenants to owners.

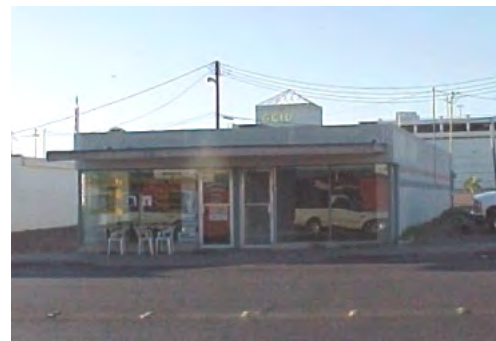


Figure 44—Existing downtown business.

#### Long-term

- Relocate City's satellite offices and back-office uses to "non-storefront" locations off of Water Street.
- Fill vacant properties with compatible retail uses.
- Facilitate convenient employee and customer parking off of Water Street for retail businesses.



awnings.



trellis.

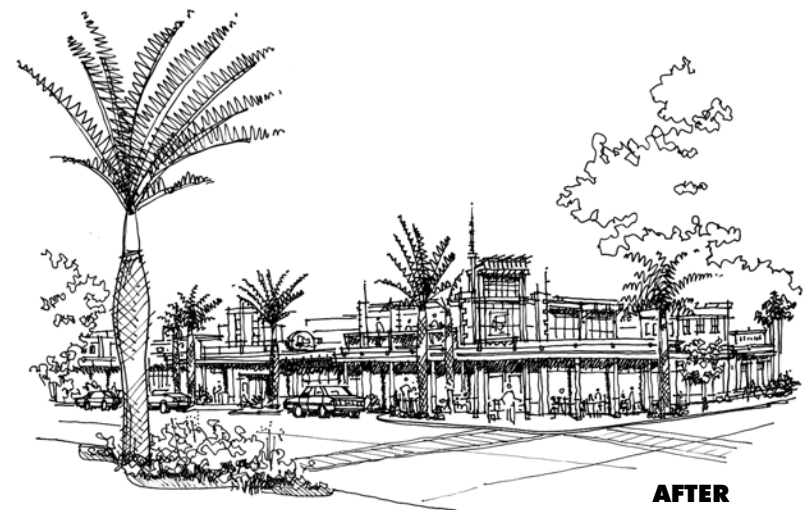
### FEASIBILITY ISSUES/CONSTRAINTS:

- Existing stock of buildings has strong potential for renovation and facade improvements.
- Existing scale and sidewalk presence is desirable for retail uses.

Figure 45—Conceptual façade improvement plans for above



- Reinforce existing façade improvement program.
- Many existing uses are not compatible with a retail pedestrian core.
- Some existing buildings have blank walls at the street edge and renovation will be limited by their use.
- As viability of the area improves, parking will ultimately be in short supply.



#### ACTION PLAN/ASSIGNMENTS:

- Continue to promote local business organization.
- Continue to promote Downtown events.
- Continue to promote programs to support retention, improvement, and expansion of existing retail, restaurants and shops.
- Revise, continue to promote façade program with an emphasis on this area.
- Adopt and enforce Downtown design guidelines.
- Facilitate the transition from tenants to owners.
- Recruit and support compatible businesses.
- Relocate City's satellite offices to more appropriate location and replace with compatible uses.
- Carefully screen new uses for compatibility-no more substations or casinos.

Figure 46—Conceptual renovation of existing businesses with enhanced façade and sidewalk improvements.



- Soften design along blank walls; create oases with street trees, awnings, arcades, trellis structures, and misters.
- Develop parking plan to support retail uses (long-term).

**SCHEDULE:**

- Short Term—18 Months—Business support program: Façade Program, Startup/expansion loans, Tenant to owner program.
- Long Term—3 to 5 Years—relocate City's satellite offices, continue retail retention and expansion, pursue additional specialty retail and restaurant uses.

**RESOURCES:**

- Private Investment
- Redevelopment Agency

**STAKEHOLDERS:**

- Property owner
- Business owners on site and contiguous to site
- Redevelopment Agency
- City of Henderson



## D. PROJECT STRATEGY #3: WATER STREET AND ATLANTIC—CONFERENCE CENTER

### GOAL:

Establish the intersection of Water Street and Atlantic Avenue as the centrally located hub of activity for Downtown, anchored by a hotel/motel, restaurant, the El Dorado Casino, and the new conference center/performing arts center.

### OBJECTIVES/DESIRED RESULTS:

- Expand and enhance the conference center at its current site.
- Create outdoor seating or other pedestrian amenities on all four corners to establish a strong street presence and synergy.
- Design entrances of uses on all four corners of the intersection to have a strong visual and physical relationship to the street and to each of the other corners.
- Develop motel and restaurant uses on the northeast and southeast corners of intersection and ensure they are consistent with Downtown design guidelines and vision.
- Improve the street-side appearance of the El Dorado Casino façade and add an entrance on the Water/Atlantic corner.
- Establish strong physical and visual linkages to adjacent retail and civic districts.

### FEASIBILITY ISSUES/CONSTRAINTS:

- Consider market and physical feasibility of new conference center (under study).
- Locate additional parking to support conference center.
- Research feasibility of hotel/motel or restaurant.
- Create assemblage of property to support new development.

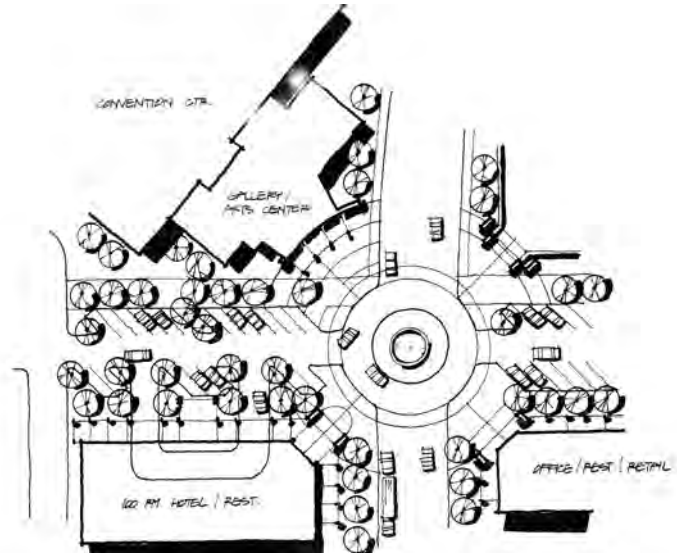


Figure 47—Mixed-use concept for Water Street and Atlantic Avenue incorporating an enhanced conference center, a new hotel, and new office, retail, and restaurant space.

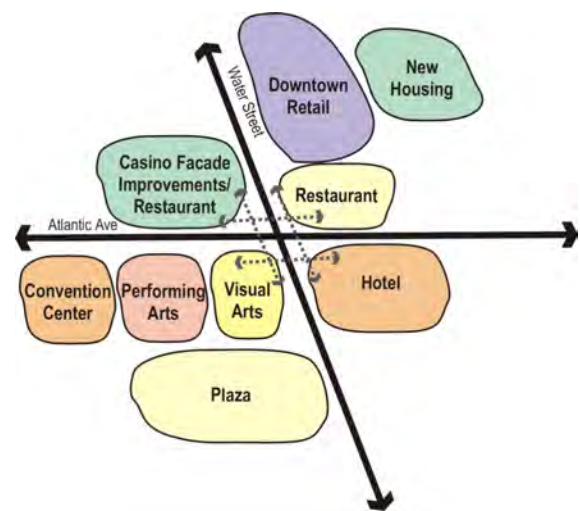


Figure 48—Conceptual land use diagram for the intersection of Atlantic Avenue and Water Street



- Incorporate performing arts/fine arts facility with expanded conference center.

**ACTION PLAN/ASSIGNMENTS:**

- Complete conference center feasibility study and develop long-term parking plan.
- Prepare Conference Center Redevelopment/Expansion Plan.
- Evaluate Hotel and Restaurant potential in relationship to the Conference Center Plan.
- Construct public street improvements.
- Develop design guidelines for four quadrants of the corner.
- Determine potential use feasibility and identify potential development sites to purchase.

**SCHEDULE:**

- 18 Months—Land Assemblage, Conference Center Feasibility, Parking Development

**RESOURCES:**

- Convention Center and Visitor's Bureau
- Redevelopment Agency
- City of Henderson

**STAKEHOLDERS:**

- City of Henderson
- Redevelopment Agency
- Convention Center and Visitor's Bureau
- Parks and Recreation Department





## E. PROJECT STRATEGY #4: CIVIC CENTER/ARTS AND ENTERTAINMENT PLAZA

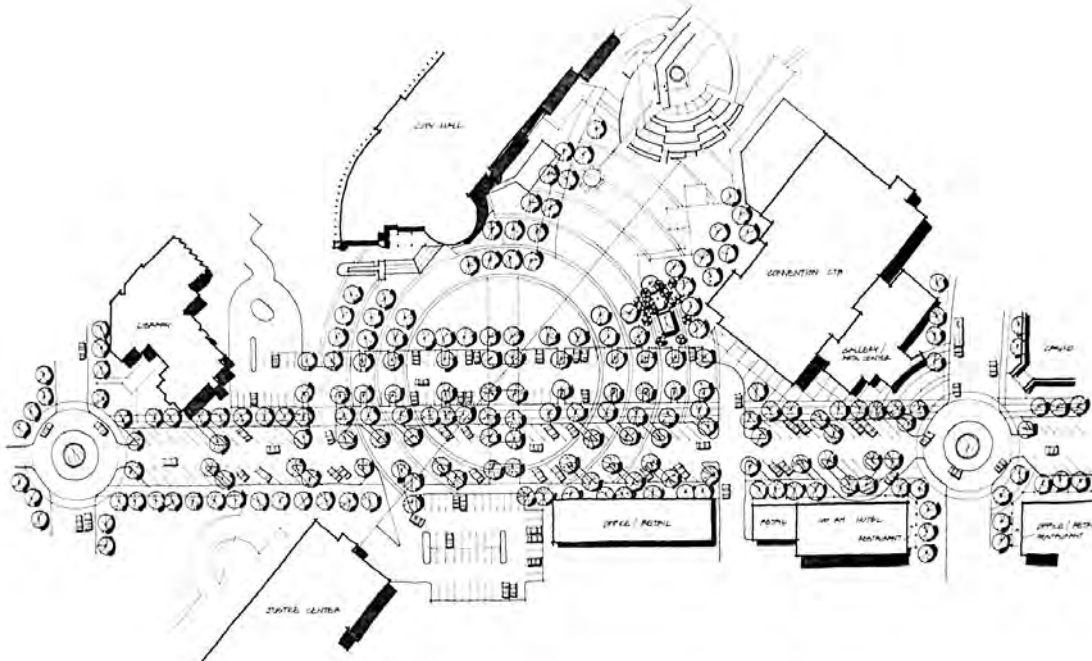


Figure 49—Concept for potential Water Street improvements to enhance the pedestrian environment and create additional outdoor gathering spaces.

### GOAL:

Create an attractive, functional “Arts and Entertainment Plaza” that features a variety of comfortable, year-round public gathering spaces and provides strong visual and physical connections to the adjacent Water Street environs and the proposed Performing Arts Center.

### OBJECTIVES/DESIRED RESULTS:

#### Short-term

- Retain commitment to government employment and functions.
- Create a street environment that supports activity and creates an attractive environment for investment.
- Create a variety of flexible plazas and public spaces that accommodate larger Downtown events and provide more intimate gathering spaces.
- Create a comfortable, four-season environment in outdoor spaces with misters, shade trees, and fountains.



Figure 50—Fountains, benches, and other urban design elements can help establish inviting outdoor spaces.



- Ensure that gathering spaces utilize crime-sensitive design.
- Identify short-term parking needs.

### **Long-term**

- Develop a detailed program for future civic needs.
- Develop a long-term parking plan.
- Ensure that design of the proposed new conference center and performing arts center is physically and visually integrated with the adjacent plaza.

### **FEASIBILITY ISSUES/CONSTRAINTS:**

- Identify public cost versus public budget.
- Identify long-term government programming.
- Maintain civic uses in Downtown, rather than moving to other locations.

### **ACTION PLAN/ASSIGNMENTS:**

- Adjust employee hours to encourage use of Downtown restaurants and shops.
- Ensure that design of future government facilities and offices enhance Downtown's image and encourage activity on Water Street.
- Implement street improvement plan.
- Finalize and construct new civic plaza.
- Develop parking plan to accommodate longer-term needs.
- Develop City and County space use plan for County Courts and Jail.
- Coordinate with Cultural Arts Plan on programming and priorities in Downtown.

### **SCHEDULE:**

- 18-36 Months—Complete City Hall expansion including plaza and street improvements, identify and acquire development parcels on the NE and SE corners of the Water Street/Atlantic Intersection, review utilization and events program for arts and entertainment plaza vs. Downtown Vision and Strategy.

### **RESOURCES:**

- Public Works
- Parks and Recreation

### **STAKEHOLDERS:**

- City of Henderson
- Redevelopment Agency
- Convention Center and Visitor's Bureau
- Parks and Recreation
- Businesses



## F. PROJECT STRATEGY #5: COURTHOUSE SQUARE

### GOAL:

When market demand matures, redevelop City-owned assemblage at the intersection of Water Street and Basic Road, with a high-quality mixed-use development that anchors the south end of Water Street and supports the overall Downtown vision.

### OBJECTIVES/DESIRED RESULTS:

- Maintain assemblage as interim parking until appropriate use is identified, such as retail with upper floor offices.
- Ensure that the scale and quality of any future development is consistent with that of the surrounding Downtown environment.
- Allow market demand to drive the timing, not the desire to get something started.
- Implement quality interim improvements.



### FEASIBILITY ISSUES/CONSTRAINTS:

- Downtown environment probably not sufficiently mature to support quality multi-story mixed-use today.
- Infill of site will require replacement location for the current interim parking.
- Keep assemblage in RDA control for the proper/appropriate future use.
- Prevent future adverse possession for open space or parking.



*Figure 51—Offices supportive of a downtown environment, with a strong pedestrian orientation at the street edge.*

### ACTION PLAN/ASSIGNMENTS:

- Maintain parking as interim use, lower immediate development priority of site.
- Focus resources on other Downtown project strategies in short-term (i.e. civic center and retail district).
- Develop long-term parking replacement plan when site converts to other use.
- Agency to issue RFP rather than respond to unsolicited proposal request.

### SCHEDULE:

- 18 Months—Complete future civic space needs study for Downtown.
- 3-5 Years—If space not required for government uses, pursue private, employment-based use opportunities.



**RESOURCES:**

- Redevelopment Agency

**STAKEHOLDERS:**

- City of Henderson
- Redevelopment Agency
- Clark County
- Court House Facilities



## G. PROJECT STRATEGY #6: DOWNTOWN RESIDENTIAL NEIGHBORHOODS

### GOAL:

Improve the quality and visual appearance of Downtown's residential neighborhoods while maintaining their affordability and enhancing the mix of housing products to include senior, single-family, and multifamily residential in the longer-term.

### OBJECTIVES/DESIRED RESULTS:

- Remove blighted structures as appropriate within Federal and State guidelines.
- Provide assistance to existing residents to facilitate residential home ownership and renovation, i.e., promotion of existing programs through organizations like Freddie Mac and the HUD Home program that offer low or no money down loans for first-time buyers.
- Stimulate new residential development in targeted areas.
- Increase housing densities in Downtown.
- Provide a greater mix of housing products in Downtown.
- Pursue limited new senior and/or affordable residential development and explore opportunities for outside assistance with programs such as the State Low-Income Housing Trust Fund.
- Explore potential for future market rate multifamily residential and/or mixed-use development that incorporates residential, as market is able to support (long-term).
- Identify and establish locations to assist artists with live/work space



*Figure 52—Enhancement of existing housing stock, as illustrated by these attractive downtown homes, is an important component in improving the downtown image.*

### FEASIBILITY ISSUES/CONSTRAINTS:

- Conflict between improvement vs. replacement of existing residential and desire to increase incomes and change demographics of the surrounding neighborhood.
- Multiple property owners limit development opportunity.
- Pro-forma of cost vs. value—return on cost of improvements or redevelopment may not be significant enough to justify.
- Current Las Vegas market demand is primarily oriented towards single-family residential—market for multifamily residential is very limited today.



- Current Las Vegas market provides a range of market housing.
- Existing values and image may conflict with long-term changes in Downtown neighborhoods.

### **ACTION PLAN/ASSIGNMENTS:**

- Develop improvement plan for existing housing, front-yard landscape, and streetscape—choose several pilot projects to use as examples in promoting the program.
- Develop a Downtown neighborhood improvement program and establish regular “volunteer days”—City could contribute materials and staff for selected projects.
- Explore potential feasibility sites for limited senior and/or affordable residential development
- Pursue market residential development once Water Street environs are enhanced and stable (low potential today)
- Coordinate with Neighborhood Services on Affordable Housing Study/Action Plan estimated to be completed by June 2002.
- Coordinate with Federal and State Historic Preservation organizations to understand regulations, restrictions, and funding opportunities available in Downtown neighborhoods.
- Coordinate with Cultural Arts Plan on opportunities for identifying and establishing live/work spaces for artists.

### **SCHEDULE:**

- 18 Months—Establish demonstration projects for the renovation and/or landscaping of selected existing homes, provide assistance to existing residents to encourage home ownership, evaluate/encourage new residential development in targeted areas with limited support for elderly and/or subsidized housing.
- 3-5 Years—As Downtown becomes more attractive and Las Vegas market matures, establish prerequisite action plan and realistic timeline for higher density, infill housing.

### **RESOURCES:**

- Redevelopment Agency
- Neighborhood Services

### **STAKEHOLDERS:**

- City of Henderson
- Downtown residents
- Redevelopment Agency
- Neighborhood Services



## H. PROJECT STRATEGY #7: HIGHWAY COMMERCIAL

### GOAL:

Enhance the visual appearance of new and existing auto-oriented commercial, office, and employment uses along Lake Mead and Boulder Highway.

### OBJECTIVES:

- Establish realistic design guidelines for new auto-oriented highway commercial development (long-term) that emphasize setbacks, landscaping, pedestrian circulation, and building articulation.
- Encourage the addition of office and employment uses along Lake Mead, particularly hospital support uses, to promote activity in Downtown.
- Reduce sign clutter (including civic) and improve the appearance and utility of directional signs, particularly along Lake Mead near Water Street.

### FEASIBILITY ISSUES/CONSTRAINTS:

- Minimal, assuming demand for traditional, suburban, auto-oriented retail and service uses will continue.
- Political—policy confusion vs. uses and design, etc...

### ACTION PLAN/ASSIGNMENTS:

- Establish realistic policies regarding permitted uses and establish design guidelines for redevelopment and/or new development, including highway commercial.
- Develop comprehensive signage plan, particularly for Lake Mead, to increase clarity and reduce sign clutter, including civic signs.

### SCHEDULE:

- 18 Months—Establish/revise City policies and guidelines for suburban, auto-oriented commercial uses.

### RESOURCES:

- City of Henderson
- Redevelopment Agency

### STAKEHOLDERS:

- City of Henderson
- Redevelopment Agency
- Existing Businesses

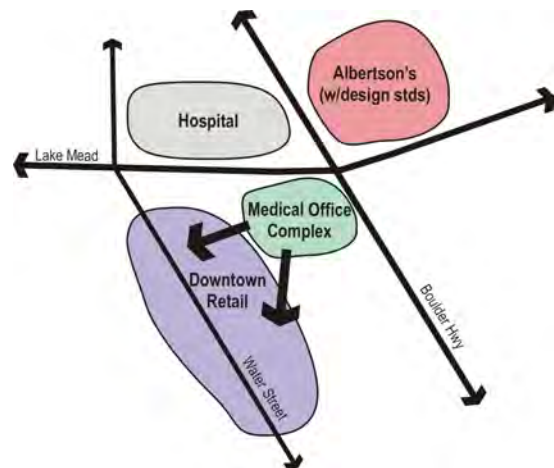


Figure 53—Land Use concept for intersection of Lake Mead and Boulder Highway.



## I. PROJECT STRATEGY CHECKLIST

The intent of this list is to form the basis for an ongoing “checklist” for a feasibility review of proposed development programs for Downtown Henderson. This would include a review of Developer qualifications and experience, completed projects, and financial capability. In addition, the City needs to evaluate how well the proposed development fits with the Downtown Vision. A checklist for developer/development review includes:

1. Site definition, including current ownership/use and developer’s status of control of the site. Options and/or purchase contracts with earnest money requirements and term dates.
2. Development plan, including a detailed schedule of square footage by use.
3. Development team, including architect, and general contractor.
4. Pro-forma and cash flow schedule, including:
  - Project costs and basis for cost estimates, level of completion of architectural plans (Schematic Development, Design Development, Construction Drawings).
  - Sources of equity and debt. Developer’s prior relationship with equity partners and lenders. Commitment letters and/or requirements. Equity return requirement and loan terms (interest rate, amortization term, loan term, etc.).
  - Schedule of projected income, with detail concerning uses, projected rents, vacancy, operating costs, debt and debt service.
  - Net operating income (before debt service), net cash flow (after debt service), capitalization rate and capitalized value.
  - Capitalized value vs. development cost (i.e. net residual value and/or deficit).
5. Proposed public participation.
  - Financial and/or land commitment. Proposed terms for purchase and/or ownership of City land.
6. Marketing team, strategy & marketing report. Pre-lease prospects and level of agreement /commitment by prospective tenants.
7. Implementation strategy & schedule, including:
  - Site due diligence;
  - Leasing;
  - City entitlement process;
  - Financing;
  - Design & bid; and
  - Construction.
8. Developer’s perception of the prerequisites to success. That is, in the developer’s mind, what are the critical elements that need to be resolved in order to successfully complete the project?





## VIII. APPENDIX

### A. STAKEHOLDER PERSPECTIVES-FOCUS GROUPS

Members of the team held a series of business owner and property owner focus groups during March 2001 to obtain a qualitative sense of the existing challenges and opportunities for Downtown Henderson. Following is a list of focus group participants and a summary of their perceptions regarding the strengths and weaknesses of Downtown and the priority of Downtown improvements.

#### PARTICIPANTS

<b>Business Owners</b>	<b>Property Owners</b>	<b>Redevelopment Advisory Board</b>
Bob Nelson, Duane's Automotive Carole McFerren, Bank of America May Timbol, Gold Casters Jewelry Mari Rene Alu, Promotions & Events Mgt Sharon Berger, Wells Fargo Bank Gertrude Viscuglia, Water Street Bistro Lynn Anderson, Frontier Floral Steven Destout, Staz's American Motorcycles Karen Elliott, Redevelopment Commission Oscar Portillo, Rainbow Club Casino Kirby Trumbo, Town House Motorlodge	Dr. Richard Blanchard Jan Cottrell Dennis Augsperger Dave Wood	Bob Unger Barry Fieldman

#### DOWNTOWN STRENGTHS

<b>STRENGTHS</b>	<b>Business Owners</b>	<b>Property Owners</b>
Quaint/"Small Town" Atmosphere/Unique	X	X
Special Events	X	X
New Momentum/Upside Potential	X	X
Convention Center	X	X
City Offices/City Commitment to Stay Downtown	X	X
Access from I-215	X	
Existing Infrastructure	X	
Pedestrian Scale		X
Relatively Safe		X



## DOWNTOWN WEAKNESSES

<b>Weaknesses</b>	<b>Business Owners</b>	<b>Property Owners</b>
Parking: Lack of Availability for Customers and Employees; Development Constraint	X	X
City: Lack of Cooperation and Assistance; Red Tape; Inconsistent Application of Codes and Regulations; Aggressive Enforcement of Banners & Signs; Land Speculation Distorts Market; City Makes Expansion/Growth Difficult; Lack of Vision; City Does Not Have Sufficient Seed Capital	X	X
Lack of Viable Businesses; Not a Destination	X	X
Existing Buildings/Hard to Upgrade/Tear it down!	X	X
Lack of Identity: Bad image; Need a theme	X	X
Absentee owners; Lack of motivation	X	
Too Many Studies! Frustration with Lack of Action	X	
Lack of Hotel		X
Can be Intimidating at Night		X
Utilities/Lighting		X

## DOWNTOWN IMPROVEMENTS AND PRIORITIES

<b>Business Owners</b>	<b>Property Owners</b>
<p>Attract an Anchor: Do Something Substantial, Support Any Potential Improvement! (14) Clean Up Empty Buildings: Maintenance, Storefront Displays, Take Down Some Buildings (10) City Attitude Adjustment: Make Downtown a Priority, Better Coordinate City Departments and Policies, Consummate a Deal! (6) More Parking/Build a Garage (5) Create Incentives for Owners to Improve Properties (3)</p> <p>Attract New Businesses: Post Office, Movies, Entertainment, Many Small Businesses (1)</p> <p>Encourage Housing: Multi-Story, Mixed-Use (1) Other: Create a Theme/Identity, Get Fountains Plaza Built, Pedestrian Mall on Water Street, Activities for Teens</p>	<p>Become a Regional Attraction: Create a Theme, Build on Intimacy, Identify Development Nodes (9) Create a Clear Vision: Involve Entire Community, Resolve Uncertainties (8) City Needs to be Consistent: Support Downtown Development, Resolve to be Creative; Don't be Afraid to Use All Tools (5) Hire Leasing Company to Attract Tenants (1) Improve Infrastructure: Underground Utilities, Water and Sewer (1) Other: Tear Down Some Buildings, Build Cultural Arts Center, Capitalize on New Development, Market the New Image/Plan, Improve Downtown Home Sites, Window Display Program, Design Standards, City Property Improvement Incentives</p>



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