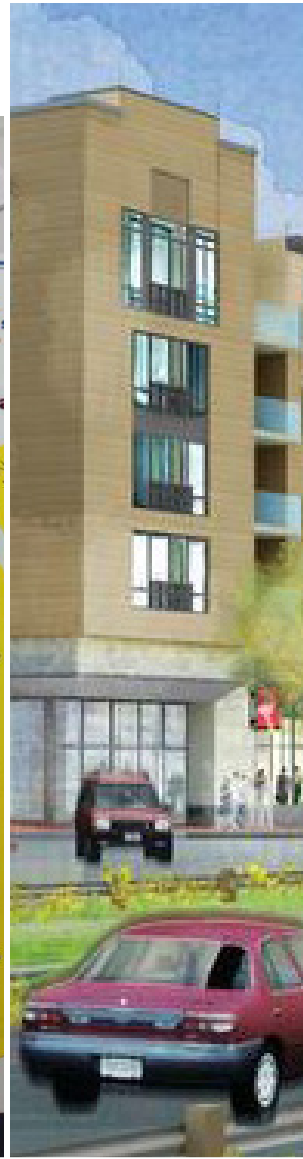
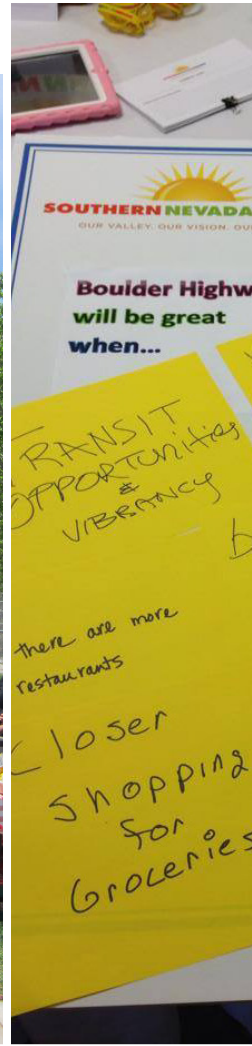


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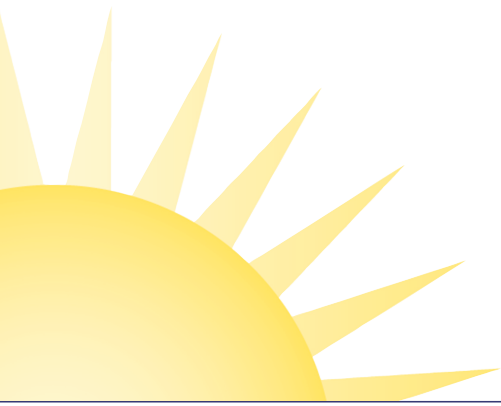
Boulder Highway/Gibson
Opportunity Site
Implementation Strategy



implementation strategy

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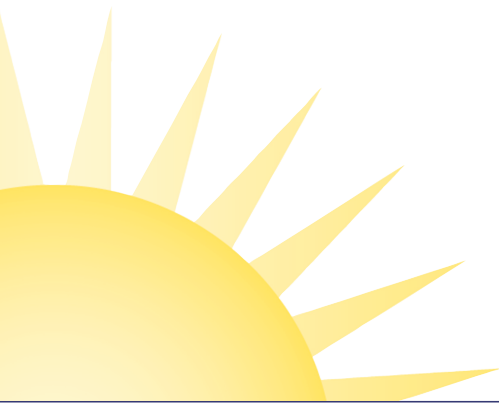
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Our region competed nationally and was chosen to receive funding through the Partnership for Sustainable Communities Initiative, an interagency partnership of HUD, DOT and EPA. This collaborative initiative works to integrate housing, land use, economic and workforce development, transportation options and infrastructure to support and empower local communities. Southern Nevada was afforded this opportunity as a region that not only demonstrated need but, moreover, the desire and ability to implement change.

This document is a companion piece to the Opportunities and Barriers report, completed in May 2014. The Opportunities and Barriers report is a compilation of the market, transportation, and land use analysis that informed the Implementation Strategy. The Report is available for download at <http://www.southernnevadastrong.org> and <http://www.cityofhenderson.com/>.



introduction: an investment strategy

Since 2009, the City of Henderson (City) has been interested in advancing the Boulder Highway Investment Strategy (Investment Strategy¹), the goal of which is to create a thriving transit-oriented neighborhood along the aging Boulder Highway Corridor.

To jump-start this process, the City, in partnership with Southern Nevada Strong (SNS), analyzed the development potential for 34 acres of City-owned land, focusing on the four corners of the Gibson and Broadbent intersection at the northern boundary of the City of Henderson (Exhibit 1). The goal of this analysis was to identify a phased set of strategies to improve transportation connectivity and set the stage for new development in the area

surrounding Boulder Highway and Gibson Road in Henderson. The overarching vision for the site calls for a pedestrian-friendly design, with landscaping and design treatments that create a northern gateway into Henderson.

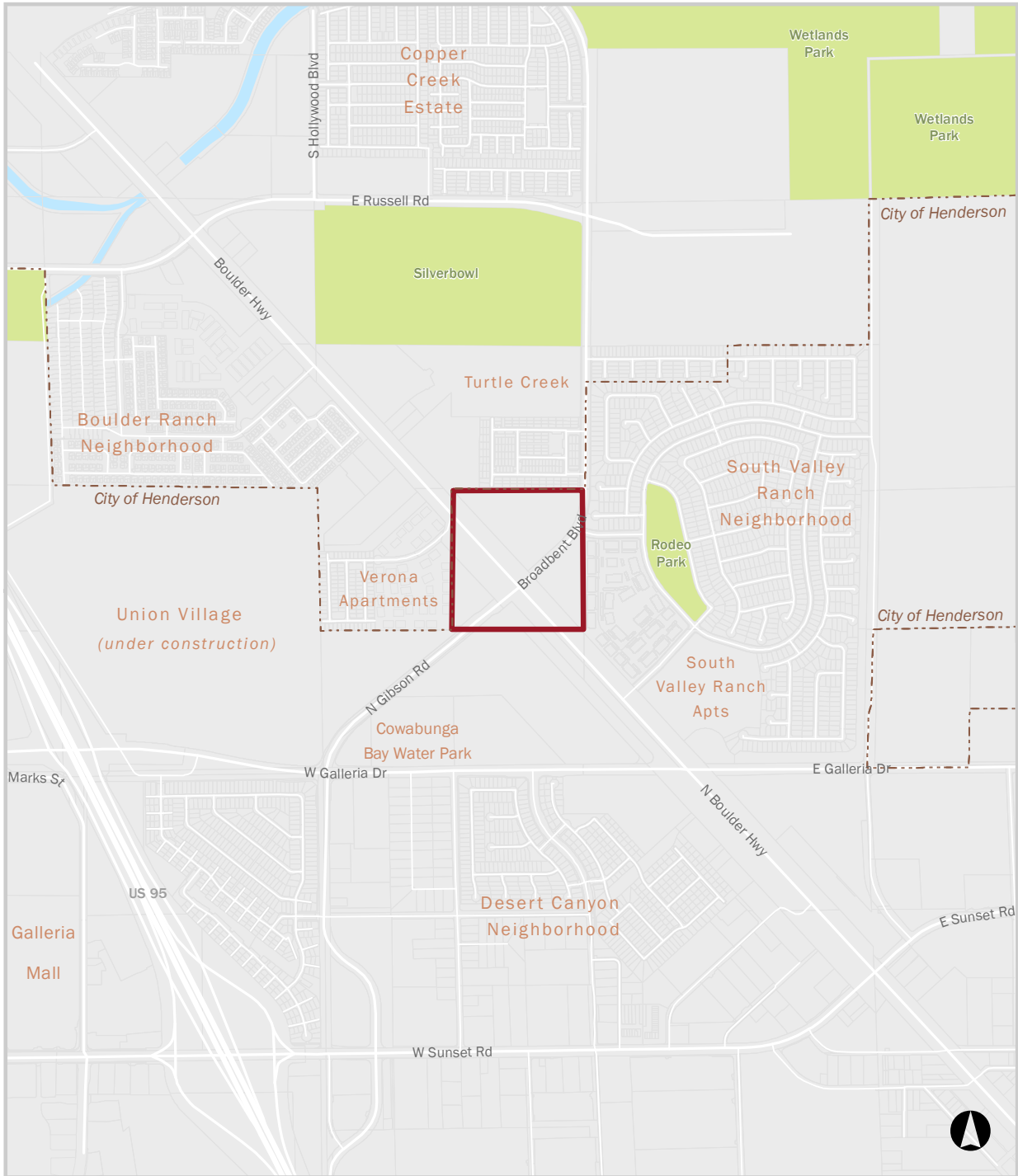
The Boulder Highway Corridor has been the focus of revitalization efforts by the City for the past 10 years. The area currently serves as a high-speed arterial road, characterized by older strip commercial development and undeveloped acreage that is set back from the highway. The Investment Strategy describes the corridor as a “mature transportation corridor, with limited new investment, fragmented ownership, and distinct concentrations of commercial and service areas.” The majority of uses are auto-related, with older housing



The study site sits along Boulder Highway, historically one of the main north-south thoroughfares in the Valley.





¹Boulder Highway Investment Strategy. 2009.

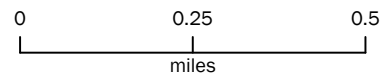
EXHIBIT 1. BOULDER/GIBSON SITE CONTEXT



Source: City of Henderson, RTC

Boulder Highway & Gibson

-  Boulder Highway
-  Parcels
-  City boundary
-  Parks



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Source: ECONorthwest

stock and an increasing number of new residential developments. Past planning efforts have resulted in community conversations and a rezoning effort to encourage transit-oriented, mixed-use development along the corridor.

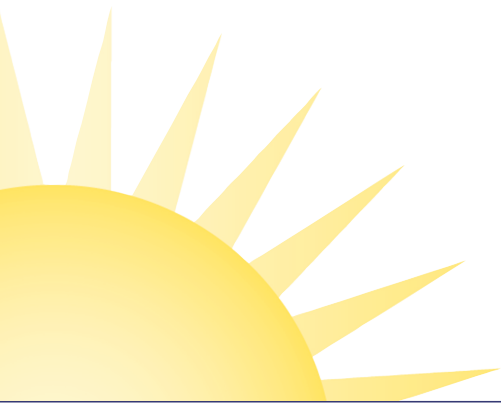
This document is the second of a two-part analysis. The first document, the Opportunities and Barriers Report, compiles and interprets data that describe the current conditions in and around the study area, as well as information about the regional demand for housing, retail, and other market information. The second part (this **Implementation Strategy**) identifies the investments and policy changes that are necessary to set the stage for successful implementation of the Boulder Highway Investment Strategy (2009). It focuses on the ingredients necessary to create a vibrant and attractive area and identifies the area's opportunities and barriers. It also builds from a substantial public outreach effort coordinated by Southern Nevada Strong, and elevates the following issues for further discussion and resolution:

1) Demonstrating public commitment to the area through infrastructure investment. This Strategy suggests preliminary phasing of implementation steps, and highlights the importance of timing public improvements to incent private investment on City-owned lands on Boulder Highway. Securing commitments for the infrastructure improvements and building upon opportunities that stem from the potential development of Union Village requires commensurate public commitment to fund improvements to the study area and support new development. These decisions will set the tone for phasing and development on Boulder Highway as a whole. Resource limitations for all stakeholders mean that phasing based on jointly-held priorities will be critical to successful implementation and for gaining support for federal and state funding.

2) Maintaining a strategic hold until future opportunities arise. The implementation strategy recommends some modifications to the "strategic hold" recommendation made to

City Council for the City's real estate strategy in 2014. The design concept put forward in this Strategy, while reflective of past policies and neighborhood interests, is not feasible at this time due to lack of market capacity and public investment in the area. Instead, it suggests more strategic discussions with adjacent property owners about how to coordinate development in this area.

3) Placemaking is essential to attracting future residents and investments to Henderson. Improving neighborhood identity will give this corridor a much-needed facelift and help attract future residents and market opportunities. With planned high-density residential development at Union Village and additional housing a few miles down Boulder Highway at Cadence, a cohesive identity will help transform Boulder Highway from a typical highway corridor into a gateway and destination. It is essential to identify opportunities to integrate signature landscaping, public art and lighting, signaling that the Henderson portion of the corridor begins at the site.



defining success: community input

A shared understanding of the need for a functioning neighborhood center on Boulder Highway is important for galvanizing change in the area. This section describes the findings from the stakeholder outreach and the key goals for the implementation plan.

In addition to the Metroquest survey that garnered 400 responses specific to the Boulder Highway/Gibson intersection, the project team held a workshop on May 19, 2014 with 36 participants. The full results of our public outreach can be found in Appendix A. During the workshop, the project team tested a set of guiding principles with the group.

Guiding Principles

With refinements by workshop participants, the guiding principles for the project are as follows:

Develop this area as a gateway to Henderson. The City has long been interested in revitalizing Boulder Highway and wants to provide people a sense of arrival as they enter Henderson. Workshop participants noted that if the area is to serve as a gateway to Henderson, the entrance needs to be distinct and well-maintained, perhaps with the addition of a gateway monument. Corresponding investments in landscaping and pedestrian improvements will help to underscore the gateway feeling of this area.

Regionwide Survey Results

Southern Nevada Strong conducted a regionwide survey of conditions at each of the Opportunity Sites using an online community engagement platform called Metroquest. In total, over 400 people provided comments on the Boulder Highway site. The research demonstrated a desire for:

A better pedestrian environment with enhanced lighting, safer crossings, bike facilities, and public art.

Improved transit with more service to College of Southern Nevada campus and policies that make it easier and cheaper to link trips. Additionally, light rail for the area was a common theme.

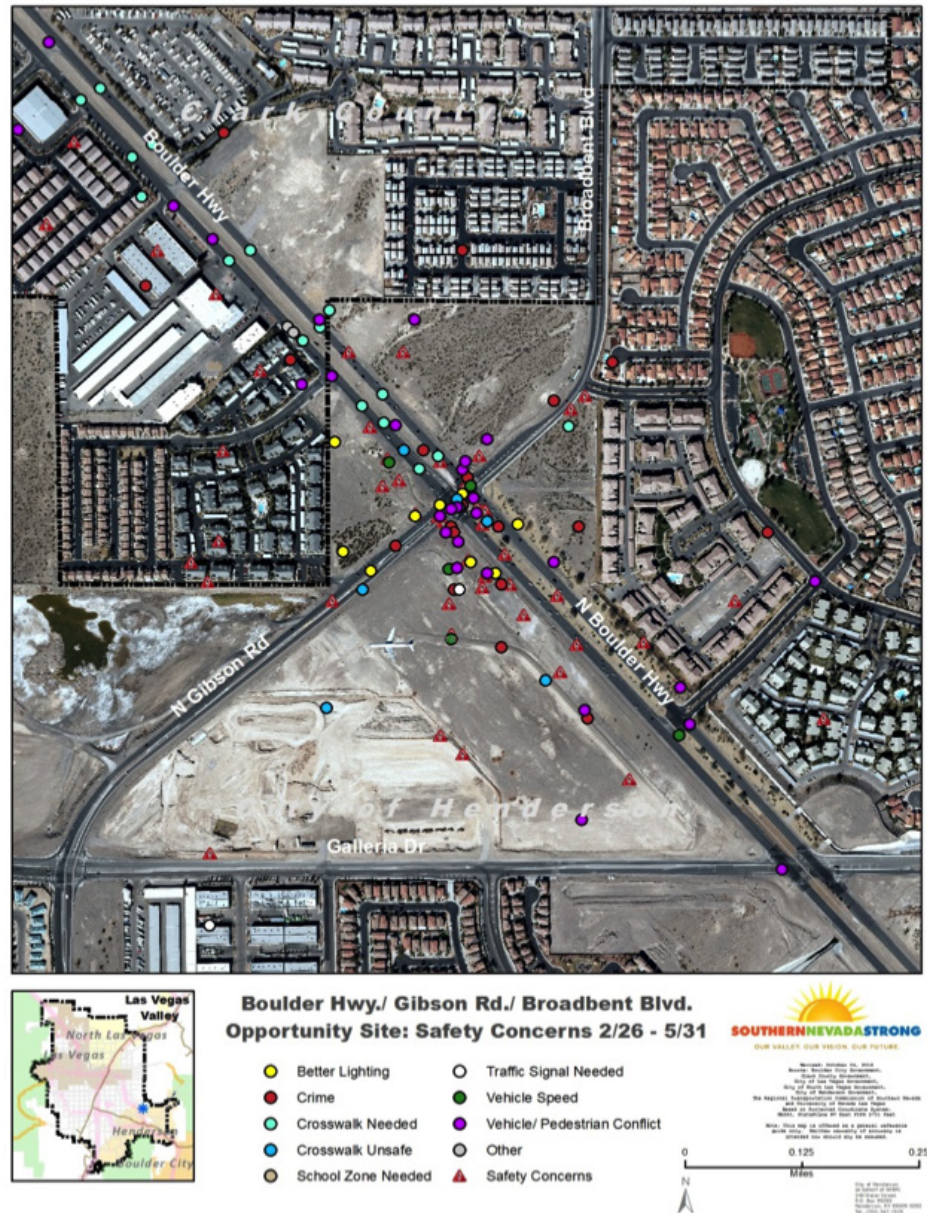
More investment. Many respondents said they don't have a reason to go to this area, despite living relatively close. They thought the area would benefit from new development and streetscape enhancements.

Better access to parks. Participants noted a lack of parks on the west side of Boulder Highway, and specifically called for more multi-use trails and dog park facilities.

Provide neighborhood-serving destinations and amenities, such as shopping and plazas, integrated into a housing development. This area should provide access for all travel modes, including transit, automobiles, biking, and walking. Workshop participants called for improvements to public transit, including increased bus service, more/better bus stops, and possibly light rail. This area is ideal as a neighborhood center, as described in the SNS Regional Plan, for the following reasons:

- *It is efficient. This area has an existing transportation network and infrastructure, therefore new infrastructure does not need to be developed. Focusing redevelopment in distinct, concentrated clusters of housing, retail, and office uses; activating links to nearby open spaces and parks; and capitalizing on the diversity of learning institutions already in the corridor, will help people living on and near Boulder Highway to consider these their places to live, work, play, and learn.*

EXHIBIT 2. BOULDER/GIBSON SITE SAFETY ISSUES



- *There is a need and desire for more services.* Participants strongly expressed the need for more shopping in the area, particularly grocery stores, and for more cafes and full-service restaurants. Other community services such as a hospital and community center were suggested. These updates create a more livable place that will be more attractive to current and future residents. People in the area want places to walk, pick up groceries, go to dinner, etc. Participants generally preferred one- and two-story buildings to preserve views of the mountains. They expressed interest in both small-scale businesses and large-scale shopping areas with a mix of services. Participants also noted the importance of careful planning to ensure additions are necessary, so that new commercial space does not remain vacant and property maintenance is budgeted sufficiently.
 - *The area is primed for future investments.* Retail and housing development would capitalize on development proposals for Union Village, Cadence, and the Brisco Holdings site on the south side of the intersection. The area is close to major facilities including Sam Boyd Stadium, the Galleria Interchange, the Wetlands Park, Clark County Heritage Museum, and Cowabunga Bay.
 - *Development will increase the City of Henderson's profile as a livable place.* The City has long been interested in promoting livability in the City by creating places where people want to live. For example, Henderson was among the first cities to be designated a Bicycle Friendly Community in 2014.
- Improve the pedestrian experience.** Workshop participants strongly supported improvements to increase the feeling of safety for all pedestrian modes. This includes:

Community input: Reinvestment

“This is an older area that has potential. I often go shopping or visit the Galleria; however, hardly ever go past 515/95 towards Sunset because it is not attractive and nothing of interest between 95 and Boulder Highway.”



This business district in Tucson, AZ, is an example of a functional and convenient shopping area that complements the natural landscape.

Community input: pedestrian experience

“Lots of traffic going very fast on Boulder Highway with little to no lighting, pedestrians are not safe crossing the major highway, especially at night.”

“Pedestrian access to businesses from homes needs to be improved all along Boulder Highway. It is awkward and unsafe to walk or bike in these areas. If we want to be bike friendly, we need more commitment.”

“Need more and/or safer crosswalks on Boulder Highway - or pedestrian bridges that encourage people to cross safely.”

- *Pedestrian and bike safety.* Proposed pedestrian and bicycle safety improvements include dedicated bicycle lanes, on- and off-street shared-use pathways, better access to bus stops, lower speed limits, trees and landscaping for more attractive streetscapes, wider sidewalks and designated cross-walks, and improved lighting.
- *Parks and open space.* Participants would like to see more areas for use as parks and public plazas. They suggest trees, landscaping and pathways as desirable additions to the corridor. They noted that safety and accessibility are important considerations, and that shade and/or water features should be included. The area also needs more entertainment and activity.

Plan for housing types that mesh with existing neighborhoods. A balanced mix of housing for the site includes townhomes, courtyard apartments, mid-rise apartments, etc. This mix of housing responds to housing demand forecasts for the region which point to increased demand for multi-family and specialized housing types. In terms of residential development, participants favored two-story buildings over taller options. They also expressed some concern regarding an overabundance of rental and weekly housing. Some participants commented that renters, particularly short-term, are not as respectful as owners are of property. However, given its location near a major transit corridor and near future amenities, new development in this area should encourage a variety of housing options that can enhance a mixed-use development concept but also not impact surrounding neighborhoods in a negative way.



opportunities and barriers

This section summarizes the opportunities for and barriers to creating a neighborhood center. The Opportunities and Barriers Report² developed as part of this process in May 2014 provides full details on the project analysis.

Opportunities

The City has taken steps to prepare for a transition of the corridor. The City owns all 34 acres of the proposed development site and the Nevada Department of Transportation (NDOT) controls the stretch of the Boulder Highway Corridor running through Henderson. This site would be ideal as the gateway to Henderson, expressing the community's commitment to quality and its efforts to change the image of the corridor. This

area is within the City's Eastside Redevelopment Area and is eligible for tax increment financing investments.

With the Investment Strategy already in place, the City has taken key steps to advance development goals, including updated land-use regulations, design standards, and landscaping standards to accommodate bus rapid transit (BRT) and light rail transit (LRT) stations through a mixed-use, transit-oriented corridor that is anchored by a series of station areas and catalyst sites.

The site has locational advantages. The site is uniquely located within easy access of the freeway and close to a variety of community amenities, including Wetlands Park, Sam Boyd Stadium,

Community input: parks and open space

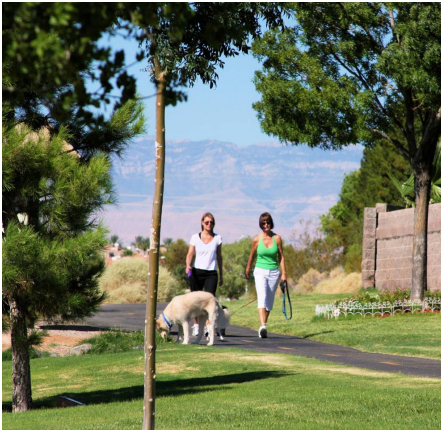
"There are not enough safe parks for children in this area, and the ones that they have currently are run down."

"Need a dog park on this side of Henderson."

"Adding a small park near residential will enhance the area."

"I love the Wetlands Park and would like to see more trails that are closer to the river that runs along the trail, but never quite next to it."

²Boulder Highway/Gibson Opportunities and Barriers Report. Southern Nevada Strong Opportunity Sites Team. <http://www.southernnevadastrong.org>.



Above: Workshop participants emphasized the need for pleasant walking trails in the area.

Below: Boulder Highway is and will continue to be one of the main transportation spines in the region from Las Vegas to the City of Henderson.

Cowabunga Bay, and the Clark County Heritage Museum. Future development at Union Village will provide amenities and shopping for the neighborhood.

Development could create neighborhood connectivity and services. A review of the 2009 Social Study completed for the Las Vegas region found that social connectedness with neighbors is a significant predictor of neighborhood satisfaction.³ Providing a central activity node, or “third place” (meaning, a place outside the home or workplace) for neighbors to gather, could strengthen community ties for the neighborhood. In addition, thoughtful development of open space and paths at the site could help to bolster Henderson’s already strong reputation of providing quality open space. Henderson features more parks and recreation facilities per capita than any other city in Southern Nevada and its more than 100 miles of developed trails provide transportation alternatives for residents and visitors.⁴

According to an ethnographic study of the corridor done by UNLV students, the area lacks sufficient stores to fulfill daily needs in the area, and many residents rely on convenience stores for groceries. According to these students, making a grocery store work in a more urban setting would be somewhat unique locally, but is a real need in the area.⁵

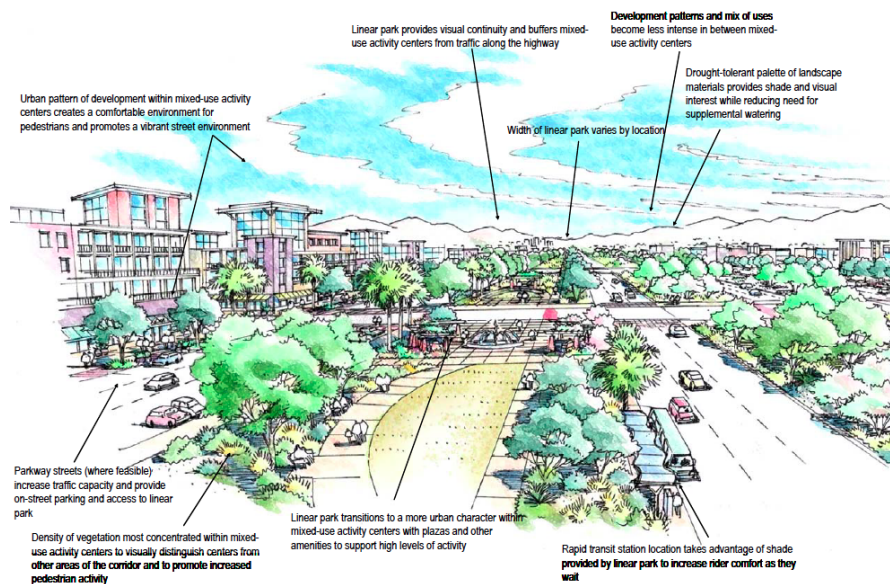
The area has relatively high numbers of transit riders. Boulder Highway is a priority transit corridor and the Regional Transportation Commission of Southern Nevada (RTC) already has invested in BRT service from Henderson’s downtown Water Street District to downtown Las Vegas. There is high transit ridership on the corridor, which is expected to increase by 107% by 2020, according to RTC. Twenty percent of corridor households rely on transit as their primary source of transportation.

³Dassopoulos, A., C. D. Batson, et al. (2012). “Neighborhood Connections, Physical Disorder, and Neighborhood Satisfaction in Las Vegas.” *Urban Affairs Review* 48(4): 571-600.

⁴Henderson Demographic Profile, 2014.

⁵Baiocchi, G., Graizbord, D, Lotesta, J, Rodríguez-Muñiz, M., 2013.

Investment can reshape this intersection, providing a template for development at other sites along Boulder Highway. The opportunities and barriers are not unique to this intersection, but apply all along Boulder Highway. In the longer-term, pedestrian access and permeability should be prioritized. This is accomplished by ensuring multiple locations for pedestrians to enter a site, clear way-finding, internal pathways and sidewalks within the sites, and well-marked crossings of any parking lots or streets.



The 2009 Boulder Highway Investment Strategy envisioned a transit-oriented spine on Boulder Highway linking downtown Las Vegas and with downtown Henderson

There are several major developments planned near the site with the potential to attract additional residents, visitors, and businesses. Cadence, a mixed-use master planned community that fronts Boulder Highway at Warm Springs, currently is being developed, representing significant redevelopment momentum. Given new developments coming online in the area and the need for pedestrian safety, this may be an opportunity to re-engage

a regional and local audience in building community support for transformation.

Future households will be looking for high-quality, mixed-use development. The site's proximity to existing and planned residential uses could attract the types of commercial uses allowed under the existing zoning. The 2009 market analysis that supports the Investment Strategy found that opportunities exist within the

Community input: transit

"If it doesn't have one already, a dedicated lane for the bus to turn into to load and unload passengers (to avoid tying up traffic)."

"Excellent location to add light rail from Henderson into downtown, the Strip, and other locations."

Meeting the housing needs for future residents

To meet the demands of our region's changing population, our housing market will need to offer different products in more diverse locations. By 2035, our population will be larger, more diverse, and older. In the long term, changing demographics, increasing transportation costs, and a changing economy could all drive major changes in housing demand:

- Growth in the 65+ population will create new demands for affordable, accessible housing.
- Seniors will be selling off more units than they can occupy.
- Echo Boomers/Millennials (Age 17-30 in 2014) have held out longer in buying a home, because they have had wage stagnation and high unemployment.
- Rental housing demand is likely to climb in coming years.
- Homeownership rates among Black and Hispanic Americans have suffered significant setbacks, but there is still a strong desire among many to own a home.
- Transportation costs will be a key factor when households consider where to locate.

corridor for additional residential density that can grow and diversify the existing retail, restaurant, and service base. In addition, regional analyses on future housing demand point to the need for a diversified housing stock, offering a variety of specialized housing that caters to specific populations, such as assisted care, active living communities, homes for extended families, etc.

Barriers

Based on the review of existing land use conditions and development regulations, the following section summarizes potential barriers to future development of the area. A more detailed description of these barriers can be found in the Opportunities and Barriers Report.

The corridor has a poor pedestrian environment. Boulder Highway, despite declining traffic volumes, has fast-moving traffic, few opportunities for pedestrians and cyclist travel along a dedicated or protected facility, and a very limited number



Several apartment complexes in the area, shown above, provide housing for residents with a mix of incomes.

of crossings. Boulder Highway's width, design, and speeds hinder east-west pedestrian connections and economic activity. The corridor has experienced many accidents involving pedestrians in the past decade.

Residential developments adjacent to the vacant parcels have walls along their boundaries and no obvious mechanisms to connect to new development on the Opportunity Sites. There is potentially some opposition to a high-density development from surrounding neighborhoods, especially if there are large transportation impacts. The current development pattern is not oriented toward the highway. High-value properties are located away from the corridor, exactly the opposite of other commercial corridors. Property owners in the area have not been engaged in a discussion to increase connectivity with pedestrian pathways connecting neighborhoods.

Any improvements to the transportation infrastructure at the site require the coordination of

Case Study: State Road 7, Florida

State Road 7 is a 32-mile arterial highway in Florida with aging commercial strip development and few amenities for transit riders or pedestrians. The 17 municipalities along the route formed a collaborative to transform the arterial into a mixed-use, transit-oriented corridor with high-density activity centers at primary intersections. The collaborative received almost \$2 million from the U.S. Federal Highway Administration for planning activities and community outreach. A strategic master plan for the corridor changed the land

use designation along State Road 7 to "transit-oriented corridor" and promoted smart growth principles. Major infrastructure changes include widening the corridor to accommodate future transportation improvements in some areas and reductions in other areas to facilitate urban-scale redevelopment. The transformation also includes premium transit (fixed rail or bus rapid transit) and pedestrian amenities, such as high-visibility crosswalks and medians (Urban Land Institute, 2012).

three agencies with overlapping but different scopes: the City, NDOT, and RTC. Conflicts in vision among the three agencies may hinder the optimal development of the corridor for Henderson. The City is responsible for local connections, including bicycle and pedestrian planning, and

has the most interest in seeing this corridor redevelop. NDOT aims to create a streamlined statewide transportation system prioritizing motor vehicles. The corridor is currently owned and maintained by NDOT as State Route 582 and is subject to statewide design standards and policies.

UNLV students conducted interviews with people who live, work and commute through the Boulder Highway Corridor about the challenges on the corridor. Pedestrian safety was a recurring theme, with participants citing incomplete sidewalks, limited crosswalks with short signal times, frequent jaywalking, and issues pedestrians are often trapped in the median between traffic flows



The corridor currently has limited sidewalks and fast speeds.

Market conditions do not call for transit-oriented development at this time, especially given the lack of supportive infrastructure.

Despite the City's efforts to create a vision for the corridor, the area is not ready to see high-density, transit-oriented development without significant investment in new infrastructure and strong partnerships between the City, RTC, and NDOT to realize the vision. The City's real estate strategy, developed in 2014, makes the following recommendation for the site, which is labeled Site 12: "Recommend strategic hold to see how Boulder Highway redevelopment shapes the market. Certain lower-value transitional uses could be economically feasible, but the gateway position of the property could argue against such development."

RTC transportation investments and Henderson policy do not align. The existing land use and zoning call for transit-oriented development, with a range of

commercial uses and multi-family housing. RTC completed upgrades to the corridor several years ago and is not likely to be able to invest heavily in transit improvements along Boulder Highway in the near-term.⁶

Planning for BRT within the right of way has underscored some of the conflicts between the RTC, the City, and NDOT's priorities for a multi-modal design in this corridor. This could threaten the City's ability to transition the corridor from a high-speed arterial alternative to I-95 to a more neighborhood-serving route that supports light rail.

However, there are no existing bus stops at the intersection and no plans for future stops near the site. Even with RTC attention, the Boulder Highway Corridor Investment Strategy calls for a transit stop at Sunset Road and Boulder Highway, which would be an 18-minute walk from Gibson Road and Boulder Highway.⁷

⁶Discussion with RTC Planning Division, June 2014.

⁷Boulder Highway Frontage Road Study Report, November 2012, p 9.

The site is not perceived as desirable. This area generally is not considered a desirable location in the valley and could, therefore, face financing challenges. Boulder Highway faces an enduring image as a lower-end, auto-oriented strip without a distinct identity. The corridor is known for its social services for the homeless population and illegal activities. Developers and other stakeholders indicate that there are better sites within the region that can capture the necessary rents for new transit-oriented and mixed-use development. Without coordination, it is unlikely the area will fulfill the City's vision for Boulder Highway's development through a thoughtful mix of uses and infrastructure.

Policy and finance issues interrupt continuity of implementation. The City has led land-use and policy changes to support reinvestment, but the corridor extends into Clark County and complementary changes do not extend into the County's side

of the corridor. The site is adjacent to county zoning and several land use types could conflict with the preferred vision for the Opportunity Site. Some of these uses include general commercial, light manufacturing, and a recreational vehicle park. Current City zoning directly southwest of the site allows for larger, single-use commercial development such as regional shopping centers, which could detract from future desired uses for the Opportunity Site. In addition, uses within the Airport Environs overlay—located on the south and west parcels—cannot create electrical interference with radio communications related to the airport. Exterior and interior noise level reduction for future development within this overlay also is required, including a noise disclosure for all new residential developments.

Community input: pedestrian experience

"Horrible problem with pedestrians jaywalking all along Boulder Highway – even school children running across median as well as adults and people in wheelchairs!"

"The bike lanes along Boulder Highway don't run into each other easily, run out, are awkward to maneuver. We need a nice clean bike lane from Boulder City to Las Vegas."

"Many of the walk signs on signals on Boulder Highway do not allow pedestrians the time to cross both halves of the highway on one walk sign. As a pedestrian, that means one has to wait at the center divider for the next walk sign. I've seen pedestrians become impatient and walk after the signal had changed but before they had a walk sign or even when the signal was against them."



Site readiness creates constraints. There may be some unforeseen development barriers. At Cowabunga Bay, work crews ran into caliche (a concrete-like mix of hardened calcium carbonate, gravel, sand, clay, and silt) 15 feet below the ground. The large power lines running parallel to Boulder Highway between Gibson and Galleria Drive also limit development opportunities.⁸ Power line easements that only allow parking and landscaping along Boulder Highway could impede pedestrian-friendly, mixed-use development.



Above: Cowabunga Bay, a waterpark adjacent to the study area, was completed in 2014, and attracts up to 5,000 visitors on a peak summer day.

Below: There are several vacant parcels near the site that could see future development.

⁸Boulder Highway Frontage Road Study Report, November 2012, p 9.



Bridge Street Concept.

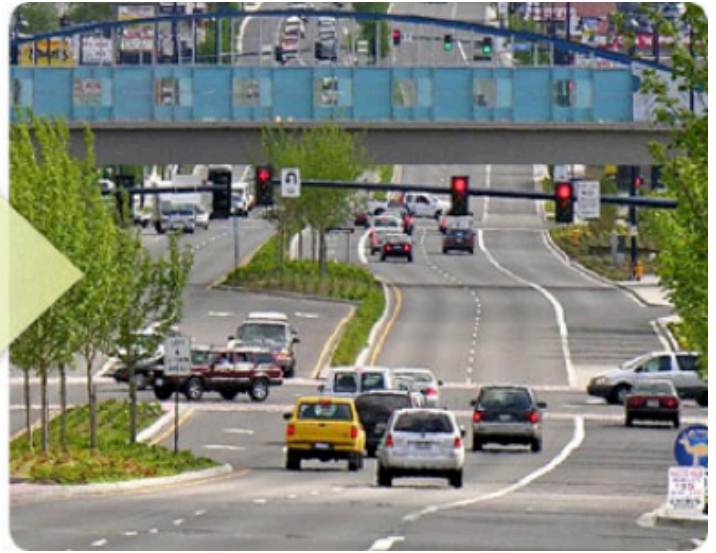
Case Study: Bridge Street Corridor in Dublin, Ohio

The Bridge Street Corridor in Dublin, Ohio is the neighborhood-center for the Dublin community. The area is located along Bridge Street, a highly traveled auto-dependent corridor, and Interstate 270. The east-west section of Bridge Street corridor is a busy state highway consisting of four travel lanes. Recognizing the changing

demographic of the area and the desire of young professionals to live in mixed-use areas, the city decided to transform the Bridge Street Corridor and core of its community. The city created a redevelopment plan for the area focusing on office and retail space, high-density multifamily housing, and future transit services. The city is

in the beginning stages of implementing the changes to the Bridge Corridor and is exploring opportunities for tax increment financing, special assessment districts, and public/private partnerships to help fund the changes (Urban Land Institute, 2012).

Source: http://tcrpc.org/departments/studio/sr_7_collaborative/lauderhill.htm



Aurora Corridor Concept.

Case Study: Aurora Corridor, Shoreline, Washington

Aurora Corridor is a suburban arterial in Shoreline, Washington that transformed from a highly congested and accident-prone corridor to a safe and appealing horizontal mixed-use corridor. In 1999, Shoreline decided to improve the safety of the corridor by increasing transit, improving aesthetics, and preserving existing neighborhoods while also catalyzing economic growth. Prior to 1999, the corridor comprised of four travel lanes and one turn lane, which carried over 40,000 vehicles and 7,000 bus riders along the corridor each day; however, the corridor also had one of the highest accident rates in the state. In 2005, the city began comprehensive redevelopment of the corridor. The city focused on major

infrastructure improvements along the corridor which included landscaped medians; extended side walks set back from the road to improve pedestrian conditions; relocated underground utility lines to improve aesthetics; new lighting to increase safety; a multimodal trail paralleling the road; a public plaza with recreational and gathering space; and increased bus service with stops a half mile apart. The city also created “business access and transit” (BAT) lanes to improve access to corridor businesses. While the project is not yet complete, accidents along the Aurora Corridor are down by 60 percent and redevelopment activity is occurring (Urban Land Institute, 2012).



implementation strategies

ECONorthwest and MIG developed a design concept, shown in Exhibit 4 and Exhibit 5, to communicate a potential development program on the site that reflects stakeholder feedback.

The concept incorporates the key ingredients of a successful neighborhood center: housing, retail services, transportation access, and open space. This concept is a long-term vision for the area that can be developed in stages as the development climate in the area changes and as public funds for investment in infrastructure become available. Redevelopment of this site as a neighborhood center hinges on:

- Improvements to the area's transportation infrastructure to support more active uses along the corridor, including

investments in improvements to the right of way by the City of Henderson and NDOT.

- Forward momentum on key developments on surrounding parcels (including Union Village). These developments could cause the Boulder/Gibson site to “tip” towards development feasibility for housing and retail development in the area.
- A coordinated vision for this site. This will require active champions among City leadership, local stakeholders, and City staff. There are likely other development types that may be feasible on this site in the near-term, such as strip commercial or low-density housing, which do not meet the community's vision for a neighborhood-serving destination with a mix of uses.

The design concept includes new mixed-use development on three sides of the intersection with a mix of housing, retail, and park space.⁹ Medium density multi-family housing, in the form of two- and three-story apartments and townhomes, is located to the back of parcels close to existing housing. Retail development would be included as a three- to four-story mixed-use building with a retail component consisting of small retail shops, a small-scale grocery store, dining establishments, and neighborhood service shops. A shared parking agreement between the housing and retail spaces helps to reduce the amount of parking spaces necessary for development. On the south side of the intersection where the City owns three acres, the City wishes to leave the land available for a public-private partnership with the property

⁹The diagrams show development where there are currently pole lines for NV Energy and an accompanying easement. In order for development in the easement, the City would need to negotiate with utility providers and other neighboring property owners about the potential to relocate the line, vacate that easement, and grant one elsewhere that could allow for full development of the site.

owner to the south, but will include gateway signage for the City of Henderson.

New multi-use paths, dedicated bike lanes, and sidewalks connect the site to surrounding neighborhoods and developments. New neighborhood pedestrian/bike connections provide increased connectivity for residents in the older neighborhoods to new amenities at the site. Shared bike/bus lanes along Boulder Highway help to calm the highway and provide a more functional rapid transit corridor.

Roles

There are many players that will have a role in the successful revitalization of Boulder Highway and Gibson and the Boulder Highway Corridor.

Key Actions

A series of interventions is necessary to support redevelopment. These actions are broken into two phases:

- Near-term: Remove any remaining policy barriers and undertake site preparation, but recognize that timing

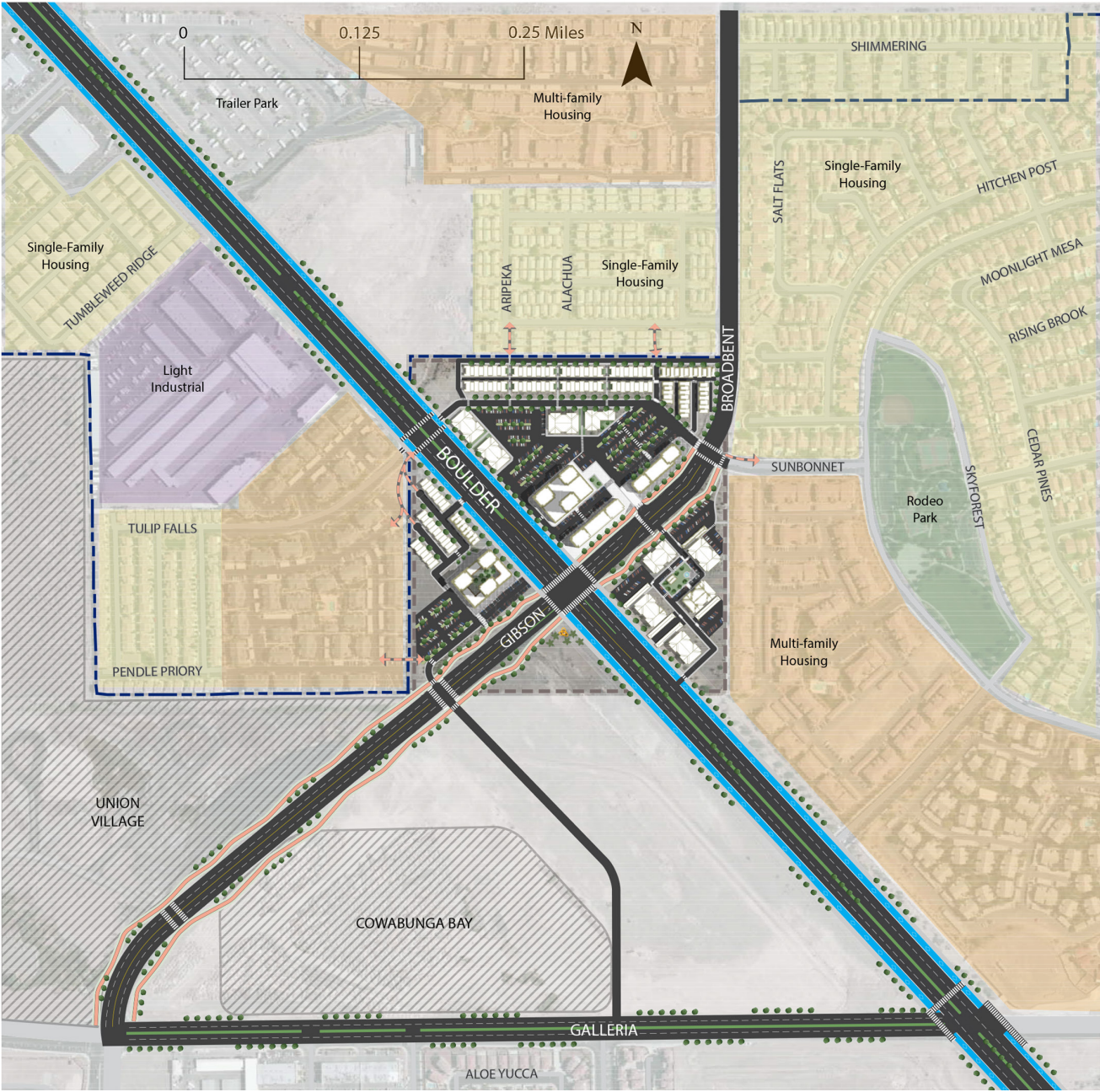
is probably not right in the near-term for investment. At the same time, the City should not turn away developers if they show interest in developing a neighborhood center at the site.

- Mid-term: As important catalyst developments occur at Cadence and Union Village, the City and its partners should invest in improvements around the site to increase its attractiveness for development. Then, the City should prepare to release an RFI/RFP for the site and detail which incentives the City can offer to potential developers.

EXHIBIT 3. KEY PLAYERS

ORGANIZATION	KEY ROLE
The City of Henderson	Coordinate partners (Adjacent property owners, other public agencies, developers)
• Planning	Adjust zoning code or other regulations as needed
• Parks	Identify opportunities to improve connections to Rodeo Park
• Public Works	Develop plan for improvements, based on plan priorities
• Council / Elected Officials	Approve disposition criteria, process, and final deal
• Redevelopment Agency	Identify funding sources, facilitate site disposition process, develop disposition criteria
NDOT: Boulder Highway	Coordinate on street improvements
RTC: Transit	Coordinate transit improvements
Private sector	Provide input, respond to any RFI's
Stakeholders	Provide input

EXHIBIT 4. BOULDER HIGHWAY/GIBSON LAND USE CONCEPT



Boulder Highway
Illustrative Concept - Context

8.22.2014 | Data sources:
City of Henderson Community
Development & Services
















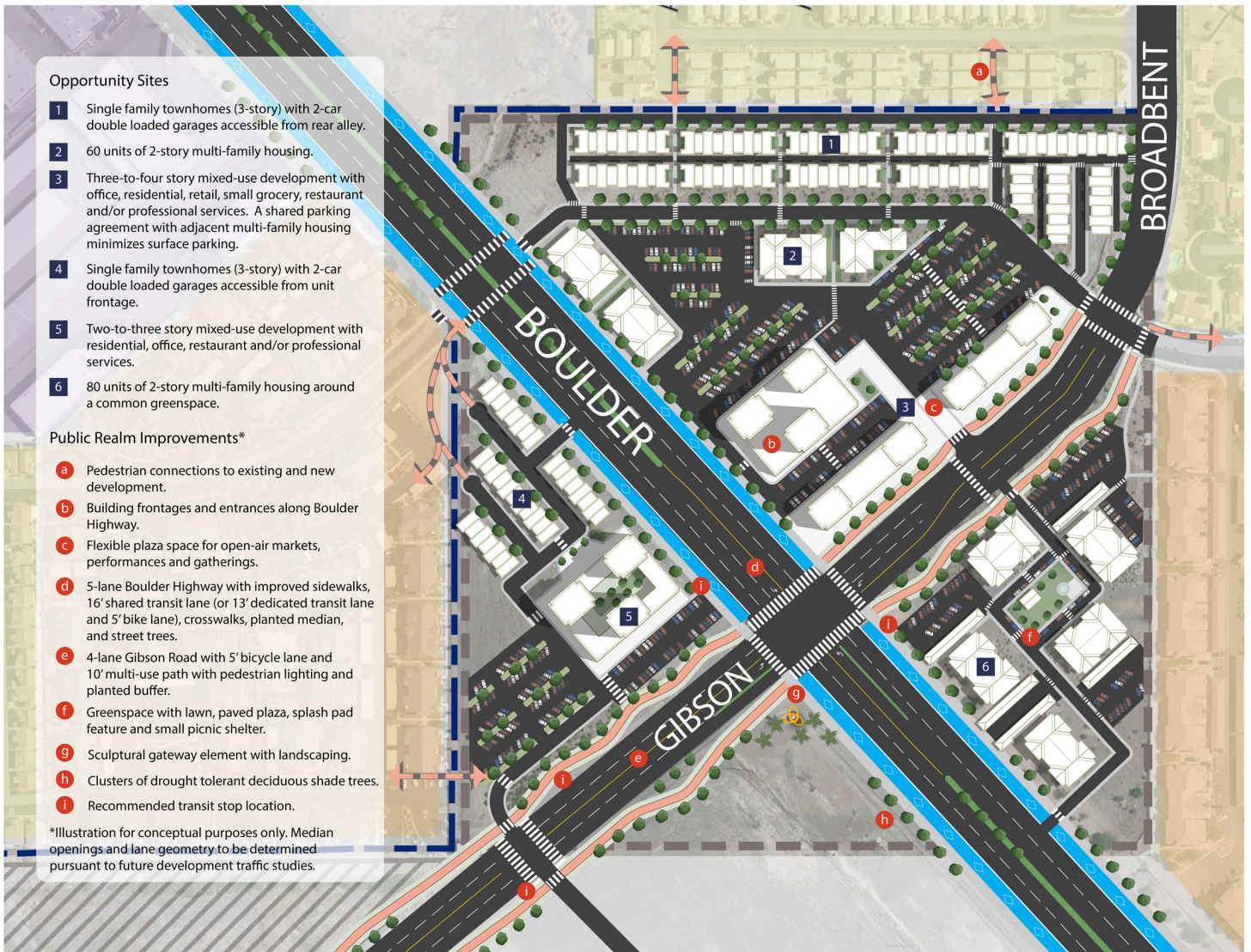
-  Boulder Highway Study Area Boundary
-  City Boundary
-  New and Redeveloped Sidewalks
-  New and Redeveloped Streets
-  Transit Lane
-  Pedestrian Crossings
-  Pedestrian Path
-  Single-family (E)
-  Multi-family (E)
-  Light Industrial (E)
-  Park (E)
-  Street Trees and Landscaping
-  Landscaped Median
-  Open Space
-  Planned Development
-  Gateway Element
-  Pedestrian Connection

EXHIBIT 5. BOULDER HIGHWAY/GIBSON LAND USE CONCEPT, ZOOM



Opportunity Sites

- 1 Single family townhomes (3-story) with 2-car double loaded garages accessible from rear alley.
- 2 60 units of 2-story multi-family housing.
- 3 Three-to-four story mixed-use development with office, residential, retail, small grocery, restaurant and/or professional services. A shared parking agreement with adjacent multi-family housing minimizes surface parking.
- 4 Single family townhomes (3-story) with 2-car double loaded garages accessible from unit frontage.
- 5 Two-to-three story mixed-use development with residential, office, restaurant and/or professional services.
- 6 80 units of 2-story multi-family housing around a common greenspace.

Public Realm Improvements*

- a Pedestrian connections to existing and new development.
- b Building frontages and entrances along Boulder Highway.
- c Flexible plaza space for open-air markets, performances and gatherings.
- d 5-lane Boulder Highway with improved sidewalks, 16' shared transit lane (or 13' dedicated transit lane and 5' bike lane), crosswalks, planted median, and street trees.
- e 4-lane Gibson Road with 5' bicycle lane and 10' multi-use path with pedestrian lighting and planted buffer.
- f Greenspace with lawn, paved plaza, splash pad feature and small picnic shelter.
- g Sculptural gateway element with landscaping.
- h Clusters of drought tolerant deciduous shade trees.
- i Recommended transit stop location.

*Illustration for conceptual purposes only. Median openings and lane geometry to be determined pursuant to future development traffic studies.

0 mi | 1/16 mi | 1/8 mi | N



Boulder Highway
Illustrative Concept - Detail

8.22.2014 | Data sources:
City of Henderson Community
Development & Services

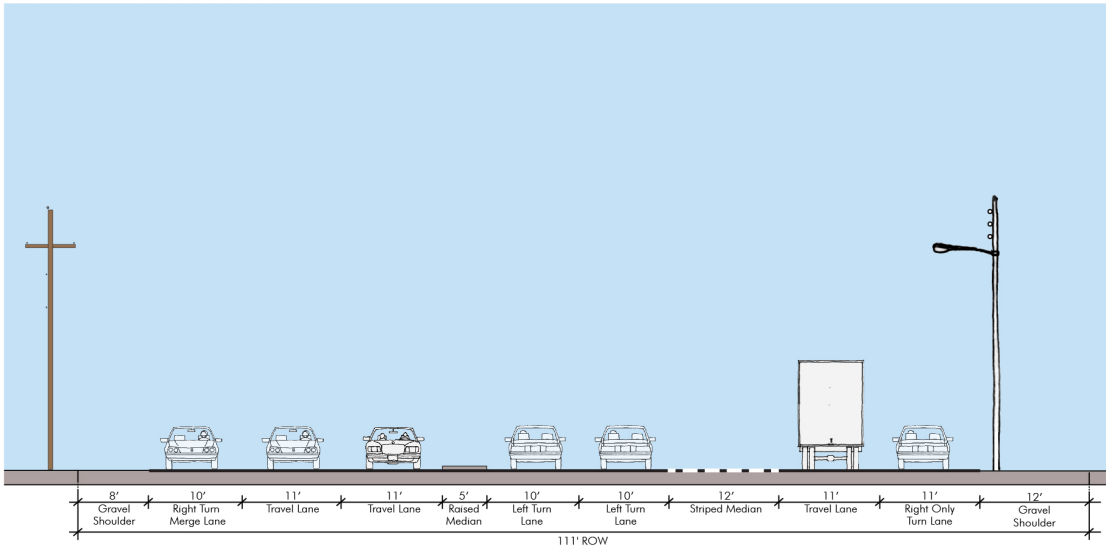
- Boulder Highway Study Area Boundary
- City Boundary
- New and Redeveloped Sidewalks
- New and Redeveloped Streets
- Transit Lane
- Pedestrian Crossings

- Pedestrian Path
- Single-family (E)
- Multi-family (E)
- Light Industrial (E)
- Park (E)
- Street Trees and Landscaping

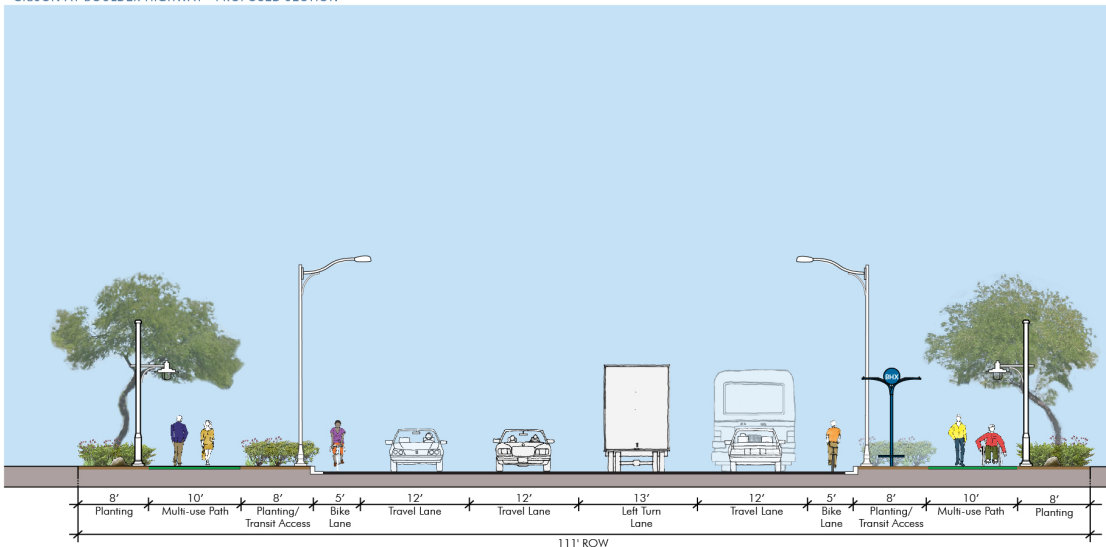
- Landscaped Median
- Open Space
- Planned Development
- Gateway Element
- Pedestrian Connection
- Opportunity Sites
- Public Realm Improvement

EXHIBIT 6. BOULDER HIGHWAY/GIBSON EXISTING AND PROPOSED SECTIONS

GIBSON AT BOULDER HIGHWAY - EXISTING SECTION



GIBSON AT BOULDER HIGHWAY - PROPOSED SECTION

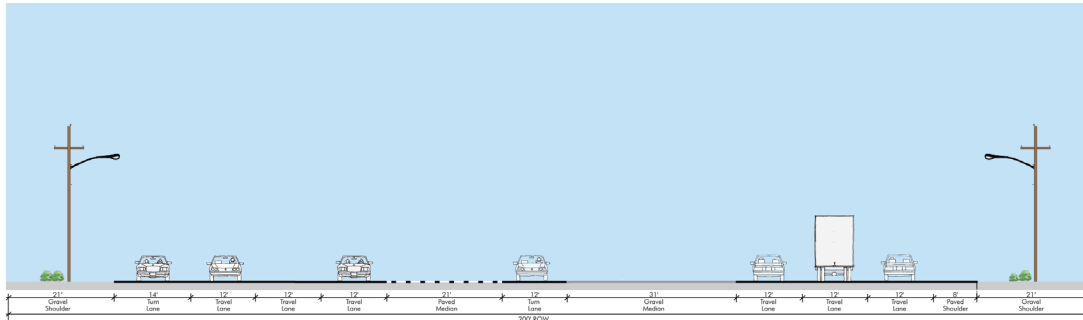


The existing street section of Gibson Road at the Boulder Highway intersection consists of a 111-foot right-of-way with an 11-foot travel lane and 11-foot right-turn lane (westbound), and two ten-foot left turn lanes, two 11-foot travel lanes and a ten-foot right turn/merge lane (eastbound), separated by a 12-foot striped median.

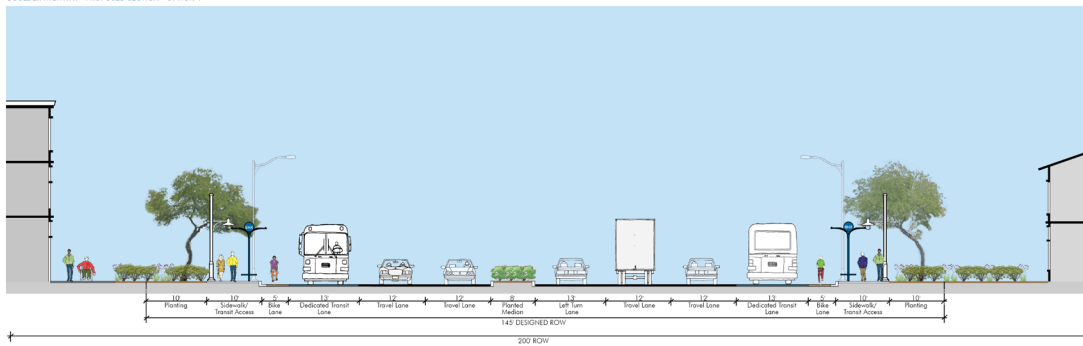
The proposed street section of Gibson Road would include a 12-foot travel lane and five-foot bike lane, and a 13-foot left-turn lane (westbound), and two 12-foot travel lanes and five-foot bike lane (eastbound). The proposed section includes a multi-use path (width varies), separated from the street by an eight-foot planting area on each side. The proposed section would fit within the existing 111-foot right-of-way.

EXHIBIT 7. BOULDER HIGHWAY EXISTING AND PROPOSED SECTION

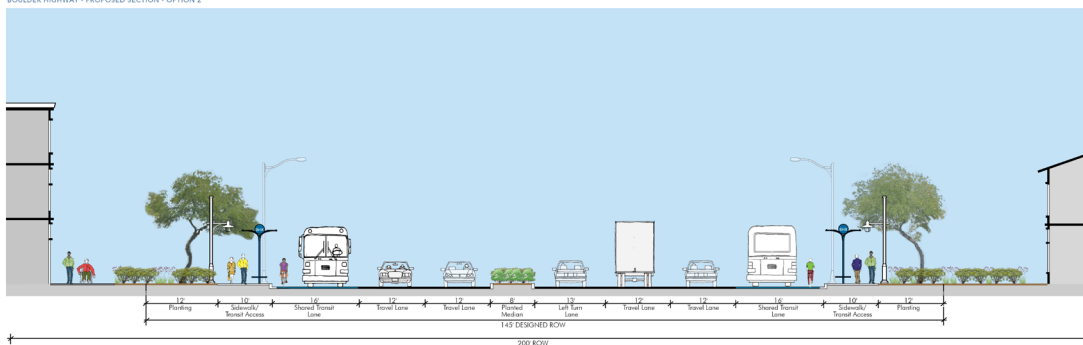
BOULDER HIGHWAY - TYPICAL EXISTING SECTION



BOULDER HIGHWAY - PROPOSED SECTION - OPTION 1



BOULDER HIGHWAY - PROPOSED SECTION - OPTION 2

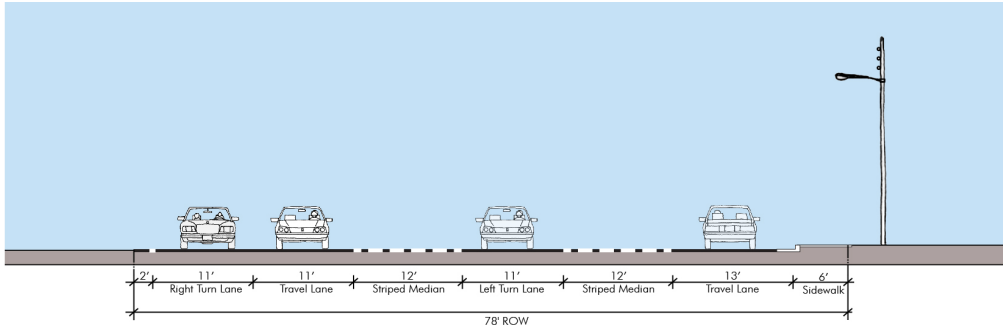


The existing street section for Boulder Highway at the Gibson Road intersection consists of a 200-foot right-of-way with three 12-foot travel lanes (northbound), and a 12-foot turn lane, 21-foot paved median, three 12-foot travel lanes, and a 14-foot turn lane (southbound) separated by a 31-foot gravel median.

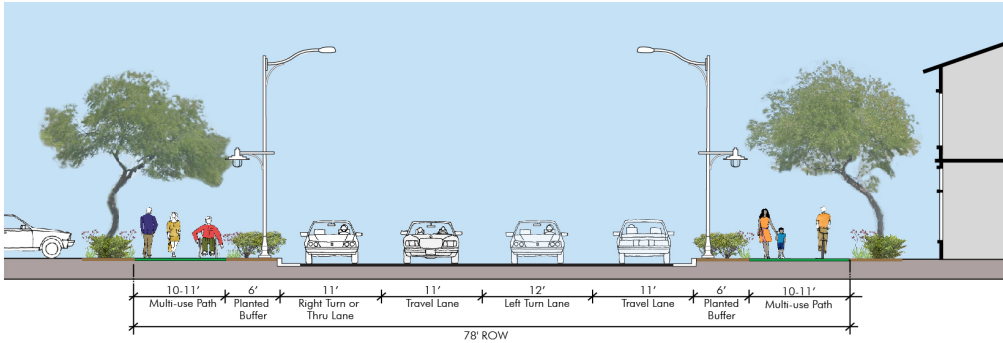
The proposed street sections consist of two alternatives. One includes a dedicated transit lane and separated bike lane. The other includes a shared transit/bike lane. Both options include two 12-foot travel lanes and a 13-foot turn lane (northbound) with a planted median (width varies).

EXHIBIT 8. BROADBENT/BOULDER HIGHWAY EXISTING AND PROPOSED SECTION

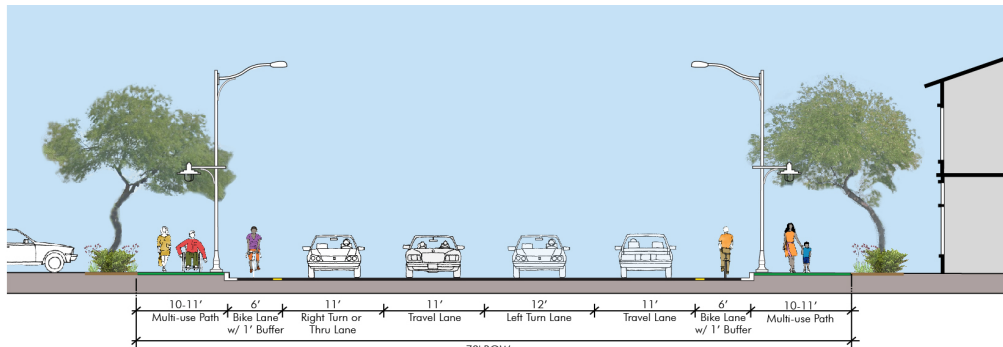
BROADBENT AT BOULDER HIGHWAY - EXISTING SECTION



BROADBENT AT BOULDER HIGHWAY - PROPOSED SECTION - OPTION 1



BROADBENT AT BOULDER HIGHWAY - PROPOSED SECTION - OPTION 2



The existing street section of Broadbent at the Boulder Highway intersection is a 78-foot-wide street right-of-way, consisting of a six-foot sidewalk, 13-foot travel lane, and 12-foot striped median (eastbound), an 11-foot center turn lane, and an 11-foot travel lane and 11-foot turn lane (westbound).

The proposed street section could consist of two primary alternatives. The first (Option 1) would consist

of an 11-foot travel lane (westbound), a 12-foot turn lane, and an 11-foot travel lane and 11-foot turn lane (eastbound). Both street sides would feature a multi-use path (width varies), separated from the street by a six-foot planted buffer. The second option (Option 2) would include the same travel lanes and turn lanes, but would include a six-foot separated bike lane adjacent to the proposed multi-use path, instead of the planted buffer shown in Option 1.

EXHIBIT 9. ACTIONS

KEY	<i>Rationale/Problems to Overcome</i>	<i>Interventions Needed</i>	
<p>These Preliminary Actions set the stage for development by making key policy changes, establishing partnerships, and being receptive to developer interest on the site.</p>			
<p>A. Demonstrate public commitment to Sites</p>	<p>This area generally is not considered a desirable location in the valley and could, therefore, face financing challenges.</p>	<p>Policy</p>	<ul style="list-style-type: none"> • Clarify and adopt decision framework for near-term developer interest. • Update Master Streets and Highways Plan to incorporate dedicated bike lanes along Gibson Road and Broadbent. • Amend zoning code to provide more flexibility and meet market realities; consider converting to parking maximums. • Follow up SNS opportunity site work with a set of immediate strategies to position the site for future opportunities. Strategic hold unless a developer expresses interest.
		<p>Partners</p>	<ul style="list-style-type: none"> • Property owners: Work with key property owners (Brisco Holdings) on potential partnerships with their developments. • Neighborhoods: Establish a relationship with local HOAs to provide pertinent information on the progress of site development. • NDOT • Utility providers • RTC for locations of transit stops and initiating conversations about route changes; funding for pathways and roadway improvements.
		<p>Projects</p>	<ul style="list-style-type: none"> • Consider interim uses to raise profile of the site, based upon the decision framework. Landscaping along roads. • Improvements to pedestrian crossings at Gibson. • Gateway feature at the SW Corner. • Pilot changes to Boulder Highway to create and test the viability of dedicated transit lanes.

KEY	<i>Rationale/Problems to Overcome</i>	<i>Interventions Needed</i>	
Mid-term Actions: Once the market supports new development at this site, make key investments in infrastructure.			
B. Development into mixed-use project	Once development is likely, the City can set the stage through policies and partnerships.	Policy	<ul style="list-style-type: none"> • Apply existing design and development guidelines. • Create incentives for transit-oriented development (below parking maximum). • Approve development agreements. • Evaluate opportunities to partner for parking structures to increase densities, use of TIF dollars.
		Partners	<ul style="list-style-type: none"> • Private sector: Send RFI to solicit information from potential developers. • Partner with any “Southern Triangle” development, using City holding as leverage. • Develop other funding tools, including developing an internal partnership with Redevelopment Agency. • Negotiate with utility providers to relocate power lines in the current easement to the east and west of Boulder Highway.
		Projects	<ul style="list-style-type: none"> • Site preparation • Negotiations for development agreements and potential public funding participation, including exploration of external funding sources and financial packaging.
C. Safe multi-modal transportation connections	The intersection is unsafe for pedestrians and bicyclists, and has limited transit connections.	Policy	<ul style="list-style-type: none"> • Revisit the 2009 Investment Strategy priorities to evaluate the appropriateness of all actions included in it, in particular a linear park along Boulder Highway. • Update Investment Strategy (2009) to reflect changes in development policy along the utility corridors. Likely to require updates to franchise agreements with City Attorney.
		Partners	<ul style="list-style-type: none"> • NDOT: Coordinate with NDOT on safe pedestrian and bike crossings at Boulder Highway; consider funding partnership. Secure a range of funding sources. • RTC: Coordinate on bus stop siting and potential re-routing.

EXHIBIT 9. ACTIONS (CONTINUED)

KEY	<i>Rationale/Problems to Overcome</i>	<i>Interventions Needed</i>	
Mid-term Actions: Once the market supports new development at this site, make key investments in infrastructure.			
C. Safe multi-modal transportation connections (continued)	The intersection is unsafe for pedestrians and bicyclists, and has limited transit connections.	Projects	<ul style="list-style-type: none"> • Improve safety through access management. • Invest in safe and comfortable conditions for active transportation. • Invest in multi-use pathways. • Add new transit routes and stops. • Design an inter-connected street system internal to the site. • Engineer and make investments in improvements to Boulder Highway, per pilot project in A.
D. Establish a cohesive neighborhood identity with placemaking	The area lacks a sense of identity and neighborhood pride.	Policy	<ul style="list-style-type: none"> • Adhere to a new and improved zoning code requirements to strengthen the area's identity and placemaking potential. • Identify incentives or establish a goal to partner for the development of an urban public / open space in the new development.
		Partners	<ul style="list-style-type: none"> • Potential developers • Home owner associations (South Valley Ranch, etc.) • Established commercial developments (Union Village, Cowabunga Bay, etc.) • Adjacent property owners to ensure pedestrian connectivity among development. • RTC
		Projects	<ul style="list-style-type: none"> • Incorporate public art into transit stations. • Create a more intensive landscape around BH/Gibson. • Use landscaping to transition between adjacent uses. • Provide consistent signage and gateway features (signage, banners, etc).



implementation steps

This section provides more details for the actions matrix in Section 3. The decision framework shown in Exhibit 9 can help the City decide whether it should make specific investments in the area.

Exhibit 9 provides an overview of the suggested actions for the City related to their property ownership. Specifically, the City should undertake the following actions to more closely coordinate their decisions with adjacent development and neighborhood interests.

A. Demonstrate public commitment to the area

Though full development of the area will require public investment, the City can undertake several actions that will require relatively little time, while establishing a more cohesive vision for the area.

To encourage a more urban, pedestrian-friendly development form in this area, the City will need to be a partner. Since this development form is untested, and since developers seek to minimize risk, public action is necessary to reduce risk and prove commitment to implementing the vision. Demonstrating that the City is prepared to invest in the site will increase certainty for any developers that may be interested in the site.

As a growing city with competing interests, the City must consider how much capacity it has to focus on Boulder Highway and Gibson as a priority site. Since the area has seen so little new investment but has a number of new projects in the pipeline, the City will need to evaluate how it can provide infrastructure and policies to best support new development.

Actions

Develop information packet.

Using work from this project, develop an information packet for the site that includes the development incentives that might be available to potential developers (co-investment in infrastructure, reduced development fees, assistance developing open space, etc.).

Solidify decision framework (see sidebar).

If a developer approaches the City regarding any portion of the site, evaluate the project using the decision framework, featured in the sidebar.

Establish partnerships in the area

- *Communicate with HOAs.* The City should communicate the results of this project to local HOAs through regular communication channels

and provide an avenue for feedback.

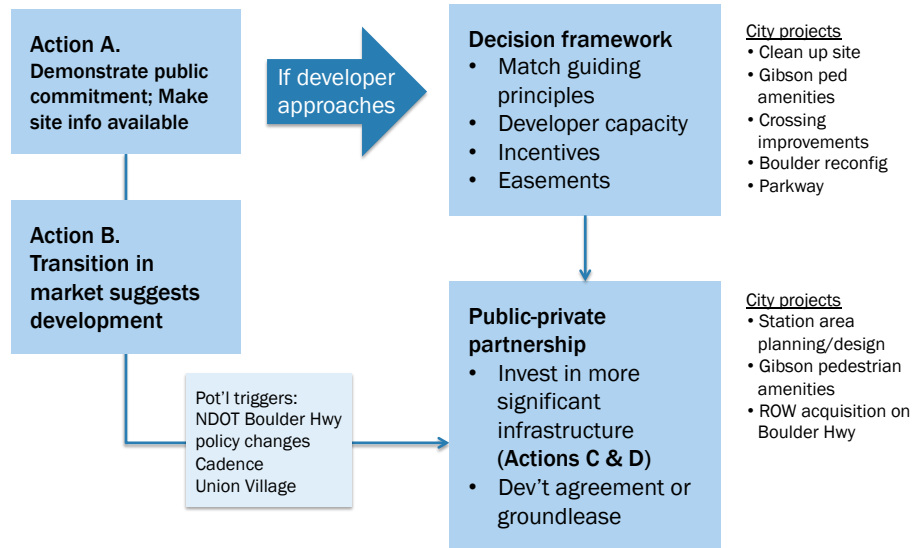
- *Establish better working relationships with large property owners.* Our team heard several times over the course of this project that communication with the City had primarily been during development review. The City should engage with property owners through the Redevelopment Agency or the Long-Range Planning Division in advance of detailed development plans to discuss the future of the area and suggest ways that partnerships could help to create a more cohesive neighborhood in this area.

Consider interim uses. The City should evaluate potential uses for the site that could mesh well with the neighborhood and provide some revenue to the City.

B. If market conditions support development, encourage partnerships

The 2009 and 2014 market analyses for the site found that

EXHIBIT 10. THE CITY’S ROLE IN THE BOULDER HIGHWAY/GIBSON DEVELOPMENT PROCESS



the demographics of Henderson could support a higher-quality mixed-use development with a mix of employment, retail, and housing. Without substantial improvements to infrastructure, this area will not be able to support that type of development. In order to achieve sufficient rent levels, the project will have to offer quality design and capitalize on transit opportunities, proximity to employment centers and commercial venues, as well as community facilities and services. Barriers include:

Political barriers: While the City may wish to hold out for a neighborhood-center type development, there may be interest in the short term for development types that do not match the City’s vision. To navigate those discussions, the City will need to be armed with the community’s vision for a more neighborhood-serving development on this site.

Infrastructure barriers: These are fully detailed in Action B.

Capacity barriers. Developers in the Valley say that it is difficult to get financing for innovative development types, such as live-work units and mixed-use projects anywhere in the Valley. Finding new sources of capital will be critical to making projects work in this area. With the exception of affordable housing developers, few developers have experience with federal programs such as HUD Section 108, 221(d)(4), New Market Tax Credits, etc.

Actions

If Union Village and Cadence reveal additional development opportunities for the site, or if NDOT policies change so that the infrastructure changes are easier to implement:

Invest in more significant infrastructure improvements to ready the site for new development (detailed in Sections C and D).

Improve parking requirements: The City should update parking requirements to encourage a reduction

in parking spaces and to incentivize use of public transit (assuming that RTC will locate a transit stop on the east and west sides of Boulder Highway near Gibson in coordination with new development). A transportation demand management plan would provide a comprehensive approach to reducing reliance on driving, offsetting the need for parking minimums.

Apply existing design and development guidelines:

The 2009 Investment Strategy outlines the necessary guidelines to create the desired development along the corridor. As a gateway to the City, new development within the Opportunity Site should strive to serve as a model for future uses throughout the corridor.

Identify incentives: Workshop participants identified the need for urban open space that is close to shopping amenities. To incent this type of development, the City can provide incentives or establish a goal to partner for the development of an urban public space in the new development.

Boulder Highway Decision Framework

Any new development proposal on the Boulder Highway/ Gibson site should be evaluated under the following decision framework:

Alignment with guiding principles: Does the proposed development match the guiding principles from this project and the Investment Strategy?

Capacity: Has the developer done similar projects in the past in the Valley or elsewhere?

Partnership interest: How will the developer partner with the City, RTC, and NDOT to guide off-site improvements in the area? Partnership with prospective developers and the City also should be explored as a way to design, develop and maintain a neighborhood-serving public open space that is attractive, safe, and accessible.

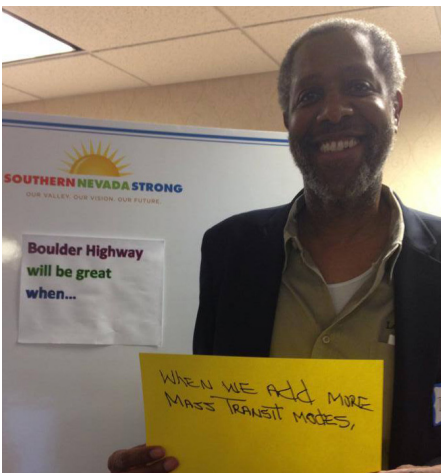
Incentives: What is the developer asking from the City? The City can leverage financial resources and provide other assistance to move forward with redevelopment activity.



developer risk and create a long-term revenue stream for the City. After the lease period concludes, there are a number of potential options, such as a lease renewal or transfer of ownership to the leaseholder.

C. Improve transportation safety and connectivity for all modes

The Investment Strategy and the Boulder Highway Landscape Design Manual (Design Manual) identify the site as the northern gateway to Henderson. As a gateway, the Opportunity Site parcels also will create a sense of arrival for all modes, including motorists, pedestrians, bicyclists and transit riders. Boulder Highway is a priority transit corridor, as the RTC has already invested in BRT service from Henderson’s downtown Water Street District to downtown Las Vegas. Twenty percent of corridor households rely on transit as their primary source of transportation. Therefore, it is essential to improve safety and connectivity for transit users while also designing for automobile users. An estimated 12% of all vehicle



The May 2014 workshop attracted about three dozen participants, who had lots of ideas for the area, including improvements to transit.

Site preparation: As an incentive, the City could offer to prepare the site for development and address any environmental issues.

- **Request for Information (RFI):** Send RFI to solicit information from potential developers. The RFI can include specific design objectives, what the City can offer, and what the potential development agreement may include. Development options:
 - **Sell** (with or without subsidy) with a development agreement.
 - **Ground lease.** A long-term ground lease can reduce

trips in the Las Vegas Valley either originate from or are headed to the corridor.

Public opinion from the May 2014 SNS Opportunity Site workshop (SNS Workshop) supported improvements to pedestrian and bicycle safety, including off-street shared-use pathways, better access to bus stops, lower speed limits and improved lighting. Participants in the workshop also called for improvements to public transit, including increased bus service, more/better bus stops, and possibly light rail. In addition, the City of Henderson Comprehensive Plan, adopted in early 2006, states that Henderson will build the community through “connected places,” meaning a local and citywide system of pedestrian walkways, bike trails, equestrian trails, public transit opportunities, and functional streets for vehicles. This theme also is emphasized in the Investment Strategy.

Key barriers to implementation include:

- **Poor pedestrian and bicyclist environment:** Despite declining traffic volumes, Boulder Highway has fast-moving motorized traffic and a lack of safe facilities for pedestrians and cyclists. There are also too few safe pedestrian crossings.¹⁰ Boulder Highway’s width, design, and speed also hinder east-west pedestrian connections and related economic activity.
- **Disconnected and underdeveloped land uses:** Existing residential neighborhoods near the Opportunity Site parcels are isolated from adjacent uses by fences or walls and lack direct vehicular or pedestrian connections to Boulder Highway and to newer development on the Opportunity Sites. This pattern has been driven, in large part, by the presence of incompatible uses that exist along Boulder Highway today.¹¹ There are also several vacant or underdeveloped properties

adjacent to the site that prevent a draw of visitors and limit new businesses.

- **Conflicting design standards and management goals:** Boulder Highway currently is owned and maintained by NDOT as State Route 582 and subject to statewide design standards and policies. Planning for the rapid transit within the right-of-way has highlighted some of the conflicts between the RTC, the City, and NDOT’s priorities for multi-modal design in this corridor. This could threaten the City’s ability to transition the corridor from a high-speed alternative to the Las Vegas Expressway (also known as I-95, the Great Basin Highway, or the Veterans’ Memorial Highway) to a more neighborhood-serving route that supports light rail.
- **Auto-oriented development pattern:** The development pattern in the surrounding area limits shorter trips that

¹⁰Boulder Highway Opportunities and Barriers Assessment, Planning Analysis Technical Memo, April 2014.

¹¹Boulder Highway Corridor Investment Strategy, December 2008.



Pedestrian, transit, and bicycle-friendly streets.

can be made by walking and biking. Many streets within the City have been constructed without crosswalks, with narrow sidewalks or even no sidewalks at all, creating an unsafe, uninviting environment for pedestrians and bicyclists.

Actions

- **Update city-wide plans and policies:** The City should elevate the envisioned future of the study area by coordinating policies and project priorities in related plans, including updating the Master Bicycle and Trails Plan.
- **Continue collaborative relationship with NDOT:** Through continued discussions, the City should pursue the transfer of this section of Boulder Highway from State to City ownership. In the interim, the City should work collaboratively with NDOT to improve safe crossings across Boulder Highway at the Gibson intersection. The City should work with NDOT to pursue a range of funding sources and allocate funding specifically dedicated for safety and active

transportation projects (e.g. sidewalk infill, pedestrian crossings and trails).

- **Increase partnership with RTC:** The City should coordinate with RTC to locate new bus stops at Boulder/Gibson intersection and in front of Union Village, as suggested in the Boulder Highway Concepts (SNS Highway Concepts) presented at the SNS Workshop. The Investment Strategy suggests building on RTC investments by designing shared stop locations between the BRT stations and fixed-route bus service.
- **Improve safety through access management:** Development and adoption of an access management plan can serve to reduce conflicts between vehicles, pedestrians, and bicyclists through a range of design and transportation strategies, such as consolidating or relocating driveways and adding center medians.
- **Establish safe and comfortable conditions for active transportation:**

Complete pedestrian and bicycle connections and access to transit throughout the corridor. Prioritize active transportation improvements on Boulder Highway, which serves as the flat, direct route to many key destinations, and extend this network into the neighborhoods to connect them to transit and other key places. Design safe and convenient pedestrian crossing by talking to NDOT about initiating traffic calming in the area to support redevelopment. Specific projects include:

- Explore the potential for a multi-use path along Gibson Road.
- Increase street lighting along Boulder Highway and Gibson.
- Work with surrounding neighborhoods to increase pedestrian paths through neighborhoods.
- **Prepare for dedicated transit lane:** Design for dedicated transit lane in Henderson along Boulder Highway, as suggested in the SNS Highway Concepts.

- **Add new transit routes and stops:** Provide future high-frequency feeder bus routes connecting existing routes and linking regional destinations to support BRT service. Provide new bus stops at the Boulder/Gibson intersection and in front of Union Village, as suggested in the SNS Highway Concepts.
- **Design an inter-connected street system:** Provide direct connections by establishing a street grid that orients the new development toward the Boulder Highway Corridor and provides access to and through the various neighborhoods and development areas.

D. Improve neighborhood identity through the creation of a brand for the site and accompanying improvements

The Investment Strategy identified “quality development” and “connected spaces” as two possible unifying themes in the larger corridor. The proposal for new design and development on the site aims to promote a stable Boulder Highway and Gibson



Enhanced transit and bike facilities will help to revitalize the corridor in the future.

Neighborhood Center, which will retain its quality over time and create beautiful public places within the City of Henderson. Improving neighborhood identity will give this corridor a much-needed facelift and help attract market opportunities. With planned developments such as Cowabunga Bay and high-density residential development such as Union Village and Cadence, a cohesive neighborhood identity will help transform the look and feel of the corridor from a typical highway corridor into a gateway and destination. A distinctive brand also will stimulate new and interesting retail environments and attract new businesses. It is essential to identify opportunities to integrate signature landscaping, public art and lighting, signaling that the Henderson portion of the corridor begins at the site. Barriers include:

- **Lack of common design:** Currently, the Boulder Highway frontage in the Opportunity Site consists of a range of adjacent uses, set back from the highway. There is inconsistent signage and the corridor lacks

a unified identity that would likely make the corridor more attractive for investment.

- **Inconsistent development pattern:** The Opportunity Site and surrounding development consists of vacant or underused parcels and a range of building types and scales. This characteristic limits the type of memorable or active street front that is attractive to potential businesses and visitors.
- **Unwelcoming and unsafe for all transportation modes:** Pedestrians and bicyclists have minimal buffering from the adjacent traffic lane. There are several stretches of sidewalks with various obstructions, including streetlights, utility, furnishings and news racks. In addition, sidewalks are not connected at many places in the Opportunity Site area (such as parts of Gibson Road). Vacant sites do not have sidewalks built, resulting in poor connectivity for pedestrians. As a result, the neighborhood lacks vitality that is brought into an urban environment by active pedestrian activity.

Actions

There are several policy changes and tools necessary to create a unified neighborhood identity. These include strategies to create a denser development pattern, tighter building form, balanced parking requirements and stronger connections between uses.

- **Adhere to the zoning code:** Policies and guidelines should continue to require new buildings to orient toward Boulder Highway and other streets, activating the corridor's linear park, where feasible. This helps in fostering a stronger sense of place and helps change the visual character of the neighborhood into an active, pedestrian-friendly street. In addition, development will be encouraged to have an "active" presence at the ground level. This can be accomplished by ensuring windows and balconies overlook streets and open spaces or by locating uses that attract a steady stream of people, such as retail shops and restaurants, at major intersections or adjacent

to transit stations or other public spaces. The zoning code also could reduce the visual prominence of surface parking within the corridor by limiting the amount of corridor frontage devoted to surface parking. Surface parking also should be located on the interior of the development, where feasible, and/or screened from adjacent residential neighborhoods.

- **Encourage a common theme through design guidelines:** Establish a strong visual identity that is unique to this northern gateway. The use of common materials, colors and textures in the design of canopies, directional signage and street lighting can be used to establish a recognizable image for the neighborhood. Artwork may be incorporated into the corridor in a variety of forms ranging from large, thematic sculptural elements to mosaic or embossed tiles or paving patterns in key areas, such as in and around rapid transit stations. It should have special design standards focused on improving the street as place to live,



work, and gather and include bike and pedestrian facilities, additional tree canopy, and other amenities.

- **Incorporate public art into transit stations:** BRT stations at the Opportunity Site parcels and in the neighborhood are ideal locations to incorporate public art. The community can engage in a public process to establish an image and identity for the



Above: Public art can help define and celebrate community characteristics and values.

Below: Beautiful, functional street landscaping.

neighborhood and public art can reinforce the neighborhood identity at intersections and transit stations.

- **Create a more intensive landscape around the Boulder/Gibson intersection:** Gibson Road and Boulder Highway intersection is identified as a “primary intersection in the Green Framework” of the Investment Manual. Landscape treatments at this intersection should focus primarily on offering shade for pedestrians and creating a safe, inviting oasis-like environment. Landscape design standards for the corridor are being updated to reflect this strategy.¹² The Investment Strategy report also suggests using formal landscaping enhancements (e.g., rows of trees) at the intersection. This would establish an identifiable character for this neighborhood and also provide shade for transit riders.
- **Use landscaping to transition between adjacent uses:** For the secondary intersections

(such as Broadbent Blvd. and Sunbonnet Ave.), the Investment Strategy recommends establishing a “looser”, more informal landscape character. To help create a more seamless transition between the Opportunity Site parcels and adjacent development, the character of primary intersection landscape enhancements should be reflected in landscaping for development adjacent to the linear park. The use of a similar plant palette and organization along the shared edge and along pedestrian corridors that serve the development can be used to create “fingers” of landscaping that extend to the east and west.

- **Provide consistent signage and gateway features:** Define entryways into the City with distinctive gateway signage on the southern parcel of the site. The corridor’s northern and southern limits (just past Gibson on the north and near the intersection of I-95

and Boulder Highway on the south) should be defined by a distinctive gateway feature in order to clearly distinguish Henderson from its neighbors and provide visitors with a sense of arrival. The gateway should consist of a combination of a monument sculpture and sign along with a formal landscape planting that quickly distinguishes the gateway from the more natural appearance of the parkway landscaping. For example, this gateway monument could be a simple low wall with the city’s name in raised reversed back-lit channel letters. The walls and letters at both entry points should be large enough to be seen by passing traffic and to acknowledge the scale of the right-of-way, but be proportioned, lit and sized to express Henderson’s dignified and low-key character.

¹²Standardized Design Guidelines for the City of Henderson Parks and Recreation Department. City of Henderson. http://www.cityofhenderson.com/parks/pdf/park_planning/standardized-guidelines.pdf

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appendix A

Southern Nevada Strong

Summary of Opportunity Site Workshop

Boulder Highway—May 19, 2014

Executive Summary

On May 19, 2014, Southern Nevada Strong and the City of Henderson hosted a workshop to seek public input on the site possibilities for the Opportunity Site located on Boulder Highway at Gibson/Broadbent. The workshop was held in an open house format that allowed participants to move at their own pace through six stations while providing feedback and getting input from members of the project team. About 36 people attended the workshop and provided input.

Key Findings

Transportation, Access and Public Transit Improvements

Participants strongly supported improvements to increase pedestrian and bicycle safety, including off-street shared-use pathways, better access to bus stops, lower speed limits and improved lighting. However, participant opinion was split on the idea of narrowing Boulder Highway. Not only did a number of participants express concern that narrowing the highway would affect traffic adversely, they also

suggested additional lanes on arterials such as Gibson and Broadbent. Overall, there was a fair amount of support for major streets to be four-lane with a median.

Participants also called for improvements to public transit, including increased bus service, more/better bus stops, and possibly light rail.

Retail, Community Services and Amenities

Participants strongly expressed the need for more shopping in the area, particularly grocery stores, and for more cafes and full-service restaurants. Other community services such as a hospital and community center were suggested.

Participants generally preferred 1- and 2-story buildings to preserve views. Interest was expressed in both small-scale businesses and large-scale shopping with a mix of services. Participants also noted the importance of planning carefully and making sure additions are needed before building, so that new commercial space doesn't remain vacant and property maintenance is sufficiently budgeted.

Housing

In terms of residential development, participants again favored two-story buildings over taller

options. Some concern was also expressed regarding an overabundance of rental and weekly housing. Some participants commented that renters, particularly short-term, are not as respectful of property as owners.

Parks and Recreation

Participants would like to see more areas for use as parks and public plazas. Trees, landscaping and pathways were also suggested as desirable additions to Boulder Highway. They noted that safety and accessibility are important considerations, and that shade and/or water features should be included. The area also needs more fun things to do.

Other

Some participants noted that if the area is to serve as a gateway to Henderson, the entrance needs to be distinct and well maintained – perhaps with the addition of a gateway monument.

Southern Nevada Strong

Summary of Opportunity Site Workshop

Boulder Highway—May 19, 2014

I. Introduction

On May 19, 2014, Southern Nevada Strong and the City of Henderson hosted a workshop to seek public input on the site possibilities for the opportunity site located on Boulder Highway at Gibson/Broadbent. The workshop was held from 6:00 -7:30 pm at the Best Western Hotel.

The workshop was publicized using a variety of methods including: postings on the Southern Nevada Strong and City of Henderson websites and social media including Facebook and Twitter; local media in both English and Spanish including radio advertisements, local newspaper listings, and an AM news radio interview; e-blasts to more than 2,500 Southern Nevada Strong followers, and postcards mailed to 4,000 nearby households.

About 36 people attended the workshop and provided input. Participants arrived early and were eager to share their opinions. Many visited the stations and then spent the remaining time talking with project team members and their neighbors. There was active discussion and several participants expressed appreciation for the opportunity to learn about the project and share their opinions.

II. Meeting Format

The workshop was held in an open house format that allowed participants to move at their own pace through six stations while providing feedback and getting input from members of the project team. Bi-lingual staff was available to provide translation assistance for those who spoke Spanish. Refreshments were provided, and a supervised Kids' Station provided an opportunity for children to color or read while their parents visited the stations.

At each station, they were provided information about the project and asked to provide specific input. The following briefly describes the activity at the station and summarizes the input received. A complete transcription of the comments received, as well as the imagery and concept drawings provided at Station 4, is provided at the end of the summary.

A. Station 1: Welcome and Sign-In

At the first station, participants were asked to sign in and provide general contact information. They also received a fact sheet about the opportunity site.

B. Station 2: Site Orientation

Participants were provided an opportunity to get oriented to the site and learn about the proposed goals for the project. Participants were asked to identify on a map where they lived and worked in relation to the opportunity site. They were also asked to comment on the goals.

C. Station 3: What We Have Heard So Far

At this station, participants were presented with six (6) general statements that reflected the main themes of the outreach conducted to date. The

statements were developed based on a review of the online survey data, and feedback received from small group discussions conducted at the February 26 Sothern Nevada Strong Summit and other meetings with staff and area stakeholders. Participants were asked to indicate whether they agreed, disagreed or were neutral on the statements. They could also provide additional comments to explain their responses.

D. Station 4: Site Possibilities

This station included scenarios of what could be possible at the site. It included imagery and concept drawings that showed what the preliminary analysis indicated could likely succeed at the site.

E. Station 5: Social Media Station

Participants were encouraged to write a response to the following statement: "Boulder Highway will be great when..." and then post a photo of themselves and their comment on the SNS Facebook page. They were also given the option of just having their comment posted as part of a collage of comments provided by the participants.

F. Station 6: Southern Nevada Strong

At the final station, participants were provided information about the Southern Nevada Strong regional planning process and given an opportunity to complete the online survey. The station included informational materials and numerous iPads for participants to use. SNS staff was available to provide assistance with the survey. Participants were also reminded of the opportunity to provide feedback on the overall SNS draft regional plan.

III. Workshop Results

Workshop participants provided the following feedback at this workshop.

A. Station 1: Welcome and Sign-in - Results

Almost three quarters of those participating in the activity lived near the site, with a small number scattered throughout Green Valley neighborhoods. Slightly more than half of the respondents worked around Boulder Highway, with the remainder working at locations throughout the Las Vegas Valley.

B. Station 2: Site Orientation - Results

The goals for the Boulder Highway opportunity site were listed as follows:

- Enhance Boulder Highway as a gateway to Henderson.
- Provide destinations and amenities, such as shopping and plazas, that are integrated into housing developments and serve the local neighborhoods.
- Improve the pedestrian experience with facilities and amenities such as wide sidewalks, seating, designated crosswalks, trees and landscaping, and increased lighting.
- Establish the area as a functioning neighborhood center that provides good access for transit, bicyclists, pedestrians, and cars.
- Identify a suitable mix of housing types for the

site such as townhomes, courtyard apartments and mid-rise apartments.

Participants commented that an entrance to Henderson must be distinct and well maintained, perhaps featuring a gateway monument. Several expressed the need to plan carefully before building or adding landscaping features to the area, so that new commercial space doesn't remain vacant, there isn't an overabundance of rental properties, and there is sufficient budget for maintenance. They would like to see more retail and dining options in the area—a number specified that the area particularly needs a supermarket. Several participants also expressed that they would like to see a park and/or trails in the area. They noted the importance of safety features for children and other users, including shade and/or a splash pad. Finally, participants stated that roads need better signaling for pedestrians and a consistent speed limit lower than 55 mph.

C. Station 3: What We Have Heard So Far - Results

Participants had mixed opinions about the outreach statements heard to date. The following reports the results of the dot voting at Station #3. (Note: green dots indicate that respondents agree with the statement; yellow dots indicate neutrality; red dots indicate that respondents disagree with the statement.)

1. The Boulder Highway opportunity site is close to major facilities and good infrastructure. (25 green dots, 1 yellow dot)

2. We should explore ways to improve Boulder Highway so that it is safer and easier for people to walk and bike. (25 green dots, 1 yellow dot, 1 red dot)

3. Narrowing Boulder Highway so there is more room for bikes, pathways and transit should be considered. (10 green dots, 3 yellow dots, 12 red dots)

4. The area would benefit from improved transit service. (19 green dots, 5 yellow dots, 3 red dots)

5. The feasibility of light rail in this area should be explored. (14 green dots, 6 yellow dots, 8 red dots)

6. The Boulder Highway could use more housing that serves different income levels. (6 green dots, 6 yellow dots, 15 red dots)

The most popular comment made at this station expressed the need for a small market or grocery within walking distance of this site. Other concerns shared by individual participants included NDOT's apparent unwillingness to address issues in this area, the lack of a bus stop at the Sky Forest/ Boulder intersection, the need for a full-service rather than fast-food restaurant, appropriate open/closed hours at Sam Boyd Stadium, and an

overemphasis on rental and weekly housing stock.

D. Station 4: Site Possibilities - Results

Following are the results of the dot voting at Station 4, where participants were asked to place a dot under the images in each category that they thought would be appropriate for the Boulder Highway site.

Retail:

- Mixed-uses with ground floor retail—3
- Single-tenant commercial—4
- Larger scale shopping with a mix of services—12

Respondents commented that they preferred 1- and 2-story buildings to preserve the view and smaller scale businesses.

Housing:

- Two-story condominiums—5
- Two-story condominiums and apartments—5
- Three- to four-story apartments—1

Respondents expressed concerns that owner occupied housing is needed since renters don't respect property as much.

Open Space:

- Public plazas with water features—9
- Larger open spaces and pathways—5
- Small open spaces and landscaping—3

Mobility:

- Four-lane street with median and separated sidewalk—7
- Two-way bus transit lanes—1
- Off-street shared-use pathway—7

General comments made at this station reflected several amenities that participants find lacking in the area: grocery shopping, activities (particularly for kids), and transit stops serving the Community Center and Union Village. A concern was also expressed regarding maintenance of new facilities.

Participants at this station also viewed and commented on two concepts for how this site could be redesigned. Several of those commenting on Concept 1 (see page 13) expressed concerns about road width and how it will affect traffic. They discouraged narrowing Boulder Highway and suggested additional lanes on Gibson and Broadbent to improve access. Several commenters also called for more amenities such as shopping and cafes, areas for exercise and dog-walking, and attractions for visitors in the mixed-use and housing areas on the north side of the site. They also noted concerns about graffiti in the canal area and suggested that private property owners assist with maintenance.

One participant commenting on Concept 2 (see page 14) found it more friendly to the neighborhood than Concept 1. Several noted the need for transportation and transit improvements such as

transit closer to Sky Forest, bus service for seniors, and better pedestrian access including paths from bus stops and access to Aripeka Street. Comments also suggested amenities including a hospital at Union Village, a community center at Tulip Falls, a shopping center on the east side of Boulder Highway, a grocery store at Gibson and Boulder, and a car wash.

E. Station 5: Social Media Station - Results

Participants in the social media activity at Station 5 expressed that the Boulder Highway site would be great when transit and transportation are improved by adding more public transit—including light rail—and providing safer and more bike paths. A suggestion was also made to increase safety by eliminating truck parking on Broadbent. Participants would also like to see grocery stores, more good restaurants, fun things to do, and outdoor spaces such as a handicapped accessible park, splash pad, trees and walking paths.

F. Station 6: Southern Nevada Strong - Results

It is estimated that at least half the workshop participants filled out the online survey at Station 6, which allowed them an opportunity to provide additional comments regarding the Boulder Highway opportunity site.

Summary of Opportunity Site Workshop

Boulder Highway—May 19, 2014

Transcription of Results

Station Comments

Station 1: Welcome and Sign-in

Comments

- 21 total home dots—15 centered around site (many from South Valley neighborhood), 6 scattered around Green Valley neighborhoods.
- 13 total work dots—8 scattered around Boulder Highway area, the rest scattered throughout the Las Vegas Valley.

Station 2: Site Orientation

Comments

- Be sure if landscaping goes in, it can be properly maintained in budget
- Gateway monument to announce arrival
- Be sure there is a need for something before building as there is lots of vacant commercial at Eastgate
- Area needs more retail and dining options
- Speed limits need to be consistent—55 mph is too high
- Area needs a supermarket (3 additional checks

on this comment)

- Make sure entrance to Henderson is distinct and well maintained
- If park, incorporate splash pad and/or shade
- Better signaling for pedestrians
- Be careful about too many renters
- Including a park should be considered
- Trails, shade and amenities where children can play safely

Station 3: What We Have Heard So Far

Dot Exercise

Note: green dots indicate that respondents agree with the statement; yellow dots indicate neutrality; red dots indicate that respondents disagree with the statement.

1. The Boulder Highway opportunity site is close to major facilities and good infrastructure. (25 green dots, 1 yellow dot)
2. We should explore ways to improve Boulder Highway so that it is safer and easier for people to walk and bike. (25 green dots, 1 yellow dot, 1 red dot)
3. Narrowing Boulder Highway so there is more room for bikes, pathways and transit should be considered. (10 green dots, 3 yellow dots, 12 red dots)
4. The area would benefit from improved transit service. (19 green dots, 5 yellow dots, 3 red dots)
5. The feasibility of light rail in this area should be explored. (14 green dots, 6 yellow dots, 8 red dots)

6. The Boulder Highway could use more housing that serves different income levels. (6 green dots, 6 yellow dots, 15 red dots)

Comments

- No place to catch a bus at SkyForest and Boulder
- NDOT is unwilling to address issues—waiting for Cowabunga to open (Additional check mark here)
- Need small market/grocery within walking distance (7 additional check marks here)
- Want restaurant—not fast food
- Keep Sam Boyd Stadium open or close it appropriately
- Concerns regarding housing stock—rentals and weeklys

Station 4: Site Possibilities

Comments

- Make sure that everything is maintained
- Community Center not enough transit stops—Union Village
- Kids—not enough to do
- Lots of Housing—not enough to do
- Grocery—Smiths, Sprouts, Fresh n Easy

Dot Exercise

Retail:

- Mixed-uses with ground floor retail—3
- Single-tenant commercial—4

Larger scale shopping with a mix of services—12

Comments

- Prefer 1 and 2 stories to preserve view
- Smaller scale businesses
- Housing:
- Two-story condominiums—5
- Two-story condominiums and apartments—5
- Three- to four-story apartments—1

Comments

- Renters don't respect property as much
- Need owner occupied housing
- Open Space:
- Public plazas with water features—9
- Larger open spaces and pathways—5
- Small open spaces and landscaping—3

Mobility:

- Four-lane street with median and separated sidewalk—7
- Two-way bus transit lanes—1
- Off-street shared-use pathway—7

Boulder Highway Concept 1:

- UNLV stadium needs a stop light
- Don't like narrowing the highway (Boulder Highway)
- Private property should help with maintenance
- Light at Stufflebeam and Gibson
- Graffiti in canal south of site
- Traffic could be a problem with this concept as Gibson is just one lane each way
- Need additional lanes to improve access on Gibson all the way across Boulder Highway
- Should be a bus stop on Boulder south of site
- Landscaping with a splash pad on orange site
- Need more lanes on Broadbent
- Northern Yellow site—cafes/coffee shops, outdoor mall, exercise—things to attract visitors
- Same site—more shops, place to walk dog

Boulder Highway Concept 2:

- This concept is more friendly to the neighborhood
- What are traffic implications of new development?
- Need transportation site closer to Sky Forest
- Hospital at Union Village site

- Community Center at Tulip Falls (just west of Boulder Highway)
- Bus Service for Seniors
- Shopping Center east side of Boulder
- Nicer path from bus stop
- Grocery store on northeast side of intersection Gibson/Boulder
- Car Wash
- Pedestrian access to Aripeka

Station 5: Social Media

Comments

Boulder Highway will be great when...

- When it has lots of fun things to do
- When we add more mass transit modes
- Transit opportunities and vibrancy
- There are grocery stores to shop in
- Want the area to be safer. No truck parking on Broadbent.
- When there are more good restaurants
- Bike paths exist
- Safer and more bike paths
- Closer shopping for groceries

STATION 2 BOARD



Goals for Boulder Highway

- Enhance Boulder Highway as a gateway to Henderson.
- Provide destinations and amenities, such as shopping and plazas, that are integrated into housing developments and serve the local neighborhoods.
- Improve the pedestrian experience with facilities and amenities such as wide sidewalks, seating, designated crosswalks, trees and landscaping, and increased lighting.
- Establish the area as a functioning neighborhood center that provides good access for transit, bicyclists, pedestrians, and cars.
- Identify a suitable mix of housing types for the site such as townhomes, courtyard apartments and mid-rise apartments.



STATION 3 BOARD

Here is what we've heard...



Place ONE sticker next to EACH of the following statements. Place a green sticker if you agree, yellow sticker if you are neutral and red sticker if you disagree.

The Boulder Highway opportunity site is close to major facilities and good infrastructure.	
We should explore ways to improve Boulder Highway so that it is safer and easier for people to walk and bike.	
Narrowing Boulder Highway so there is more room for bikes, pathways and transit should be considered.	
The area would benefit from improved transit service.	
The feasibility of light rail in this area should be explored.	
The Boulder Highway could use more housing that serves different income levels.	



STATION 4 BOARD

BOULDER HIGHWAY

Please place a dot under the images in each category that would be appropriate for the Boulder Highway site.

STATION
4



Mixed-uses with ground floor retail



Single-tenant commercial



Larger scale shopping with a mix of services



Two-story condominiums



Two-story condominiums and apartments



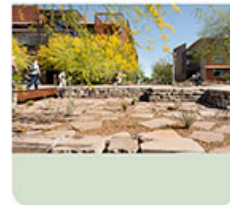
Three- to four-story apartments



Public plazas with water features



Larger open spaces and pathways



Small open spaces and landscaping



Four-lane street with median and separated sidewalk

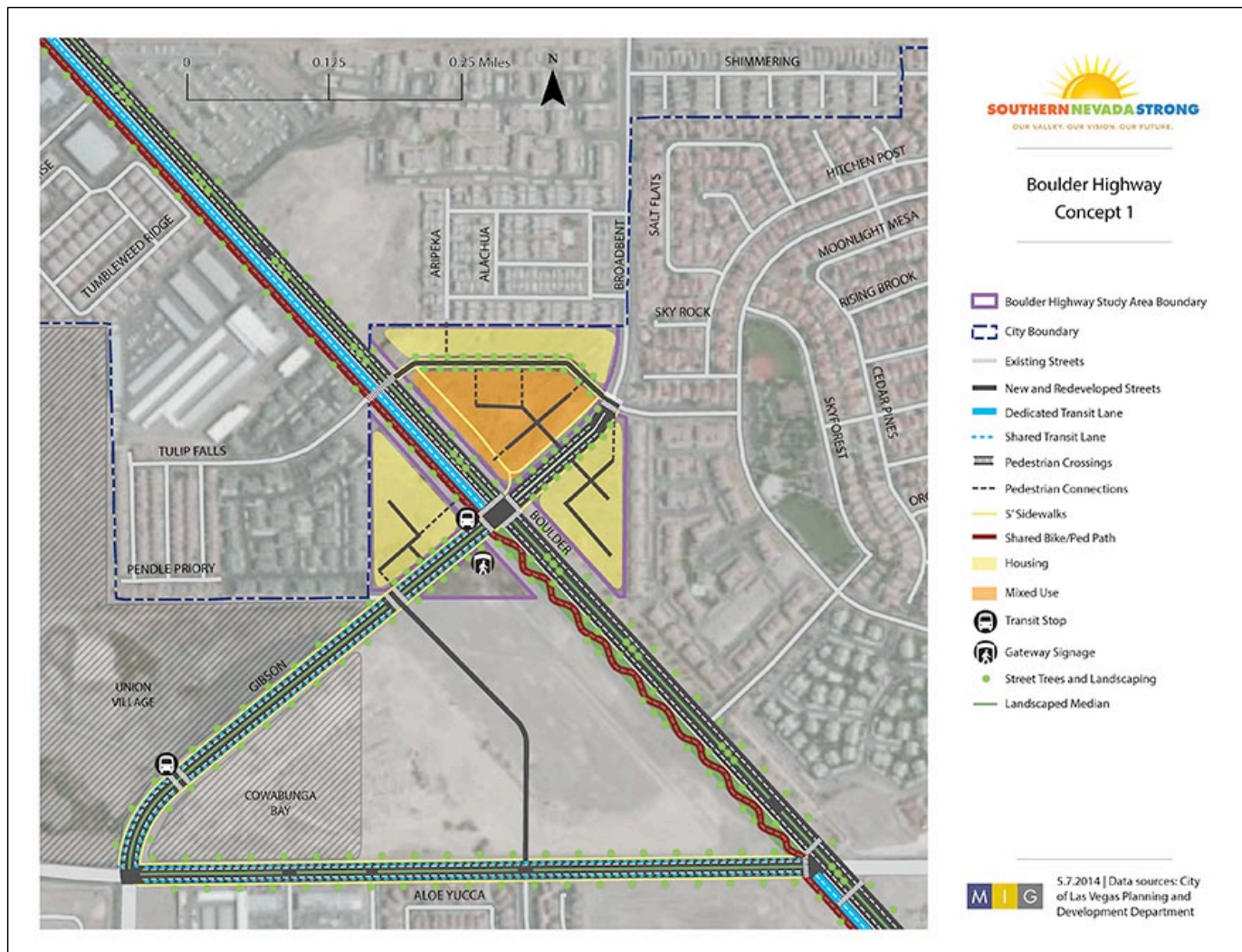


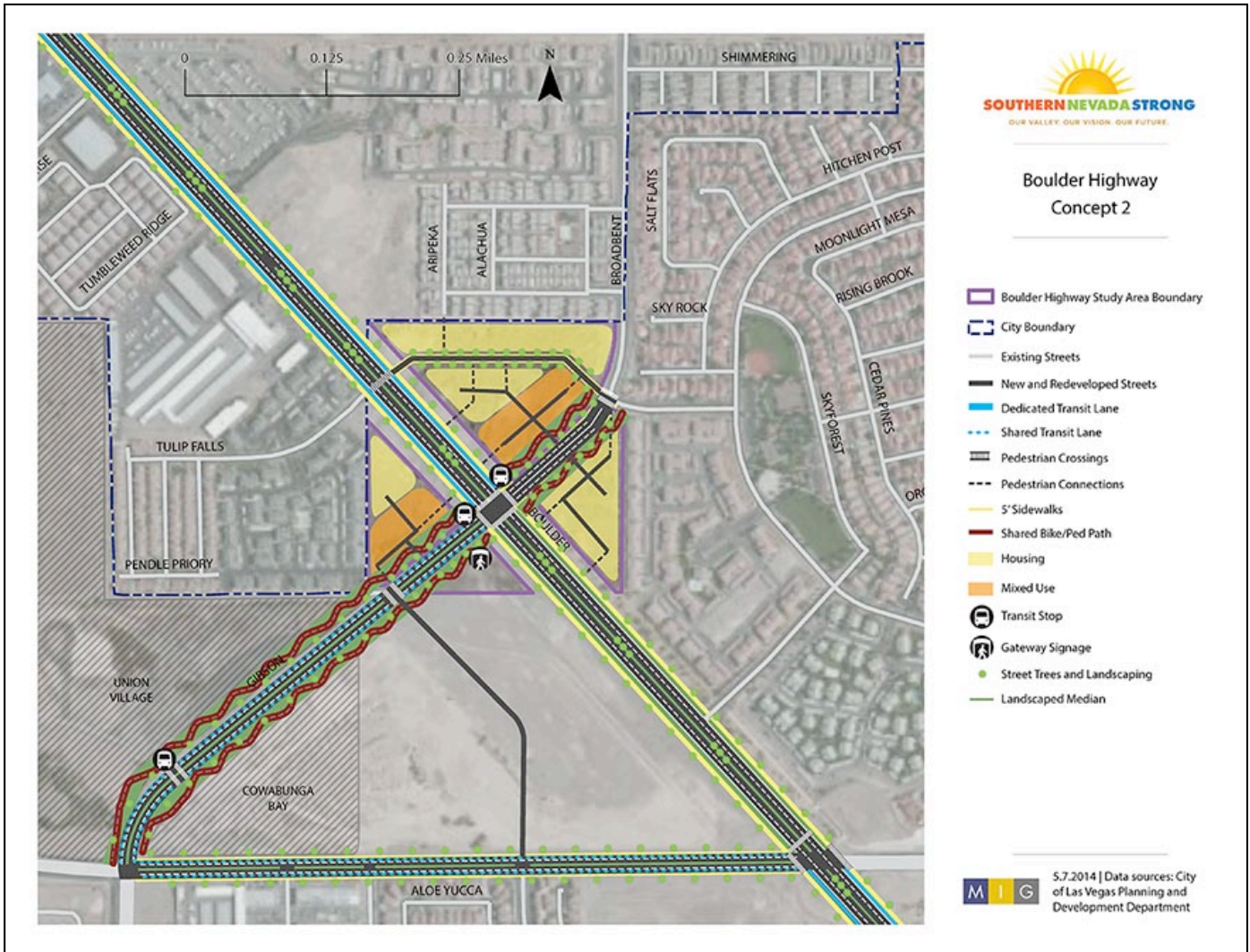
Two-way bus transit lanes



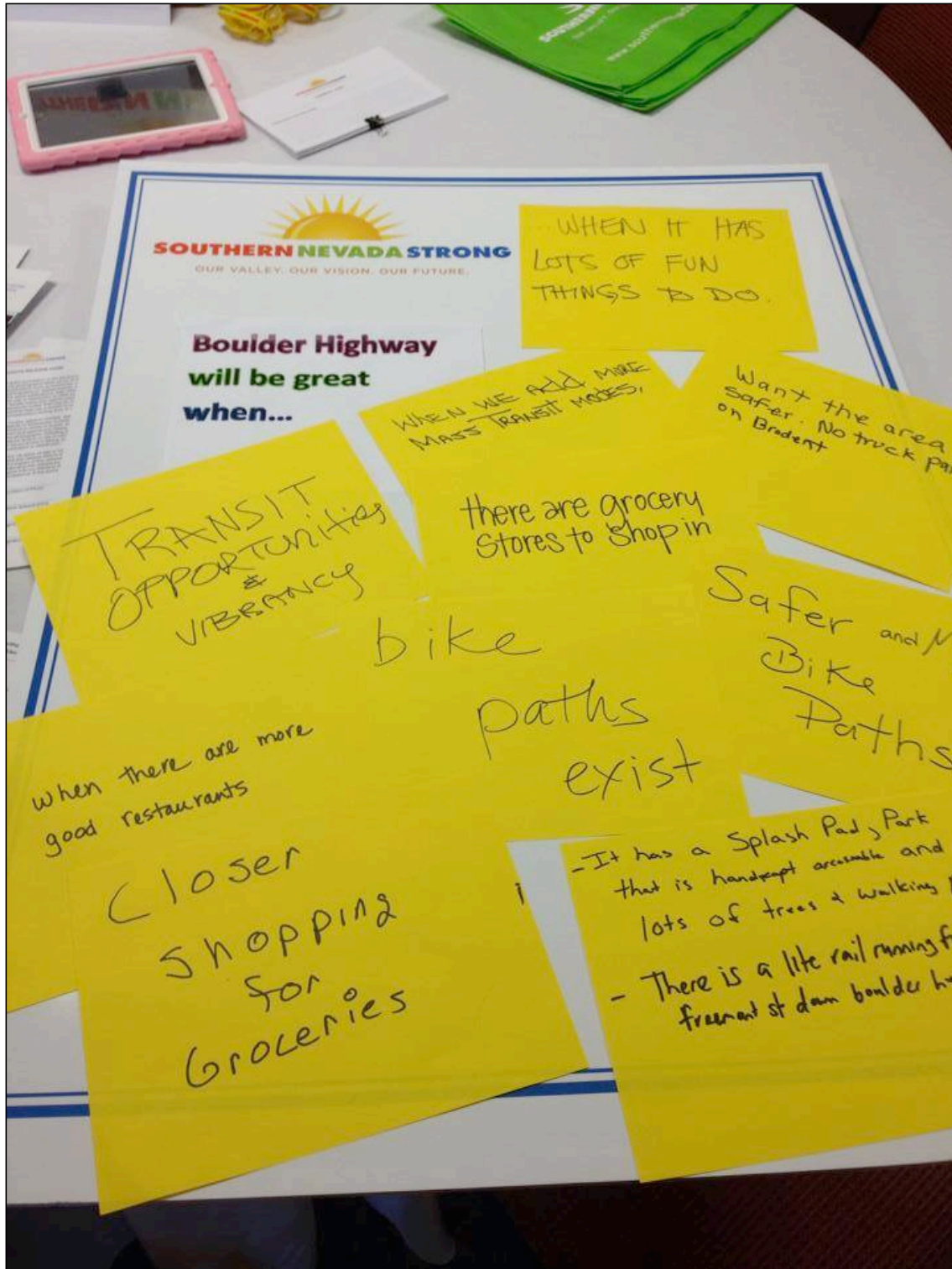
Off-street shared-use pathway







STATION 5 PHOTO



Acknowledgements

The City of Henderson is staffing this project on behalf of the Southern Nevada Regional Planning Coalition (SNRPC). The project team represents the interests of the entire region, and works with representatives from local governments and agencies throughout the valley. The SNRPC will oversee the process, and the Plan will be subject to adoption by the SNRPC and all member agencies. The final Plan is scheduled to be completed by February of 2015.

The project is leveraged by resources and in-kind matching funds from 13 regional partners to the Consortium. Consortium partners include:

- Southern Nevada Regional Planning Coalition (SNRPC);
- City of Henderson;
- City of Las Vegas;
- City of North Las Vegas;
- City of Boulder City;
- Clark County;
- Regional Transportation Commission of Southern Nevada (RTC);
- University of Nevada, Las Vegas (UNLV);
- Southern Nevada Regional Housing Authority (SNRHA);
- Southern Nevada Water Authority (SNWA);
- Clark County School District (CCSD);
- Southern Nevada Health District (SNHD); and
- Conservation District of Southern Nevada (CDSN).

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