



# Making TOD Work in the Heart of Suburban Sprawl

**Rocky Mountain Land Use Institute**

**March 6, 2009**

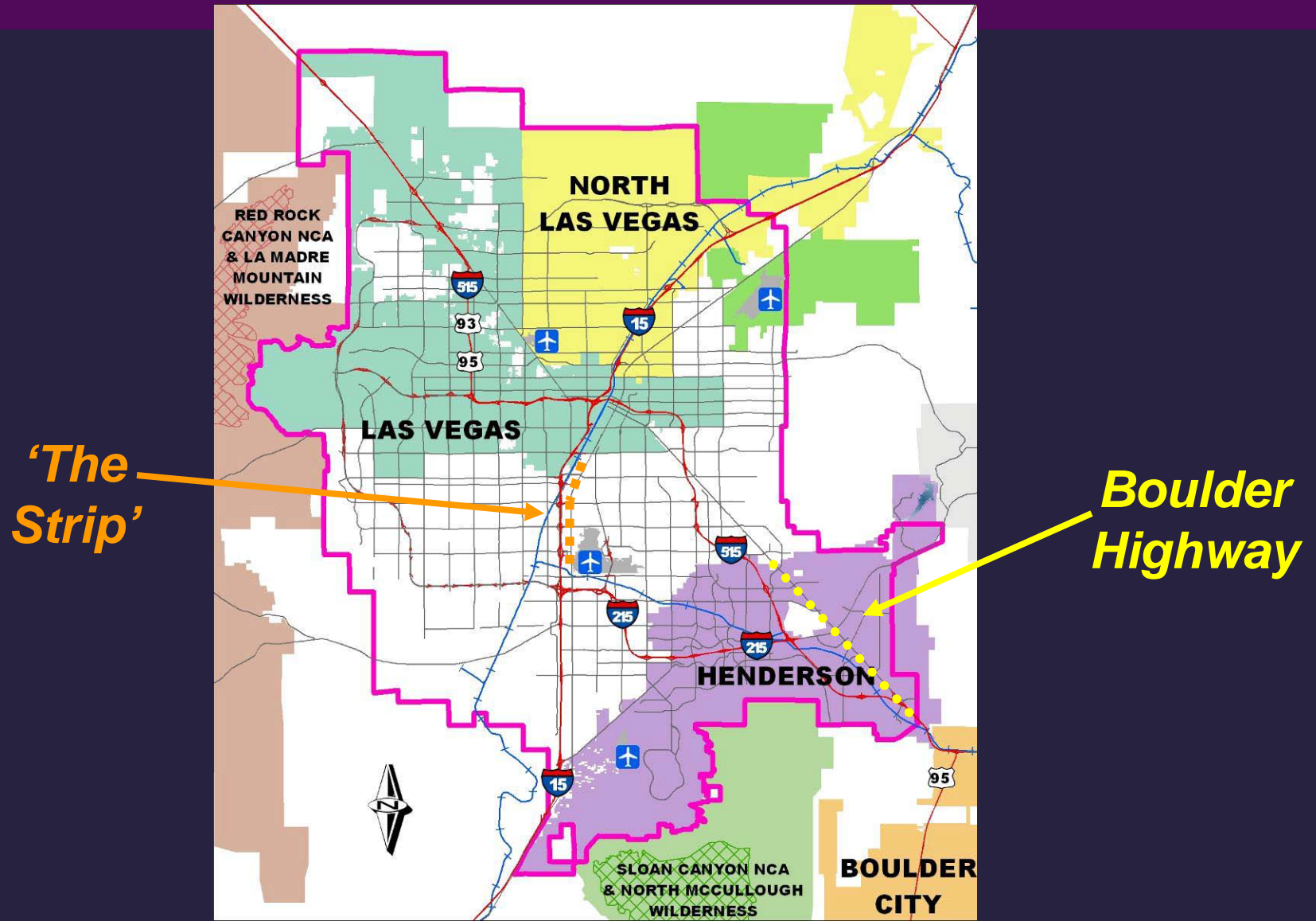
# Speakers

**Ben Herman, FAICP, Principal**  
Clarion Associates

**Darcie White, AICP, Principal**  
Clarion Associates

**Gloria Elder, Senior Planner**  
City of Henderson, Nevada

# Corridor Location









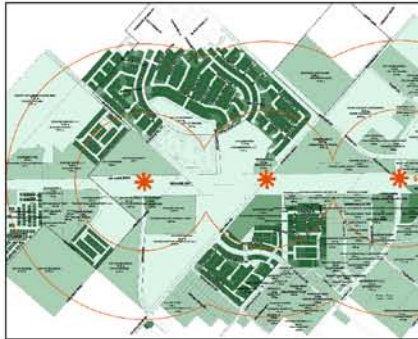


# Current Conditions and Impetus Behind Initiating Renewed Planning Efforts



# “Inverse Investment” Trend

Boulder Highway Corridor

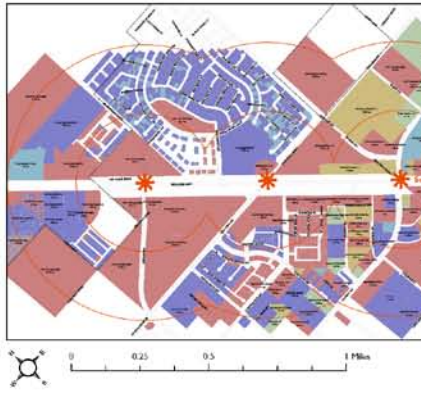






# Underdevelopment Trend

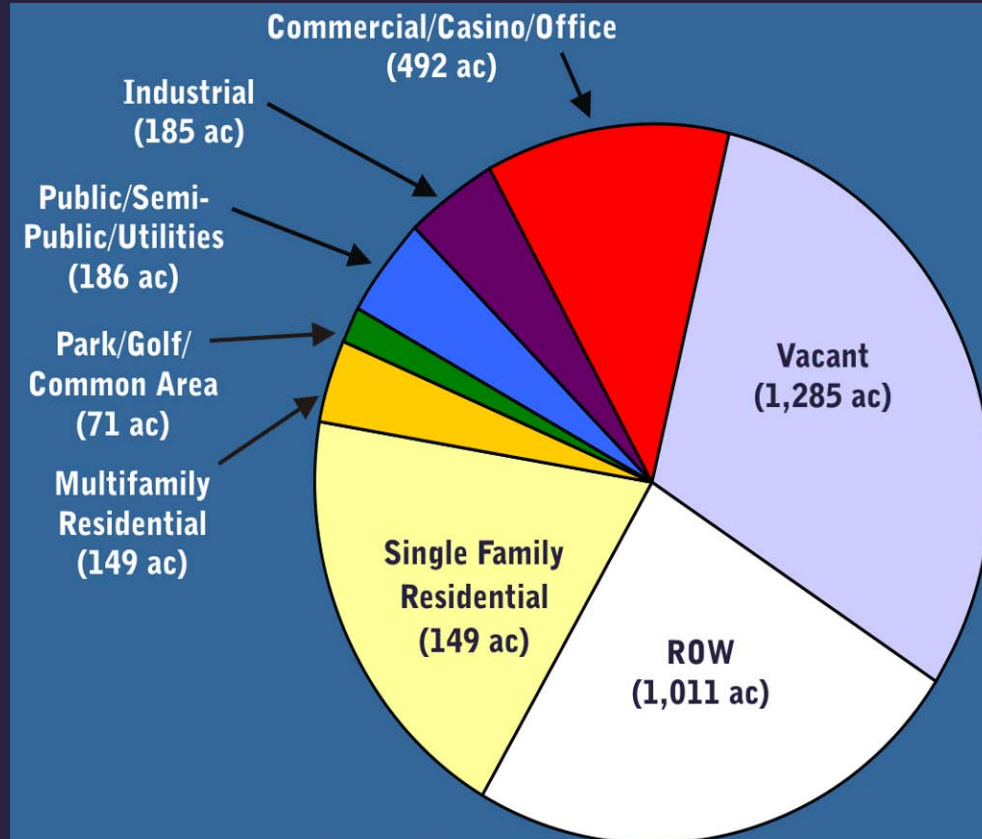
Boulder Highway Corridor





# Land Use in the Corridor Today

- **Residential**
  - 10,500 sf & mf homes
  - 1,023 mobile homes
- **Non-residential**
  - 2.7 million sf commercial
  - 2.2 million sf industrial



Source: Clark County Assessor, City of Henderson 2006.

# Vacant Lands Development Potential

New Development on Vacant Lands

✚ Redevelopment of Underutilized Lands

Total Development Capacity (current zoning)

Residential: +3,100 units

Commercial: +2.9 mill. s.f.

Industrial: +3 mill. s.f.

# Future Development Capacity

New Development on Vacant Lands

✚ Redevelopment of Underutilized Lands

Total Development Capacity

Residential: +3,100 units

Commercial: +2.9 mill. s.f.

Industrial: +3 mill. s.f.

# Impetus for the Strategy

- New Bus Rapid Transit investment
- Constrained land supply elsewhere in Las Vegas— increased interest in corridor
- Redevelopment gaining momentum





# Planned Activity

## Employment Centers

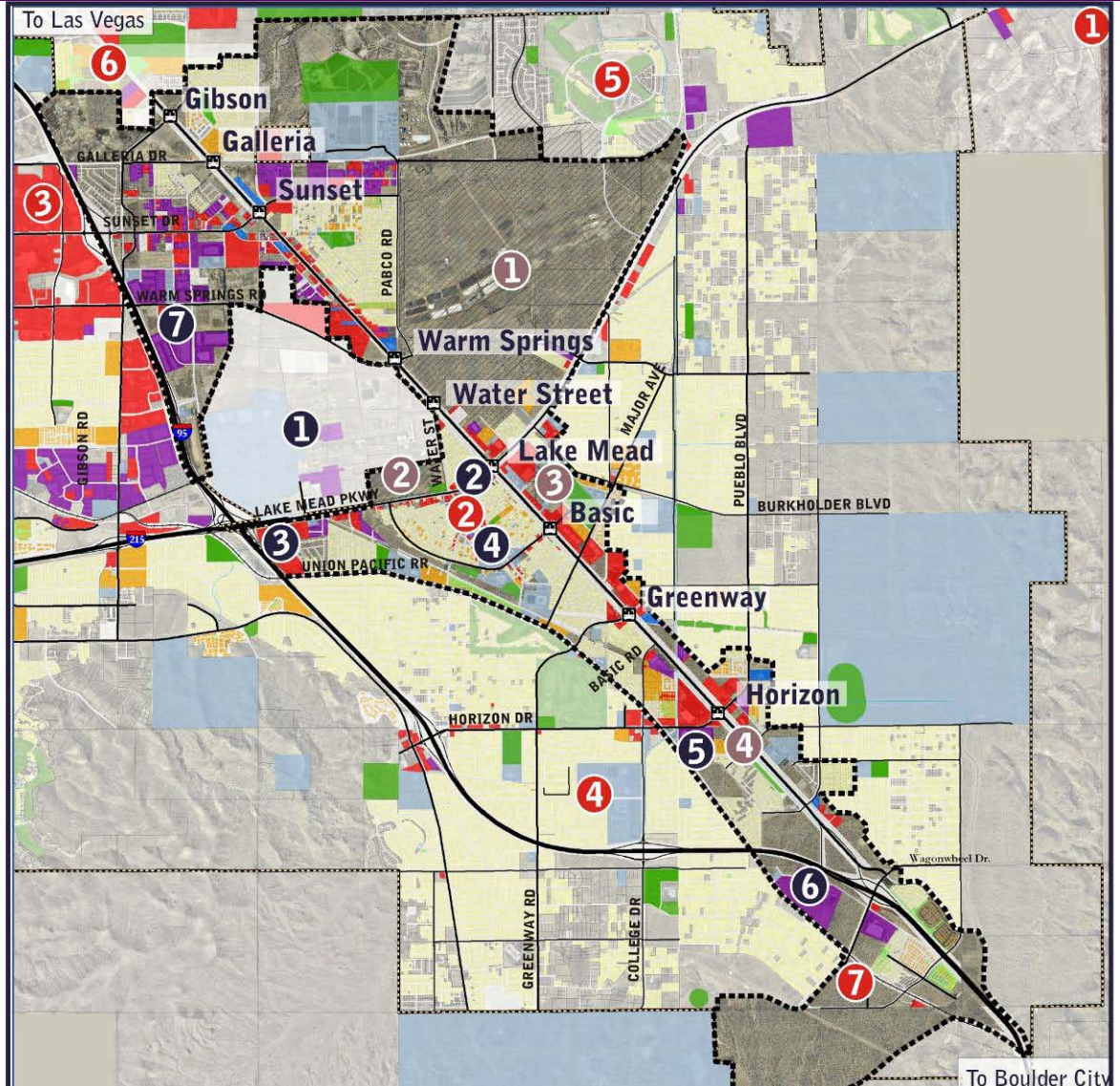
- ① Titanium Metals (660 employees)
- ② St. Rose Dominican Hospital/Medical Complex (1,700 employees)
- ③ Fiesta Henderson
- ④ City of Henderson (1,753 full-time/1,046 part-time employees)
- ⑤ Manufacturing/Cold Storage Cluster
- ⑥ Henderson Industrial Park
- ⑦ Emerging Industrial Area

## Key Activity Centers

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

## Planned Development

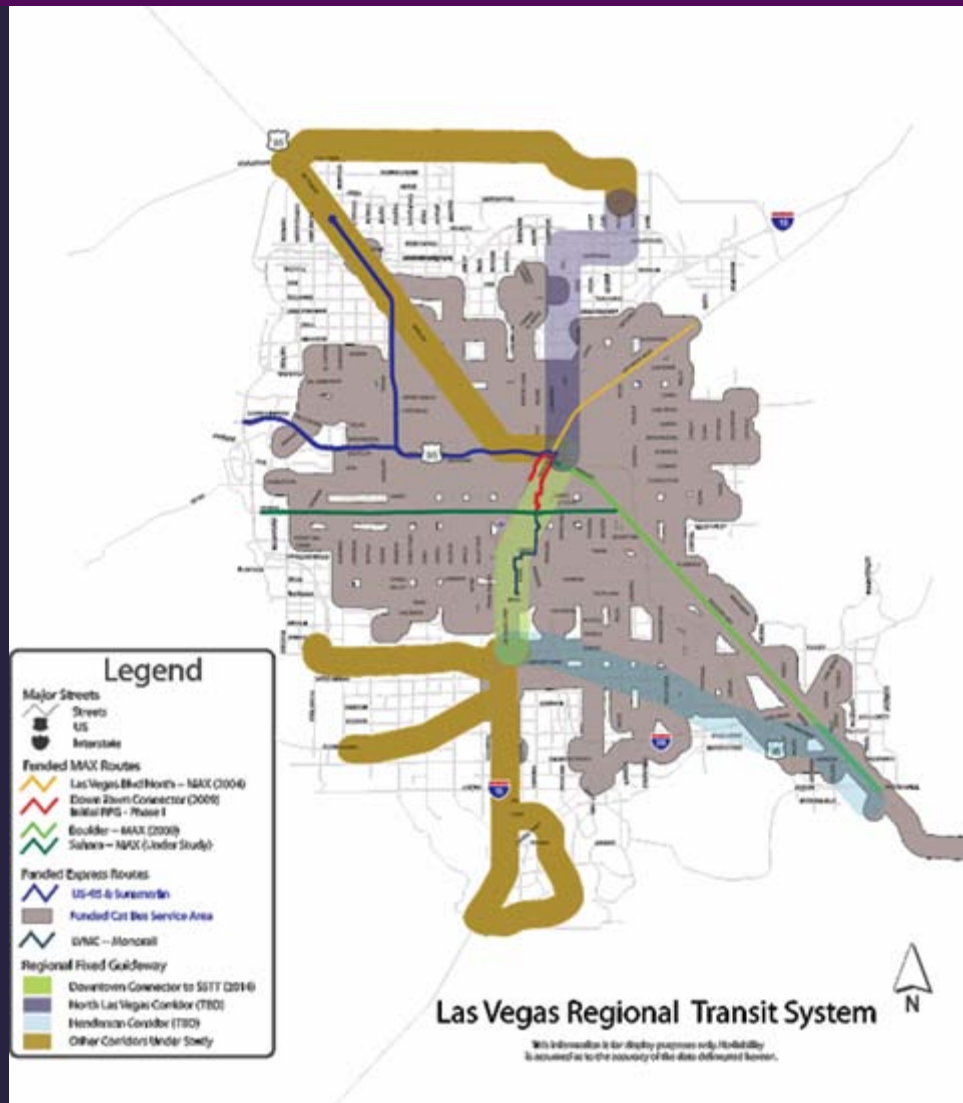
- ① Future Residential/Mixed-Use (2,000+ acre planned development-currently in environmental cleanup phase)
- ② Lake Mead Crossing (725,000 s.f. retail power center)
- ③ Victory Village (neighborhood shopping center)
- ④ Uptown Oldtown (mixed-use development)



# Other Contributing Factors

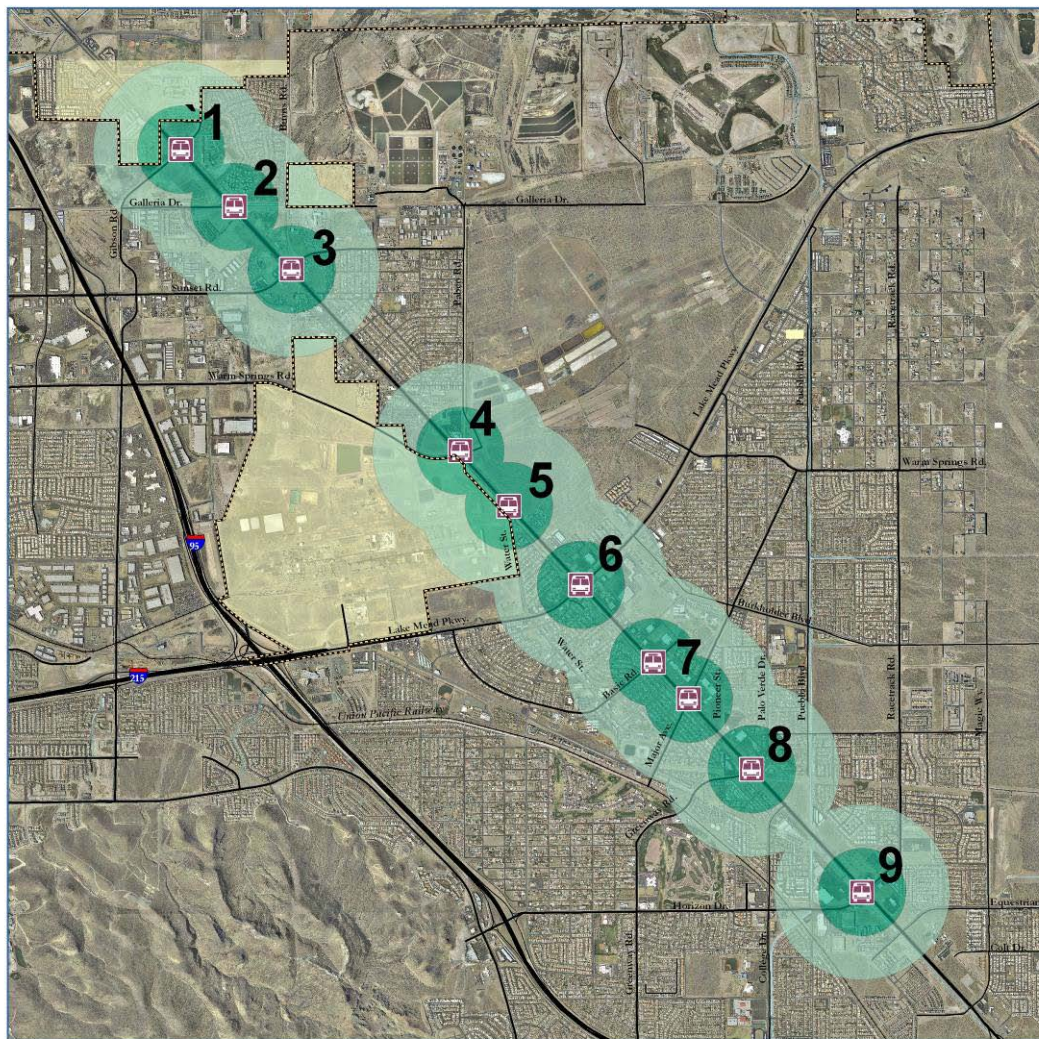
- Downtown transformation
- New I-515 interchange @ Galleria
- City-owned land throughout the corridor
- Nevada State College expansion

# Transit (long-term possibilities)





# Planned Transit Stations



1. Gibson
2. Galleria
3. Sunset
4. Warm Springs
5. Water Street
6. Lake Mead
7. Basic
8. Greenway
9. Horizon

# Planned BRT Amenities



- Wi-fi service
- Fare cards and ground-level boarding
- Reduced travel time from ~90 min. for local service to ~45 min. for BRT
- Traffic Signal Priority (TSP)





PRECAUTIONAL SUBIR

WATCH YOUR STEP

# Transit Station Design







# The Plan: Key Concepts

# The Vision....

With improvements and public policy, the corridor will become an amenity and attract private investment and higher value development



# Guiding Principles

**1** *Promote the Revitalization and Transformation of the Corridor*



**2** *Serve as a Major Multi-Modal Transportation Corridor*



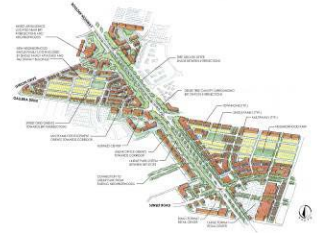
**3** *Establish a Distinctive Look and Feel Unique to Henderson*



# Guiding Principles

**4**

***Mixed-Use Activity Centers at Key Nodes***



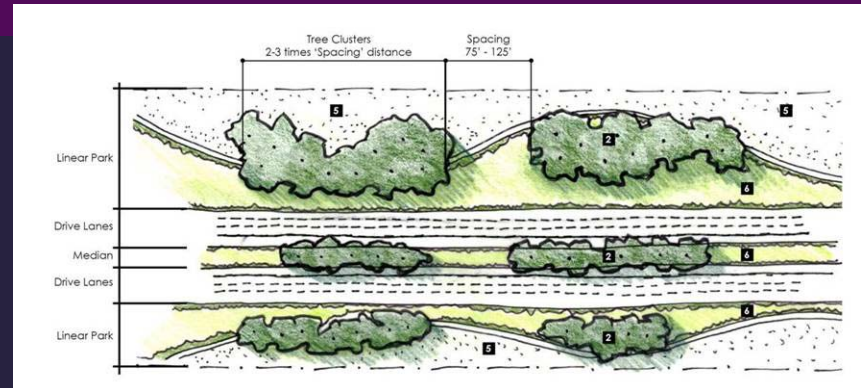
**5**

***Corridor to be Integrated with the Surrounding Community***



# Green Framework

- Establish the corridor as a true Linear Park
- Establish a hierarchy of landscape enhancements
- Integrate desert environment into the corridor



# Land Use and Urban Design Framework

- Focused “nodes” of activity
- Mix of development and housing types
- Rejuvenate existing neighborhoods
- Maintain a broad employment base





# Proposed Zoning: Figure 1

## Boulder Highway Corridor Investment Strategy



**DRAFT**

### Residential Zone Districts

Single-family (1 du/gac)	RS-1A
Single-family (2 du/gac)	RS-2
Single-family (4 du/gac)	RS-4
Single-family (6 du/gac)	RS-6
Single-family (8 du/gac)	RM-8
Multi-family (10 du/gac)	RM-10
Multi-family (16 du/gac)	RM-16
Multi-family (20 du/gac)	RH-20
Multi-family (24 du/gac)	RH-24
Multi-family (30 du/gac)	RH-30
Multi-family (36 du/gac)	RH-36
Trailer Estate (5 du/gac)	RX-5
Trailer Park (8 du/gac)	RX-8

### Downtown Zone Districts

Low Density Residential	DRL
Medium Density Residential	DRM
High Density Residential	DRH
Highway Commercial	DHC
Core Commercial	DCC
Public	DP

### Non-Residential Zone Districts

Neighborhood Commercial	CN
Community Commercial	CC
Auto Mall Commercial	CA
Highway Commercial	CH
Tourist Commercial	CT
Commercial Office	CO
Mixed Commercial	CM
Corridor Mixed Use	MU-C
Planned Community	PC
General Industrial	IG
Limited Industrial	IL
Industrial Park	IP
Designated Holding	DH
Public/Semi Public	PS
Clark County	CNTY

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

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

March 2008 1 Miles

**9 Mixed Use Activity  
Centers designated along  
the Corridor**



## Vertical Mixed-Use Station Areas & Activity Centers



## Horizontal Mixed-Use Areas in between



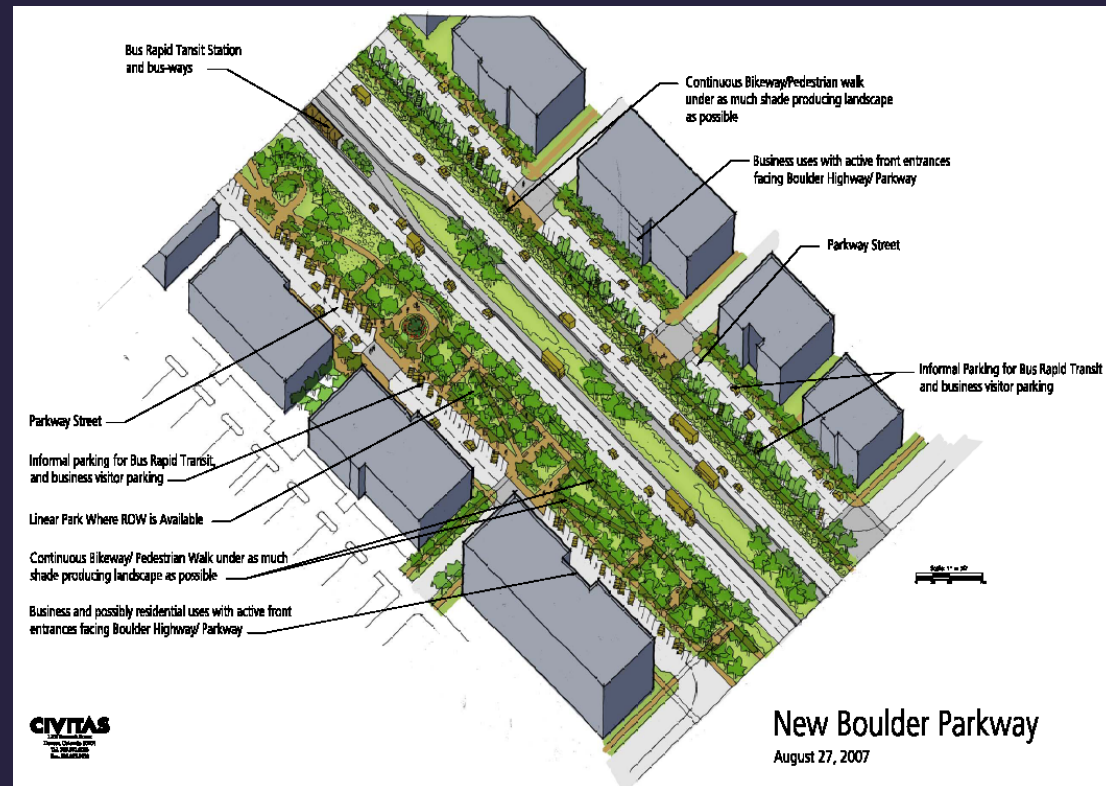
# Land Use and Urban Design Framework

- Establish a high standard for development quality
- Promote development that supports and defines the public realm
- Establish a strong identity for the corridor



# Multi-Modal Framework

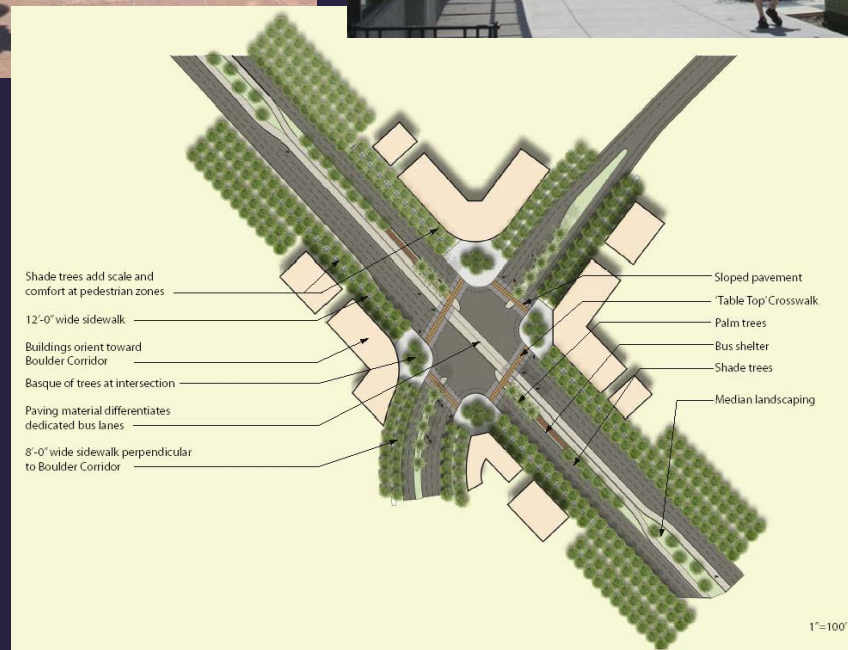
- Interconnected network of streets and blocks
- Linkages between the corridor and emerging activity centers
- Provide for safe and efficient travel by all modes



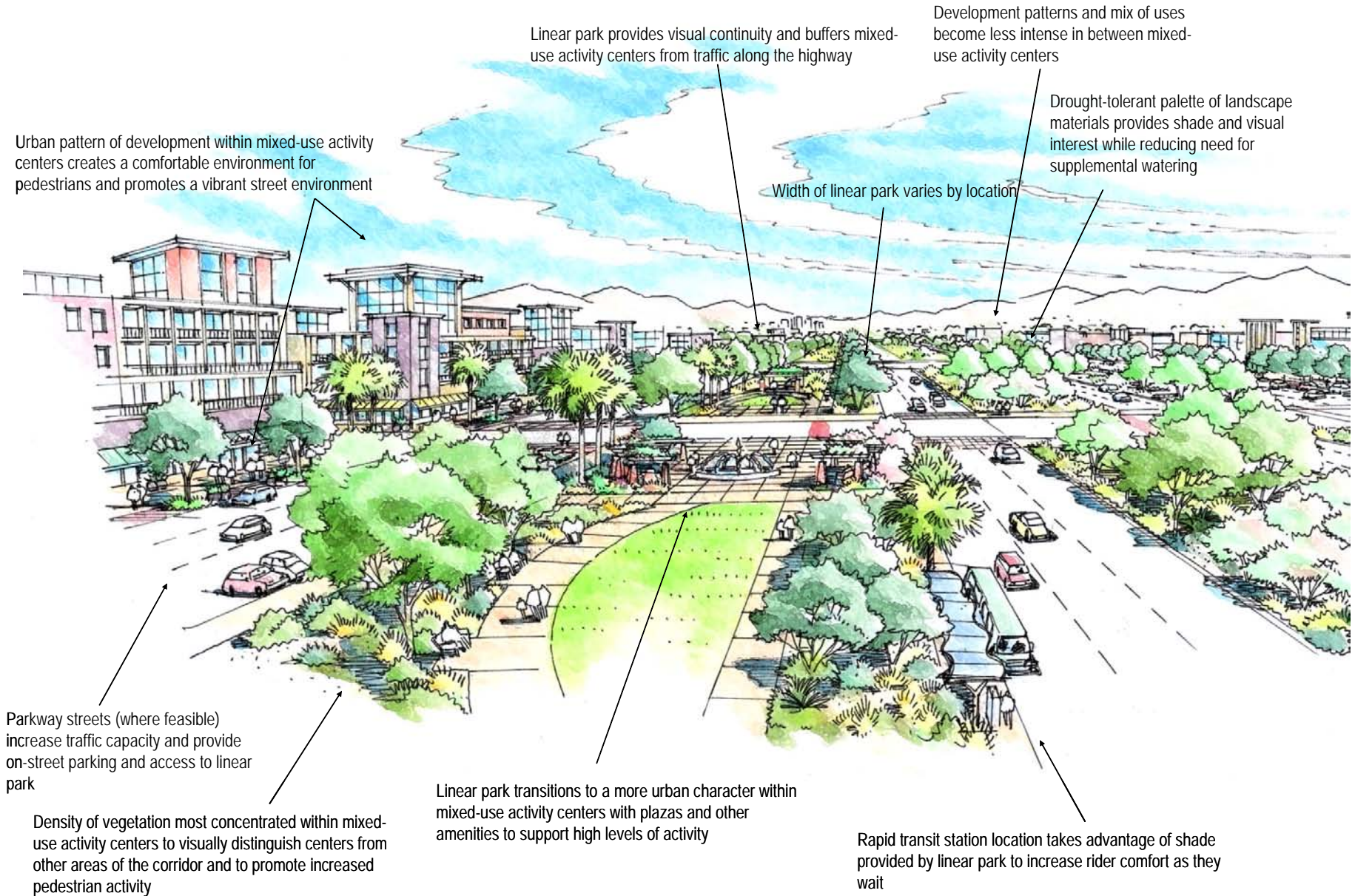


# Multi-Modal Framework

- Purposefully integrate urban form and transportation investments
- Enhance and expand pedestrian and bicycle systems
- Build on RTC investments

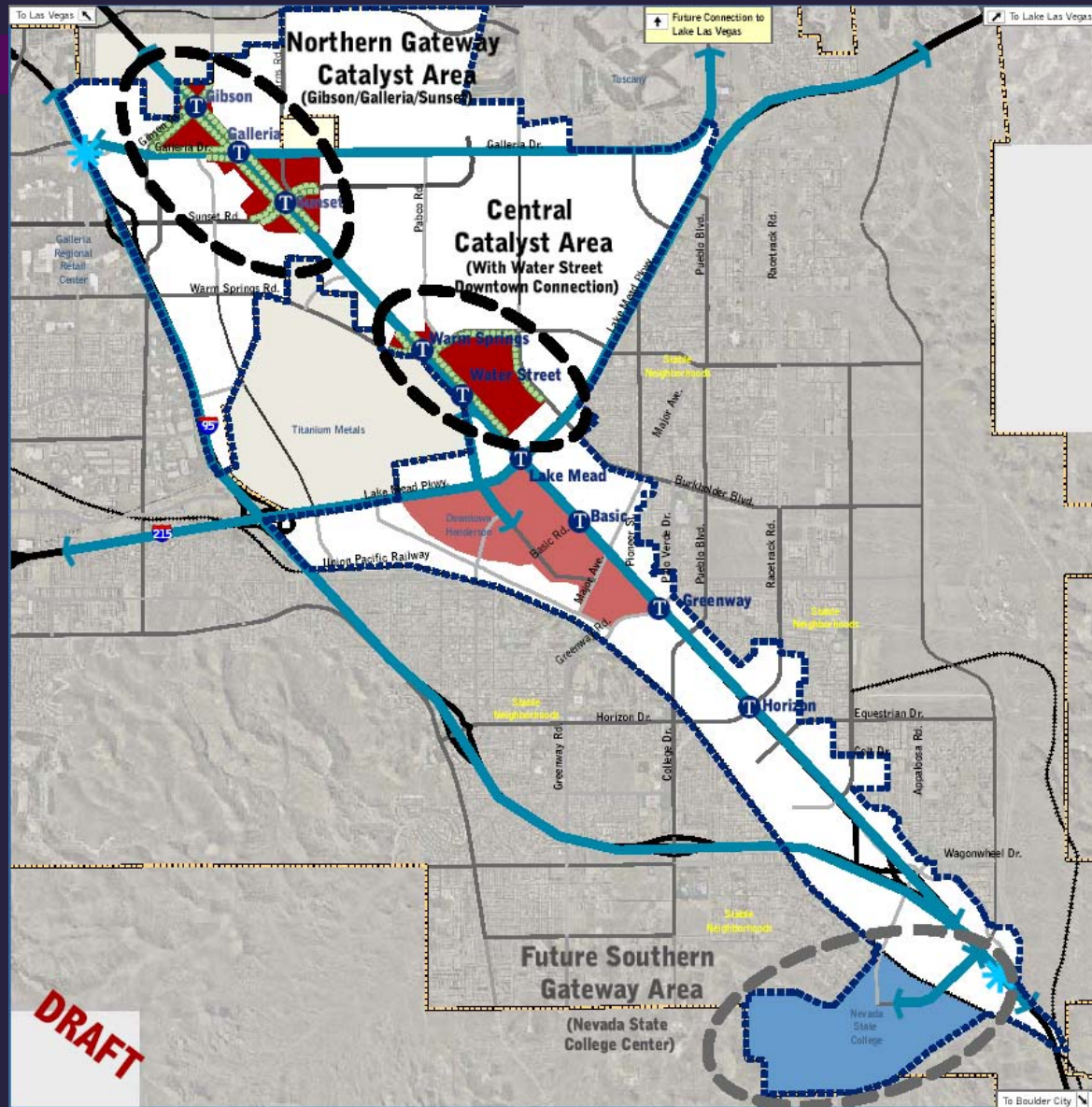


## Illustrative North/South View Along Boulder Highway Corridor





# Catalyst Areas



# Our Premise....

Strategy for the corridor must not be transit-dependent...

If transit creates additional opportunities in the future...they will serve to enhance and add to the corridor's success.





# Implementation Tools

# Implementation Tools

- Action Plan included in Investment Strategy

Initiative #7: Design an internal entitlement review process specifically for projects on the corridor - apply Council-adopted criteria, standards and incentives

	Action	City Role	Lead	Support	
7.1	Identify a committee of representatives from each department to serve as 'Boulder Highway experts' to shepherd adaptive reuse, conversion and development projects through financing and development approvals	Facilitator	CD	All depts.	
7.2	Provide entitlement support to projects (particularly within catalyst areas) consistent with the corridor vision which support desired densities, adjusted parking requirements, and a stronger building edge.	Policy Maker	CM		
7.3	Prepare revised transportation impact study guidelines for developments within ½ mile of the BRT stations to define and standardize methodologies for vehicle trip reduction, evaluation of pedestrian and bicycle demands and facilities; expectations for connecting transit service and facilities; and consideration of alternative vehicle level of service standards.	Policy Maker	PW	CD	

# Implementation Tools

## Corridor Mixed Use Zoning District

- Wide variety of commercial, office, public, and residential uses
- Increased densities, greater building height and mass, and parking reductions allowed within 1500 feet of designated BRT stops
- Developments built up to property line with parking along the side or rear
- Wider sidewalks with requirements for shade to provide relief from the desert sun



# Implementation Tools

## New Landscape Design Manual for improvements within the right-of-way

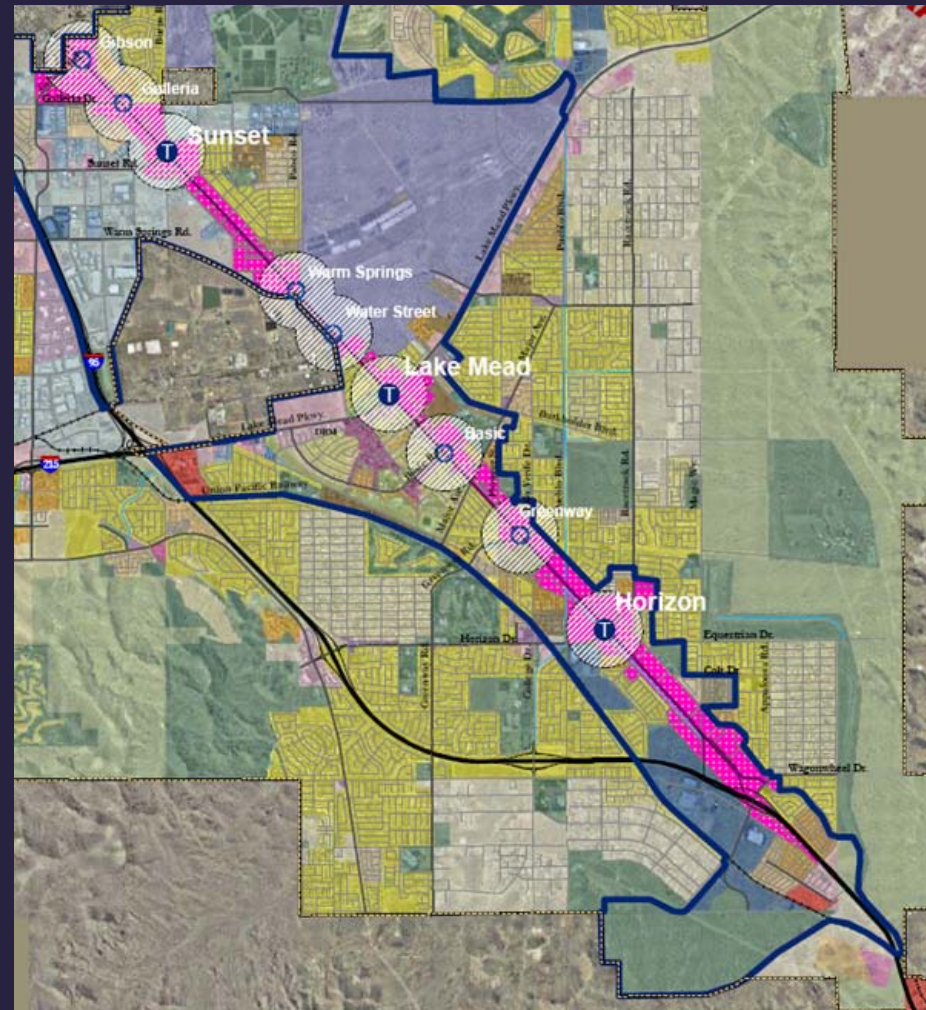
- Provides development standards for a continuous Linear Park and bike trail along the entire corridor
- Median landscaping treatments used to distinguish primary intersections from other areas
- Provides standards for the pedestrian amenities in the right-of-way
- Includes a new plant palette based on water conservation and reduction of maintenance costs
- Emphasis on trees to increase shade and air quality in the corridor



# Implementation Tools

## Legislative Zone Change along corridor

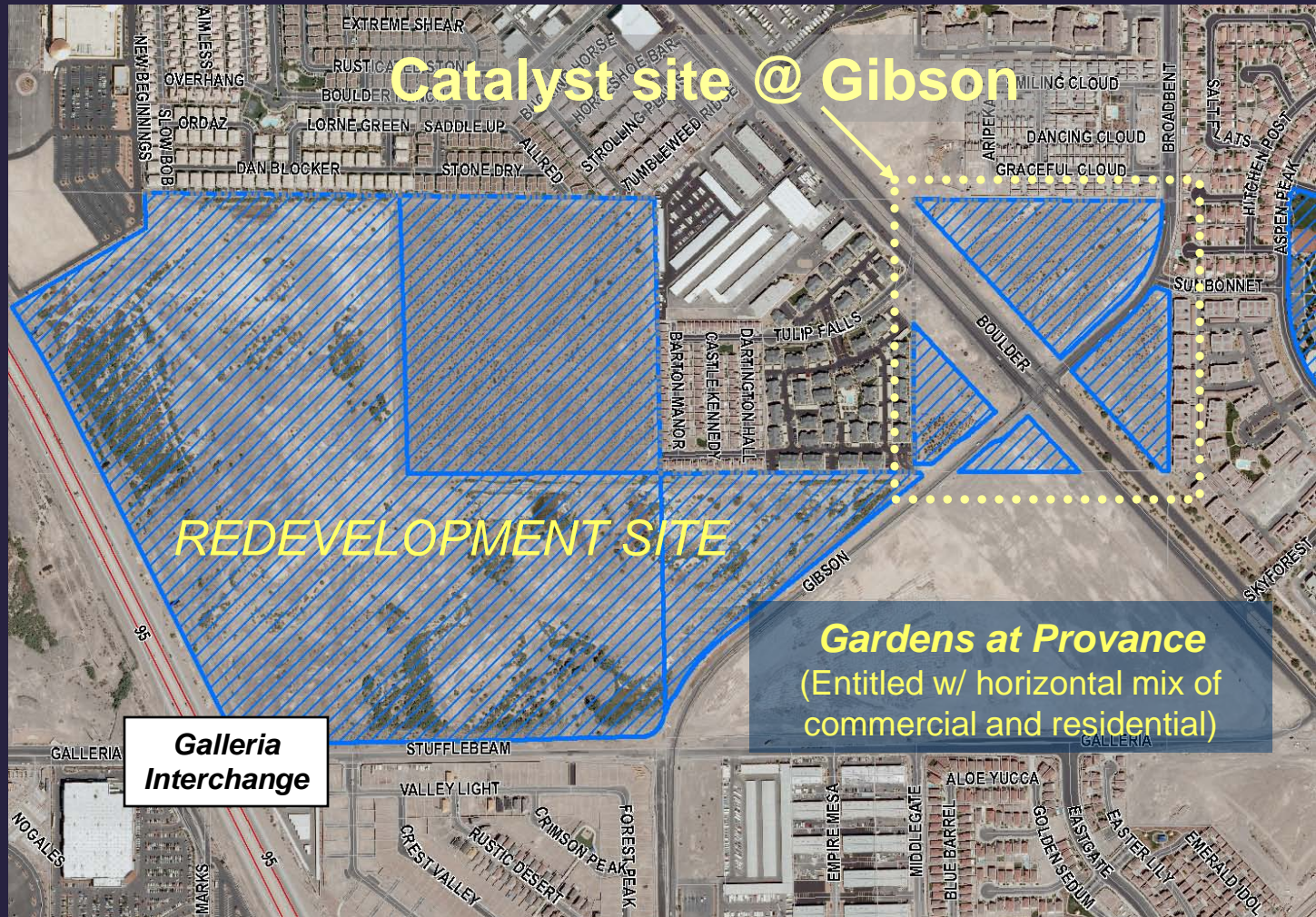
- Establishes the areas in which the new standards will apply
- Readies the environment for development when the market improves
- Streamlines the entitlement process by eliminating the need to rezone





# Implementation Tools

## Master Planning & Public-Private Partnerships for Catalyst Sites



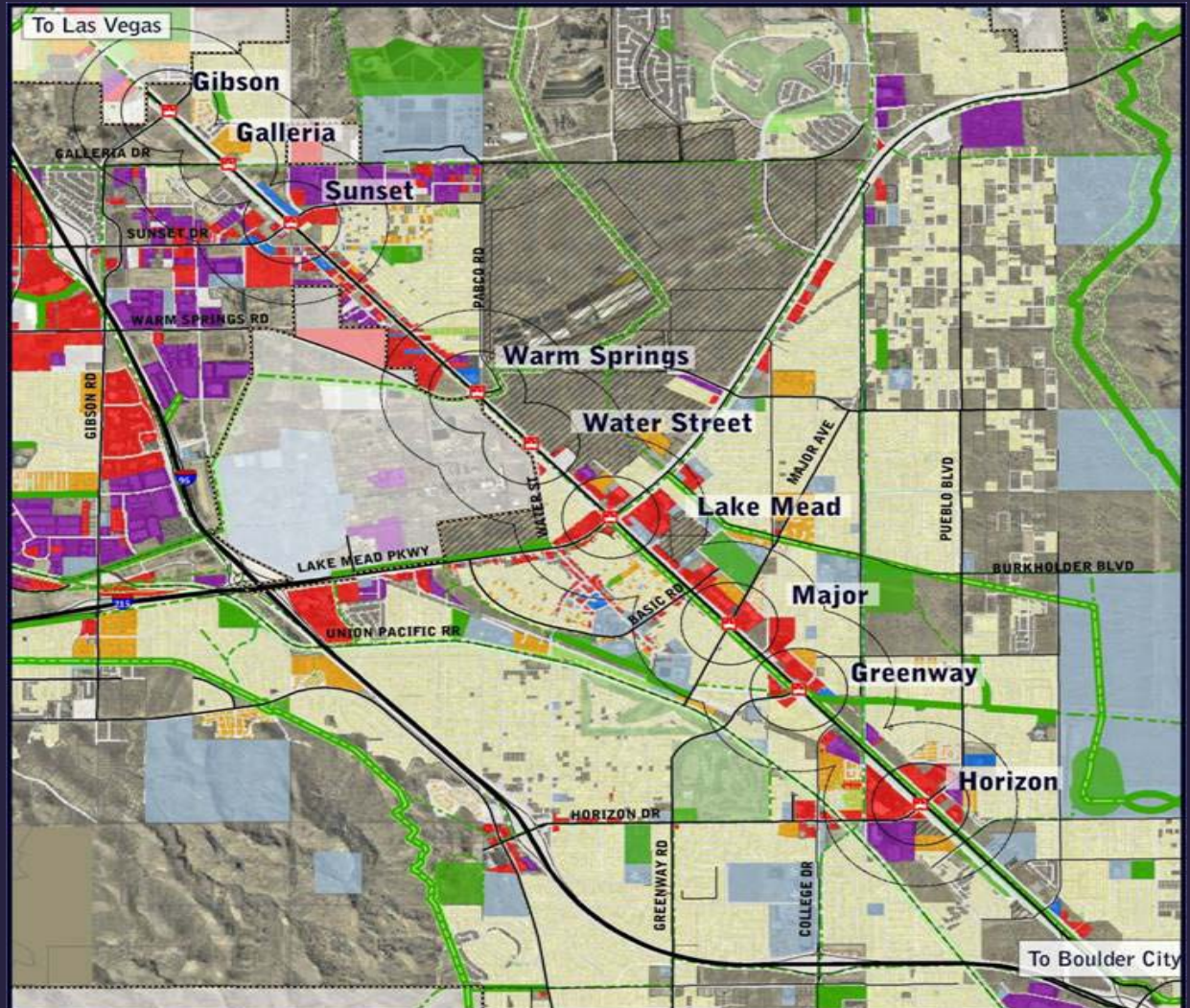


# Challenges and Lessons Learned



# Challenges: Transit Service Changes

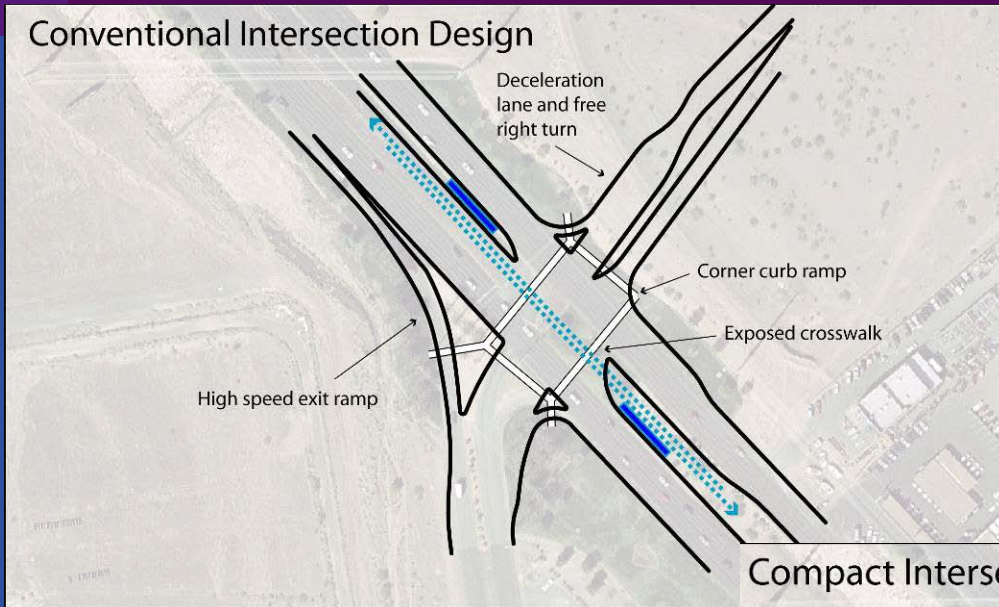
- Budget shortfalls forced RTC to reduce the number of stations from 9 to 3
- Service start date was delayed from 2009 to 2011



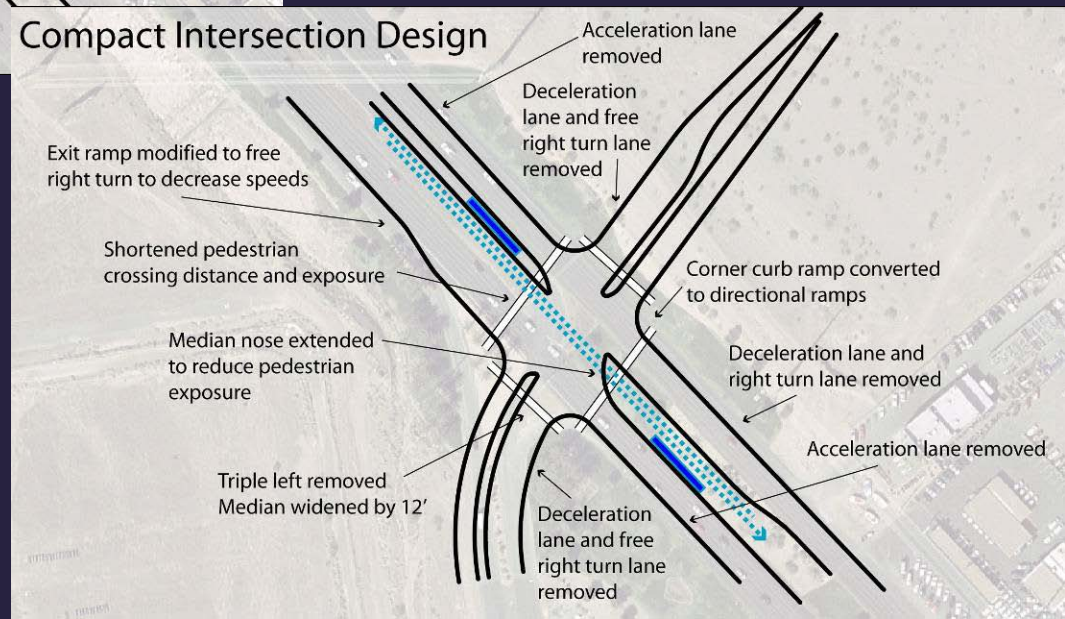


# Challenges:

## Traffic Calming at Intersections



### Compact Intersection Design



# Challenges: Public and Political

- Condition of existing corridor made visioning difficult
- Community resistance to 'transit' and 'density'
- Political apprehension to approving such a large and multi-faceted project
- Economic downturn will limit funding for implementation

from this...



...to this

# Lessons Learned

- Make it manageable!
  - Smaller components = Better feedback
  - Show how they contribute to the big picture
- Education is key!
  - Anticipate common concerns and explain how they have been addressed in the Plan
  - Seek out respected projects to show how 'transit', 'density', and other scary concepts may not be so bad

# Lessons Learned

- Coordinate, coordinate, coordinate!
  - Elected and appointed officials
  - Other departments
  - Property owners
  - Agencies
- Make Sure the Transit Agency is on the Same Page!
  - Conflicts between BRT as “more of the same” or as a new catalyst for TOD

# Lessons Learned

- Firm yet Flexible
  - Make sure both plan and regulations can withstand extended implementation timeframe
- Incremental Zoning Changes not Always the Easiest Route
  - Starting from scratch on corridor zoning can be a much cleaner, simpler process than creating an overlay





# Questions?

[www.cityofhenderson.com](http://www.cityofhenderson.com)

Search: Boulder Highway

or

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