

# BOULDER HIGHWAY SNS OPPORTUNITY SITE

## 5-year Progress Report

Prepared for:  
**City of Henderson**

Draft Date:  
**February 2022**

*The Boulder Highway Investment Strategy (2008) envisioned a transit-oriented spine on Boulder Highway, creating mixed-use neighborhood centers at key intersections along the corridor. (Rendering by Russell + Mills Studio)*

# 5-YEAR PROGRESS REPORT

## BOULDER HIGHWAY

The Southern Nevada Regional Transportation Commission (RTC) administers the Southern Nevada Strong Regional Policy Plan on behalf of the Southern Nevada Regional Planning Coalition (SNRPC). As part of this work, the RTC's regional planning team is updating the Southern Nevada Strong Opportunity Site Implementation Strategies in order to assess progress made on these plans. This report focuses on the Boulder Highway at Gibson Rd./Broadbent Blvd. opportunity site and provides updated strategies for continuing planning and revitalization work at the site and along the Boulder Highway corridor. RTC's regional planning team worked with various staff members of the City of Henderson as well as several stakeholders in order to assess and update the *Boulder Highway/Gibson Opportunity Site Implementation Strategy* (2015). The project team represents local and regional interests and the *Boulder Highway SNS Opportunity Site 5-year Progress Report* continues to reflect the goals and values of the Southern Nevada Strong (SNS) Regional Policy Plan.

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# Southern Nevada Opportunity Sites



Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community

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# EXECUTIVE SUMMARY

Throughout our history, Southern Nevada has weathered extremes. The Great Recession saw some of the country's highest rates of foreclosure and unemployment. Following decades of economic prosperity in the late-20th and early-21st centuries, the 2008 Great Recession shed light on the impacts that previously uncoordinated growth had on the region: limited choices for housing and transportation, unhealthy neighborhoods, fewer living-wage jobs, and widespread impacts from the sharp decline of the residential construction market and gaming industry.

In response, the Southern Nevada region came together and developed a collaborative, more inclusive vision for the future. This vision is the Southern Nevada Strong (SNS) regional plan. It is the region's first federally recognized regional plan and is adopted as the Southern Nevada Regional Planning Coalition's (SNRPC's) *Regional Policy Plan* (2015). Through the plan, the Southern Nevada community seeks to build a foundation for long-term economic success and community livelihood by better integrating reliable transportation, housing, and job opportunities for all.

As part of the *Regional Policy Plan*, four specific locations – known as opportunity sites – were identified around the region. These opportunity sites were chosen for their ability to model the planning principles found in the *Regional Policy Plan*. Subsequently, implementation strategies for progressing the *Regional Policy Plan* recommendations were developed for each of the four opportunity site locations.

The four opportunity sites are:

- Boulder Highway at Gibson Blvd./Broadbent Rd.
- Downtown North Las Vegas
- Las Vegas Medical District
- Maryland Parkway corridor

Several years removed from the adoption of the *Regional Policy Plan* and the four (generally titled) SNS Opportunity Site Implementation Strategies, the Regional Transportation Commission's (RTC) regional planning team conducted an evaluation and update to each of these planning documents. The updates, generally titled SNS Opportunity Sites 5-year Progress Report, provide each local jurisdiction with an

## EXECUTIVE SUMMARY

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assessment of progress made on their respective plans as well as with updated actions and ideas for continuing their work in these unique areas. This report, the *Boulder Highway SNS Opportunity Site 5-year Progress Report (Boulder Highway Progress Report)* focuses on the opportunity site located at the Gibson Rd./Broadbent Blvd. and Boulder Highway intersection in the city of Henderson.

The *SNS Boulder Highway/Gibson Opportunity Site Implementation Strategy (SNS BH Implementation Strategy)* (2015) evaluated the site's potential for creating a thriving transit-oriented neighborhood center along the Boulder Highway corridor. It identified opportunities and barriers for pedestrian-friendly, mixed-use development at the site and suggested projects, policies, and programs which could be implemented in order to better position the area for desired development.

The plan identified four actions for realizing this vision:

1. **Demonstrate public commitment to the site.**
2. **Encourage partnerships for new development.**
3. **Improve transportation safety and connectivity for all transit modes.**
4. **Improve neighborhood and site identity with branding and improvements.**

This report builds on these efforts.

The *Boulder Highway Progress Report* is organized into the following sections: Vision, progress, recommendations, and case studies. The report revisits the vision for the opportunity site and for the portion of the Boulder Highway corridor located within the city of Henderson, summarizing components of previous planning studies and confirming the city's vision for creating a transit-oriented spine along Boulder Highway and mixed-use neighborhood centers at key intersections such as the opportunity site location. The progress section provides an updated assessment of strengths and challenges for developing the opportunity site, as well as a detailed analysis of the progress made implementing the actions adopted in the *SNS BH Implementation Strategy*. Four new "Big Actions" are provided in the recommendations section. These actions were developed in partnership with the city of Henderson and, although not formally adopted, can guide future planning and economic redevelopment work in the Boulder Highway corridor. Several case studies provide in-depth research around these actions, offering new strategies for addressing persistent challenges that remain, many of which are challenges region wide.

## PROGRESS

Five years into implementation of the plan, the City remains committed to achieving the opportunity site vision. Approximately **71% of the implementation strategies are on track**, and many more will see implementation work begin soon. Specifically, the city of Henderson has updated plans and policies that incentivize and support TOD and mixed-use development along Boulder Highway and are prioritizing infrastructure improvements that support the transformation of Boulder Highway into a true multimodal thoroughfare, complete with center-running, high-capacity transit and improved pedestrian and bicycle facilities.

These successes and accomplishments have created much energy and momentum for new development and growth in the Boulder Highway corridor. But before the opportunity site can become a thriving mixed-use neighborhood center, some challenges and barriers do remain. Boulder Highway remains an auto-oriented environment and the introduction of express bus service in the corridor in 2010 did little to change the low-density, auto-oriented trends of the past. The corridor remains scattered with under developed and undeveloped land and these market realities and existing conditions have made it difficult to incentivize TOD and mixed-use development at the opportunity site.

It's important to note that many of these challenges and barriers are not unique to Henderson. The region has been working to incentivize mixed-use development and TOD for the past several years, but development types have been slow to change. Additionally, redevelopment work is also slow. It requires balancing development and growth priorities for various parts of the city, the creative use of limited resources, and substantial coordination between many partners and stakeholders. These processes take time to unfold.

Many of these challenges do have potential solutions on the horizon. Henderson is currently undergoing a Development Code update, intended to better align development standards with the planning principles found in *Henderson Strong* (2017) and the *Regional Policy Plan*. The opportunity site is seeing interest among developers and there have been some standalone examples of successful mixed-use development throughout the region in recent years. Nonetheless, it is important to acknowledge challenges and continue work to overcome these barriers.

## **RECOMMENDATIONS**

Several years removed from adopting the *SNS BH Investment Strategy*, many of the goals and strategies remain current and relevant, but some are also now outdated. The City has many new efforts underway that connect to redevelopment along the Boulder Highway corridor and opportunity site as well. As such, it is an opportune time to update this document, to reflect on these past and current efforts, and to document how these and new strategies can continue to guide revitalization work in this area for the next several years.

Four **"Big Actions"** are identified for continuing redevelopment work in the Boulder Highway corridor:

1. Continue public commitment to redeveloping the corridor and support implementation of the *East Henderson Investment Strategy* (2020).
2. Increase coordination among internal and external stakeholders to sustain energy and take advantage of opportunities for redevelopment in the corridor.
3. Create a branding and marketing strategy and invest in placemaking efforts throughout the corridor and near the opportunity site.
4. Implement roadway improvements that will benefit all users of the roadway (pedestrian, bike, public transit, and personal vehicle) and catalyze transit-oriented development (TOD).

## EXECUTIVE SUMMARY

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These actions encompass both initiatives that are currently underway at the city as well as new ideas for continuing progress towards the city's redevelopment goals on Boulder Highway. They build on the previous implementation strategies, using those that are still current and relevant as a foundation, while incorporating ideas from additional research and case studies that was conducted as part of this report.

## REGIONAL SIGNIFICANCE

As a region, we'll continue to encounter uncertain times. Threats from global and local markets and events will continue to have unforeseen economic and social impacts in Southern Nevada and historic cycles of "booms and busts" will remain a challenge for local and regional planning efforts. However, the Southern Nevada Strong collaborative and resulting *Regional Policy Plan* offer us a blueprint for weathering these storms. Residents live regional lives and regional collaboration is needed in order to achieve shared goals across the region. Combined, these goals reflect the aspirations of all Southern Nevadans, creating a more inclusive, sustainable, and resilient community in the future.



View of the Las Vegas Strip as seen from Henderson. (Image source: <https://www.retirebetternow.com/>)

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# SNS REGIONAL POLICY PLAN

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## OUR VALLEY, OUR VISION, OUR FUTURE

Southern Nevada regional priorities:

- Improve economic competitiveness and education.
- Invest in complete communities.
- Increase transportation choice.
- Build capacity for implementation.

*Aerial view of Henderson looking over the northeast area of the city. Boulder Highway can be seen running from the top left corner to the lower right of the image. (Image source: Ken Lund, 2015)*

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# 1

# INTRODUCTION

Southern Nevada Strong (SNS) is a collaborative regional plan, which is the region's first federally recognized regional plan and is adopted as the Southern Nevada Regional Planning Coalition's *Regional Policy Plan (Regional Policy Plan) (2015)*. Through the plan, the Southern Nevada community seeks to build a foundation for long-term economic success and community livelihood by better integrating reliable transportation, housing, and job opportunities for all.

As part of the plan, specific locations around the region were identified as being well-suited to model the principles identified in the *Regional Policy Plan*. These locations are known as the SNS opportunity sites. Subsequently, four individual reports, generally titled SNS Opportunity Site Implementation Strategies, were developed for each opportunity site. These reports provide implementation plans for utilizing the strategies and policies highlighted in the *Regional Policy Plan* for four targeted locations around the region.

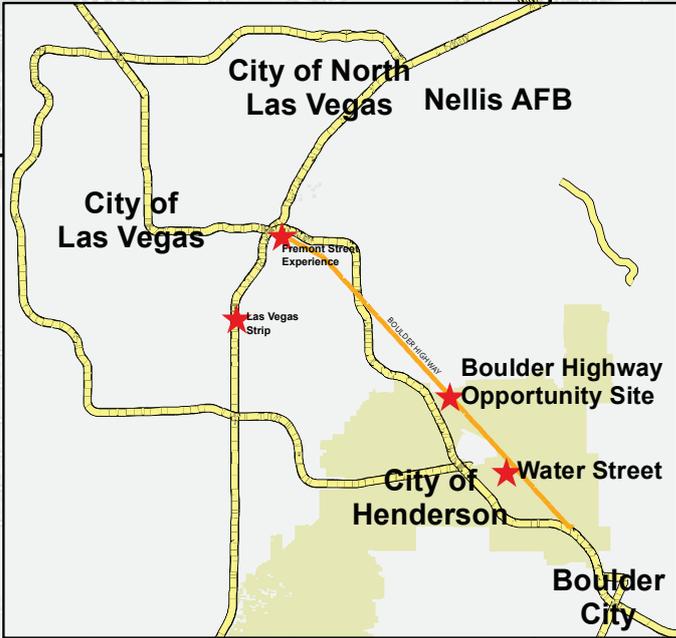
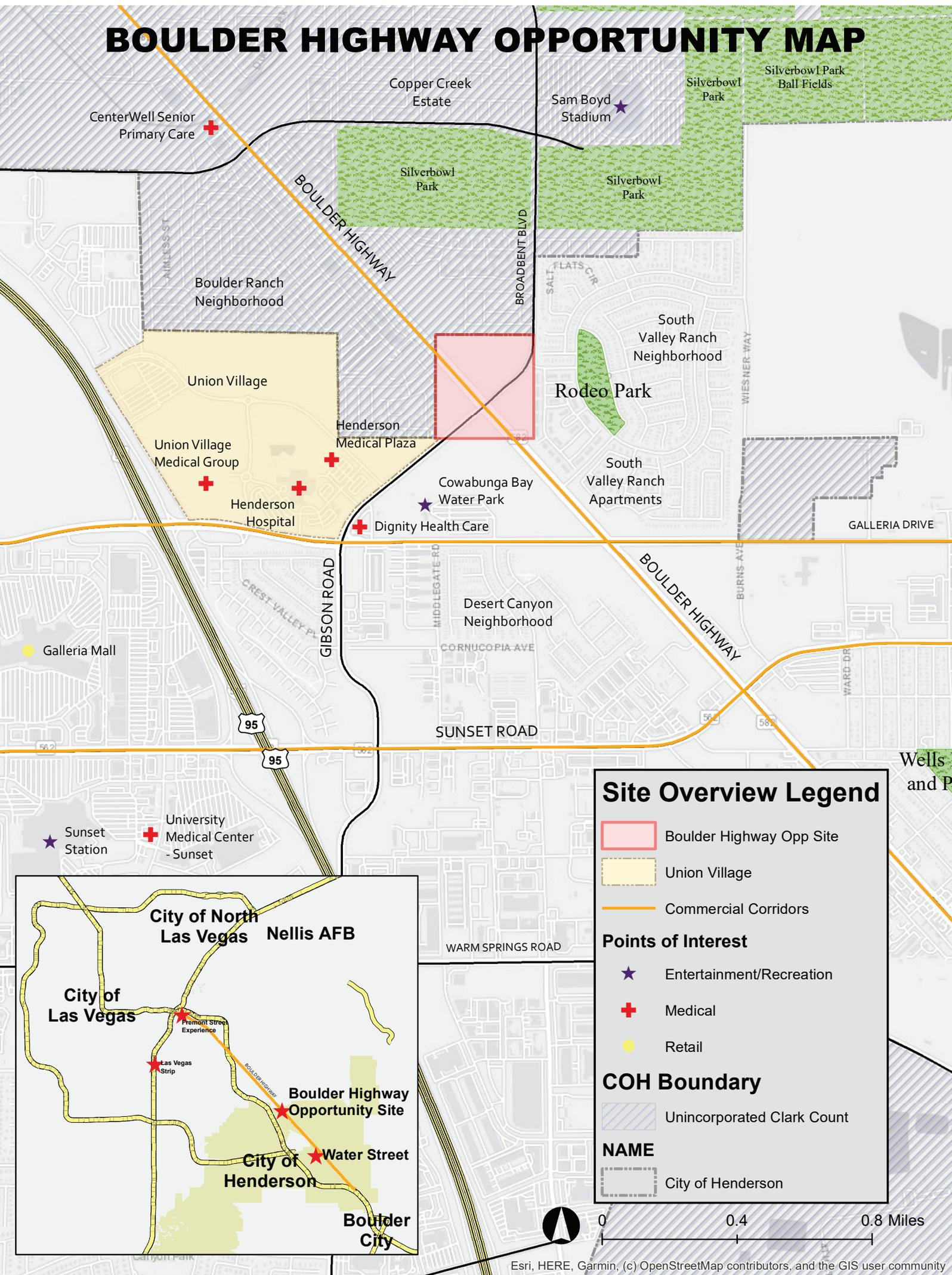
The four opportunity sites are:

- Boulder Highway at Gibson Blvd./Broadbent Rd.
- Downtown North Las Vegas
- Las Vegas Medical District
- Maryland Parkway corridor

Each site is primarily stewarded by its corresponding local jurisdiction: City of Henderson, City of North Las Vegas, City of Las Vegas, and Clark County, respectively. Together, these opportunity sites can showcase the potential of the *Regional Policy Plan* strategies to overcome the unique challenges for regional and local planning across the Las Vegas Valley.

Five years removed from the adoption of the *Regional Policy Plan* and the Opportunity Site Implementation Strategies, the Regional Transportation Commission's (RTC) regional planning team worked with local jurisdictions to review how implementation of these plans has progressed throughout the region. The project provides each local jurisdiction with an assessment of progress made on their corresponding opportunity site, as well as with updated actions for continuing their work in these unique areas. The results of these efforts are documented in four separate studies, generally titled the SNS Opportunity Site 5-year Progress Report(s).

# BOULDER HIGHWAY OPPORTUNITY MAP



### Site Overview Legend

- Boulder Highway Opp Site
- Union Village
- Commercial Corridors

### Points of Interest

- ★ Entertainment/Recreation
- + Medical
- Retail

### COH Boundary

- Unincorporated Clark Count
- City of Henderson

### NAME

- City of Henderson

## INTRODUCTION

The *Boulder Highway/Gibson Opportunity Site Implementation Strategy (BH Implementation Strategy)* (2015) evaluated the City of Henderson's Boulder Highway opportunity site's potential for becoming a thriving, mixed-use, transit-oriented neighborhood center. The report identified opportunities and barriers for achieving this vision and recommended projects, policies, and programs to better position the opportunity site for mixed-use and transit-oriented development (TOD).

The plan identified four primary actions for realizing this vision:

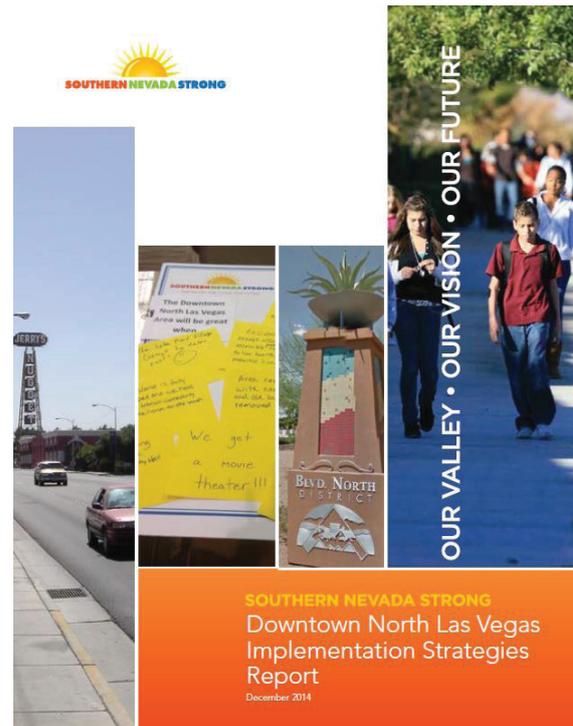
- 1. Demonstrate public commitment to the site.**
- 2. Encourage partnerships for new development.**
- 3. Improve transportation safety and connectivity for all transit modes.**
- 4. Improve neighborhood and site identity with branding and improvements.**

Each of these four actions is accompanied by several strategies for achieving these goals.

This report, the *Boulder Highway Opportunity Site 5-year Progress Report*, is primarily focused on assessing the progress of these actions and strategies, while also providing an updated framework for continuing to progress TOD development at the Boulder Highway opportunity site, and along the greater Boulder Highway corridor as well.

## METHODOLOGY

In order to conduct this assessment, the regional planning team partnered with the City of Henderson and sought to learn as much as possible about recent planning, infrastructure, and economic development work in the city and along the Boulder Highway corridor. This



included several investigative methods.

First, RTC's regional planning team conducted a literature review of existing plans and studies that are relevant to Boulder Highway and the opportunity site. The team also spoke with several stakeholders with the City of Henderson to learn more about the work of various departments at the City and other partner agencies. Additionally, the team investigated existing conditions within and around the opportunity site to understand what demographic and geographic changes may have occurred around the site since it was last evaluated. The planning team also held several meetings with City planning staff throughout the duration of the project to discuss and verify findings. These findings have been incorporated throughout the report and were used to inform the progress assessment and recommendations for future planning. Additional details on this research are available upon request (SouthernNevadaStrong@rtcnsn.com).

## ABOUT THIS REPORT

The remaining portion of this report is organized into the following sections: Vision, progress, recommendations, and case studies.

### VISION

The vision section provides an overview of the community's vision for the Boulder Highway opportunity site and the corridor at large. It synthesizes past planning efforts and projects into a central place, summarizing what is desired for the future of the Gibson Rd./Broadbent Blvd. opportunity site.

### PROGRESS

The progress section highlights accomplishments and milestones that have been achieved as well as discusses challenges and barriers that persist in the region. Additionally, this section gives a detailed analysis of the progress that has been made implementing the strategies that were adopted in the *BH Implementation Strategy* report.

### RECOMMENDATIONS

The recommendations section incorporates new research on corridor redevelopment. Four “Big Actions” emerged as recommendations for moving the city's work in the Boulder Highway corridor forward. These big ideas are not formal recommendations, but are intended to inform future planning and redevelopment efforts on the Gibson Rd./Broadbent Blvd. opportunity site.

### CASE STUDIES

The case studies section showcases how other communities have implemented ideas similar to those presented in the recommendations section. The research provided insight into site-specific development strategies, examples of large-scale corridor redevelopment, and incentives for achieving mixed-use, TOD and

other planning goals for the corridor.

Together, the information provided in the following report is intended to support the City of Henderson's planning and economic development efforts along the Boulder Highway corridor and at the Gibson Rd./Broadbent Blvd. opportunity site. The report is a tool for the City and its partners to further align their work with achieving the planning vision, actions, and strategies in the *Regional Policy Plan*.



Google earth view of the Gibson Rd./Broadbent Blvd. opportunity site looking north on Boulder Highway.

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Vertical mix of uses (housing or employment over retail) encouraged within activity centers through density and height incentives

Development required to "frame" corners and the street to promote a compact urban environment within mixed-use activity centers

Shade structures, such as awnings, canopies, or arcades are required along at least 50 percent of all building frontages adjacent to the principal street, a transit station, or the linear park.

Linear park buffers mixed-use activity centers from highway traffic

Parkway streets (where feasible) increase traffic capacity and provide on-street parking for nearby businesses and access to linear park and transit stations

Primary parking facilities located behind buildings and away from primary street frontage or within centralized parking structures

16-foot minimum sidewalk required within mixed-use activity centers and must include a street tree/furniture area and a clear area against the building to accommodate possible outdoor dining/seating opportunities

Outdoor gathering spaces, such as plazas, mini-parks, rooftop gardens or other features are required

Street-level building facades required to provide a minimum of 50 percent transparent window openings to enhance safety of public spaces and to allow views of interior spaces and merchandise for pedestrians

# BOULDER HIGHWAY

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# VISION STATEMENT

**"Create a thriving transit-oriented neighborhood along the Boulder Highway corridor that includes pedestrian-friendly design, and landscape and design elements that emphasize the site's position as a gateway into the city of Henderson."**

*The BHIS envisioned a transit-oriented spine on Boulder Highway, creating mixed-use neighborhood centers at key intersections along the corridor. (Rendering by Russell + Mills Studio)*

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# 2 | BOULDER HIGHWAY VISION

The vision for the opportunity site, defined in the *BH Implementation Strategy* (2015), is to:

**“Create a thriving transit-oriented neighborhood along the Boulder Highway corridor that includes pedestrian-friendly design and landscape and design elements that emphasizes the site’s position as a gateway into the City of Henderson.”**

This vision was shaped by several earlier planning studies and documents, most notably the *Boulder Highway Corridor Investment Strategy (BHIS)* (2008) and the *Boulder Highway Landscape Design Manual* (2009). Conversations with stakeholders and an analysis of recent planning documents finds that this vision continues to guide planning decisions and economic development efforts at the Gibson Rd./Broadbent Blvd. opportunity site and in the Boulder Highway corridor.

## HISTORY OF VISION-SETTING FOR THE BOULDER HIGHWAY CORRIDOR

The vision to transform the Boulder Highway corridor into a transit-focused regional asset started in 2002, when, among other factors, the RTC identified Boulder Highway as a corridor for bus rapid transit (BRT) investment. At this time, Boulder Highway was quickly declining from its former prominence as a regional corridor due to the expansion of the I-515, which shifted much of the corridor’s traffic volumes onto the new interstate.

Henderson recognized the significant opportunity presented by this investment and sought to establish a broader vision for their portion of the corridor, which runs through unincorporated Clark County and the City of Las Vegas north of Henderson as well. Thus, the City completed the *BHIS*, creating a broader vision for the roadway and adjacent properties, and putting policies and regulations in place that would help to transform the corridor into a transit-oriented destination.

The *BHIS* envisioned the Boulder Highway corridor as the “civic, entertainment, residential, employment, and transportation spine of Henderson.” The document imagined this vision being achieved through quality building design, active civic spaces, a continuous green parkway (linear parks), and coordinated transportation systems. Combined, these characteristics offered a high-quality experience that sought to distinguish the Henderson section of Boulder Highway as a regional asset.

The *BHIS* also made several policy and regulation recommendations for encouraging high-quality, transit-oriented design and green space development in the corridor, many of which were subsequently adopted into the

City’s development standards.

Henderson took key steps towards advancing these development goals, updating land use regulations and zoning in the corridor, creating design and landscape standards, and creating market incentives for TOD, including density bonuses. Unfortunately, conditions in the Boulder Highway corridor have been slow to change and, despite the City’s efforts, the area has not yet seen significant high-density development since adopting the *BHIS* and *Boulder Highway Landscape Design Manual* in 2009.



Top: Illustration of key features of the parkway concept presented in the *BHIS*. (Rendering by Russell + Mills Studio)

Bottom: Google Street view of the opportunity site looking east on Gibson Rd. (Image captured Jan. 2021)

## OPPORTUNITY SITE VISION

With the onset of the SNS planning initiative, Henderson took the opportunity to create a detailed plan for one strategically located site on Boulder Highway, in order to stimulate development interest and investment in the corridor. The resulting plan is the *SNS BH Implementation Strategy*.

During this planning process, the SNS planning team conducted significant community outreach which informed the vision for the opportunity site, as well as the goals and strategies for achieving this vision.

Community input identified the following principles for guiding development at the opportunity site:

- Develop the opportunity site and the surrounding area as a gateway to the city of Henderson.
- Provide neighborhood serving destinations and amenities such as shopping, plazas, and open space.
- Improve the pedestrian experience.
- Plan for housing that is integrated into a mixed-use neighborhood center and that meshes with and supports existing residential neighborhoods.

These guiding principles are summarized in a vision statement for the site:

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**“Create a thriving transit-oriented neighborhood along the Boulder Highway corridor that includes pedestrian-friendly design, and landscape and design elements that emphasize the site’s position as a gateway into the city of Henderson.”**

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Ultimately, realizing a thriving transit-oriented neighborhood center at the opportunity site can provide the City with a template for future development at other similar City-owned sites along Boulder Highway, carrying forward the overarching vision of the *BHIS* along the corridor.

Subsequent work since adopting the *SNS BH Implementation Strategy* in 2015 continues to move this vision forward. The City adopted *Henderson Strong* (2017) and the *East Henderson Investment Strategy (EHIS)* (2020), and is currently finalizing an update to Henderson’s Development Code, all of which focus on improving the alignment between market realities and the community’s vision for mixed-use TOD in the corridor.

Five guiding principles, originally established in the *BHIS*, continue to guide the City’s planning, infrastructure, and economic development work for the Boulder Highway corridor:

1. The City will promote the revitalization and transformation of the corridor.
2. The corridor will serve as a major multi-modal transportation corridor for the city and region.
3. The corridor will have a distinctive look and feel that is unique to Henderson.
4. The City will work with the development community to establish mixed-use activity centers at key nodes along the corridor.
5. The City will work with key stakeholders and property owners to integrate redevelopment of the corridor with the surrounding community.

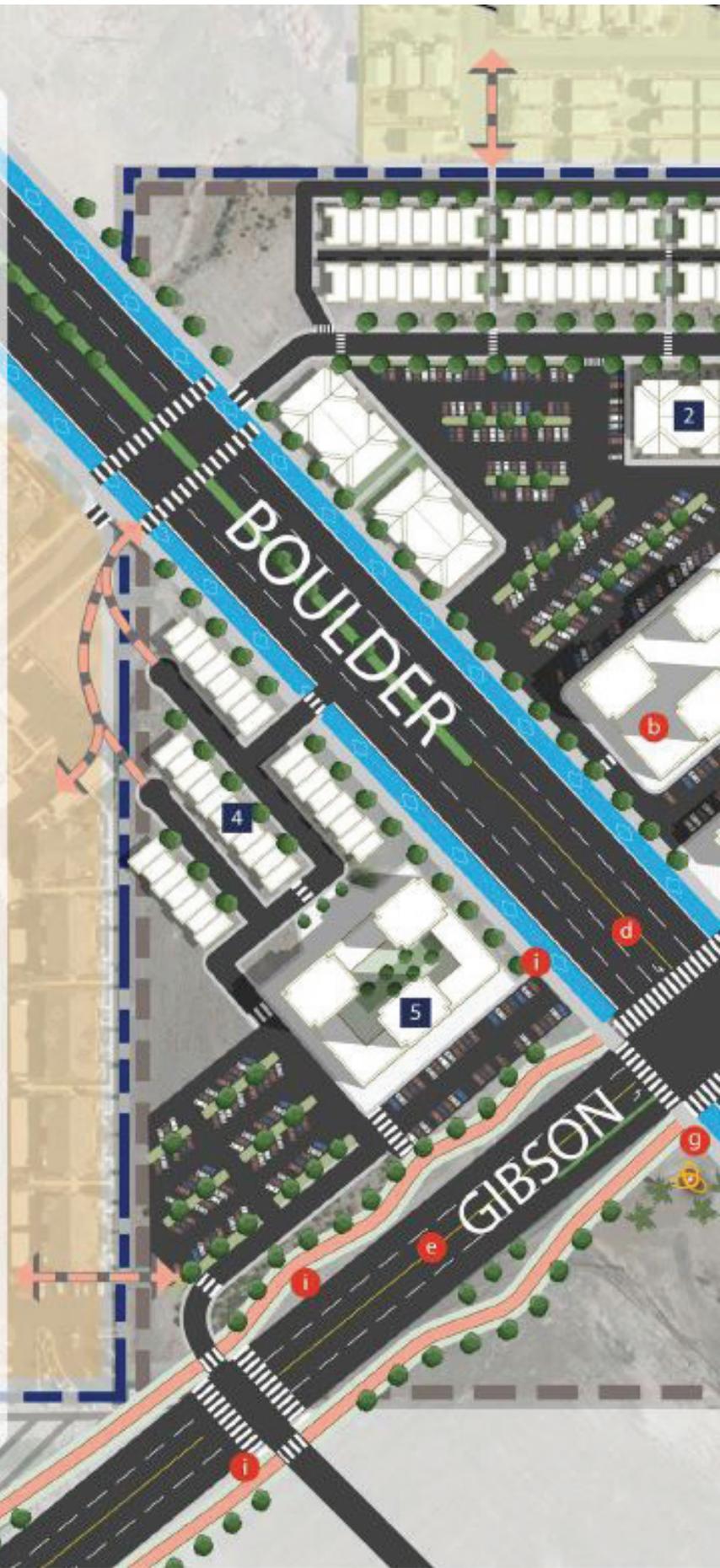
Opportunity Sites

- 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.





*Conceptual site plan for the Gibson Rd./Broadbent Blvd. opportunity site. The plan highlights the potential for mixed-use development of the site, including “missing middle” housing and retail. (Image source: SNS Implementation Strategy)*

*Note: Site plan is conceptual and actual roadway and site development may differ.*



## BOULDER HIGHWAY

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# OPPORTUNITY SITE GOALS

- Demonstrate public commitment to the site.
- Encourage partnerships for new development.
- Improve transportation safety and connectivity for all transit modes.
- Improve neighborhood and site identity with branding and improvements.

*The Henderson Medical Plaza is part of Union Village, a master-planned medical campus currently being developed just west of the opportunity site. Photo credit: Tonya Harvey, Las Vegas Review Journal.*

# PROGRESS

The *SNS BH Implementation Strategy* (2015) provides a detailed plan for advancing the vision of the *BHIS* (2008) for 34 acres of City-owned land at the intersection of Boulder Highway and Gibson Rd./Broadbent Blvd, providing strategies to become a thriving, mixed-use neighborhood center and setting an example for how redevelopment and TOD can be achieved throughout the corridor.

It also identifies projects, policies, and programs that could be implemented to achieve TOD and mixed-use development, complete with pedestrian and bicycle friendly amenities and landscaping and design elements that emphasize the site's position as a gateway into the city of Henderson. The resulting plan identified four primary actions for realizing this vision, which are identified on the opposite page.

Each of these primary actions details several strategies for achieving these goals. This section assesses the progress made on these strategies and goals.

Five years into implementation of the plan, the City remains committed to achieving the opportunity site vision. **Approximately 71% of the implementation strategies are on track**, and many more will see implementation work begin soon. However, some challenges do remain, many of which are challenges shared throughout the region. The following pages provide details on this progress assessment, highlighting accomplishments as well as persistent challenges and barriers to mixed-use development and TOD along the Boulder Highway corridor.

Each strategy was assessed using the following scale: Complete, current priority, pause & resume, and honor & let go.

- **Complete:** Strategies considered to be done with the exception of ongoing maintenance and evaluation.
- **Current Priority:** Strategies are on track with some progress made. The strategy remains current and relevant although some modifications may be needed.
- **Pause & Resume:** Strategies are not feasible or unknown at this time. Little to no progress has been made. The strategy may be revisited in the future, but the timeline for revisiting the strategy is not clear and it is not a current priority.
- **Honor & Let Go:** Strategies found to be not feasible. Existing conditions have likely made these strategies too difficult to implement or they are outdated at this time.

## ACCOMPLISHMENTS/ MILESTONES

The City of Henderson has prioritized implementation of the goals and strategies of the *SNS BH Implementation Strategy*, updating plans and policies that incentivize and support TOD and mixed-use development, and prioritizing infrastructure improvements that support the transformation of Boulder Highway into a true multimodal thoroughfare with center-running, high-capacity transit.

Key accomplishments include:

- The City updated its comprehensive plan, *Henderson Strong* (2017), to align the city's vision and goals with that of the *Regional Policy Plan* (2015). *Henderson Strong* confirms that the Boulder Highway corridor is still a top priority area for reinvestment in the city.
- As part of *Henderson Strong*, the City updated its Master Transportation Plan to prioritize Complete Streets and multimodal transportation throughout the city.
- The City recently adopted the *EHIS* (2020), providing new strategies for incentivizing development at priority sites, such as the opportunity site, in the East Henderson Redevelopment Area (EH RDA).
- The City is in the process of updating its Development Code (Henderson Municipal Code Title 19) to better implement the vision and goals of *Henderson Strong*. This includes an update to development standards for Boulder Highway, positioning the city for improved implementation of their vision for the Boulder Highway corridor and the opportunity site.
- The City of Henderson applied for and received the Brownfield Community-Wide Assessment Grant through the U.S. Environmental Protection Agency (EPA).

This \$550,000 grant created the Boulder Highway Revitalize, Reuse, Renew project that allows the city to fund site research and environmental assessments on eligible properties to better position property owners to more easily market their vacant or underutilized properties or repurpose them for a higher return on investment.

- The City updated its parking standards (Ordinance 3530) to reduce parking minimums and enhance pedestrian comfort and connectivity within parking areas.
- The region recently adopted *Re-Imagine Boulder Highway* (2020), a multimodal transportation study that prioritizes center-running, high-capacity transit and multimodal transportation along Boulder Highway. This document aligns the City's vision for their portion of Boulder Highway with the region's vision for the entire length of the Boulder Highway corridor.
- The City was awarded an Infrastructure for Rebuilding America (INFRA) grant of approximately \$40 million to fund Complete Streets infrastructure improvements on Boulder Highway, positioning the city to achieve their part of the Re-Imagine Boulder Highway vision.
- The City's Public Works department has also contracted with an engineering firm to develop a preliminary design and cost estimate for implementation of Complete Streets improvements on Boulder Highway.
- The City has dedicated funding for pedestrian, bicycle, and trail improvements along Boulder Highway in their capital improvement plans and the regional Transportation Improvement Program (TIP) dedicates \$45 million for transit improvements along Boulder Highway in fiscal years (FY) 2026-2030.
- The *On Board Regional Mobility Plan* (2020) prioritizes high-capacity transit

along Boulder Highway within the city of Henderson.

- Union Village, a master planned medical campus just west of the opportunity site, has opened Henderson Hospital and Henderson Medical Center, and has broken ground on several residential properties in the area as well.
- The area surrounding the opportunity site has seen recent development including SLAM Academy (a local charter school), Cowabunga Bay, Cadence, and many multi-family residential units.
- The City advertised an RFP for the northern and western parcels of the opportunity site in December 2021, in order to solicit proposals for development of either or both parcels in a manner that suits the vision of the site. The advertisement

will stay open until the end of February 2022 and, if a development is chosen from the process, the City will enter into a development agreement with the developer.

- In December 2021, the City passed a resolution to sell the eastern parcel of the site to the RDA. The RDA plans to sell the parcel to Nevada Hand who, in partnership with [St. Jude's Ranch for Children](#), plan to develop approximately 150 units of affordable housing, a thrift store, and childcare facilities as well as space for case management and trauma support. The City is spearheading this project to provide support to young people aging out of St. Jude's Ranch. Children turning 18 are no longer allowed to live in the facility but many need affordable rent and social support due to their history of being abused and neglected as children.

*Concept rendering for a re-imagined Boulder Highway. (Rendering by MIG)*



PROPOSED CONCEPT

## CHALLENGES/BARRIERS

Before the opportunity site can become a thriving mixed-use neighborhood center, some challenges and barriers do remain that need to be resolved. Market realities and existing conditions have made it difficult to incentivize TOD and mixed-use development at the site. Additionally, redevelopment work is often slow. It requires balancing development and growth priorities for various parts of the city, the creative use of limited resources, and substantial coordination between many partners and stakeholders. These processes take time to unfold.

It's important to note that many of these challenges and barriers are not unique to Henderson. The region has been working to incentivize mixed-use development and TOD for the past several years, but development types have been slow to change region wide. Many studies, including the *Regional Policy Plan*, attribute this to the fact that the region lacks local experience in financing and constructing these types of projects. Additionally, regional collaboration around land use and development is still new for the region, and aligning policies that encourages change in the private sector takes time and patience. Priorities and goals across jurisdictions and agencies also do not always align or have the same timing, and much work must happen before multiple agencies can create and commit to shared goals.

Because of these challenges, Boulder Highway, as well as much of the region, remains dominated by an auto-oriented environment. The introduction of express bus service by RTC in the corridor in 2010 did little to change the preferred low-density development trends of the past, and the corridor remains scattered with low-density, under developed and



*Development patterns along Boulder Highway and throughout the region remain largely auto-centric. Google Street view looking north on Boulder Highway. (Image capture Feb. 2021)*

undeveloped land. Thus, the opportunity site's physical condition has seen little change since the adoption of the *SNS BH Implementation Strategy*.

Key challenges and barriers include:

- Regionally, there is still concern about whether or not the development community will embrace dense, transit-oriented development. Historically, this is not the preferred development type for the region and many developers in the region have been hesitant to move away from traditional, auto-oriented development types.
- Promoting new development types in the area surrounding the opportunity site has been challenging. Most new development surrounding the opportunity site has followed traditional, auto-oriented types, diverging from the vision to create a TOD corridor and a thriving, mixed-use neighborhood center at the opportunity site.
- High-density TOD, and mixed-use development is still new for the region and

these projects can be difficult to finance using traditional funding sources. There is little experience in the region for financing this type of development, and few local developers have experience with federal incentive programs that have proved successful for funding TOD or similar development.

- Existing conditions on Boulder Highway have not changed. The corridor is dotted with undeveloped and under-developed land and the area lacks certain desirable amenities. Although new development has recently occurred near the opportunity site, the site still may not be considered market-ready by the development community.
- The *BHIS* (2008) and subsequent updated land-use regulations, development standards, landscape standards, and redevelopment incentives have not spurred mixed-use development on Boulder Highway as expected. It appears that conditions still do not support high-density TOD in the corridor, although the City is working to better align its development goals with the market in the Henderson Development Code update.
- Little improvement has occurred to infrastructure on and near the site and Boulder Highway continues to be a poor environment for pedestrians and cyclists. Additionally, the opportunity site sits adjacent to many concrete block walls due to the existing single-family residential development in the area. These conditions make it difficult to establish multimodal connections between the surrounding community and the opportunity site.
- The opportunity site is not located near an existing transit stop, making it difficult for developers to take advantage of City incentives such as density bonuses and parking reductions.
- Transportation infrastructure improvements will require coordination between the City of Henderson, Clark County, Nevada Department of Transportation (NDOT), and RTC, all of whom have different transportation, design, and roadway management goals and priorities.
- The large right-of-way and above ground utility lines makes development of vacant parcels along Boulder Highway difficult, including the opportunity site. The *Boulder Highway Frontage Road Study* (2012) established recommendations for NDOT to relinquish the right-of-way to the City, but work to take over ownership of the right-of-way has been slow. Without ownership of the right-of-way, the City has not been able to invest in improvements to make the site more development-ready. However, the recent INFRA grant award has been a catalyst for moving these negotiations forward. There are many details that still need to be negotiated and the timeframe for when the City can take ownership is not yet established, but the City continues to work with NDOT on the transfer process.
- The City has several redevelopment priorities and funding for the city's redevelopment areas is limited, making it difficult for the City to invest in multiple projects in any given year. Additionally, RDA incentives have been underutilized by the development community and may not align with their most pressing needs.
- Investigation into parking maximums in 2017 found that the development community is not ready to reduce parking. Ordinance 3530 created a compromise which has improved the pedestrian experience within surface parking areas, however the current parking requirements are still a hindrance to TOD development.

## DEMONSTRATE PUBLIC COMMITMENT TO THE SITE

Since adopting the *SNS BH Implementation Strategy*, the City remains committed to the vision that was established for the opportunity site. The recent adoption of the *EHIS* and the forthcoming update to the Henderson Development Code provide a new foundation for realizing this vision and confirm the City's willingness to commit public investments to incentivize new development at the site.

The *EHIS* consolidates and replaces the goals and policies of the *BHIS* with new redevelopment strategies for Boulder Highway and several opportunity sites within the corridor, including the Gibson Rd./Broadbent Blvd. opportunity site. This new plan locates the opportunity site within the Northwest Sunset planning subarea, where redevelopment goals are focused on attracting new businesses and creating employment hubs throughout the area. Ideal development for the Northwest Sunset area includes a mix of retail, office, and multifamily housing, aligning the *EHIS* with past planning efforts and the vision for the site.

The *EHIS* also recommends new ideas and opportunities to incentivize development at the opportunity site, although no specific incentives have been developed yet. Recommended incentives focus on meeting community development needs and making high-density TOD and missing-middle housing more feasible. Possible incentives for consideration include employment-based, TOD, and residential development incentives. More specifically, recommendations include revamping the Eastside Development Grant

Program to promote the development of employment centers, and creating low-interest loan funds, code-based incentives, tax abatements, tax credits, and fee waivers for affordable housing development.

Much recent planning work also emphasizes the importance of working relationships within the City itself and with the community at large. The City's *2019-2023 Strategic Plan* identifies opportunities for intra-departmental collaboration and prioritizes the development of public-private partnerships.

This goal was incorporated into the *EHIS*, which emphasizes the need to develop incentives and programs that work in tandem with existing programs and progresses multiple City and Redevelopment Agency (RDA) goals. Current incentives - Developer Assistance Program, Eastside Facade Improvement Program, Mini-Facade Improvement Program, Residential Improvement Program, Tenant Improvement Grant - encourage relationships with developers, businesses, and homeowners as well, although many of these programs are underutilized. Forthcoming action steps from the RDA will seek to revamp these programs or create new ones that are better suited to address the needs of developers and business and property owners in the Eastside Redevelopment Area.

The *EHIS* also prioritizes considering interim uses for the opportunity site, but there has been no discussion on possible temporary uses yet.

Henderson's redevelopment agency is now working through defining specific action steps for each redevelopment planning subarea,

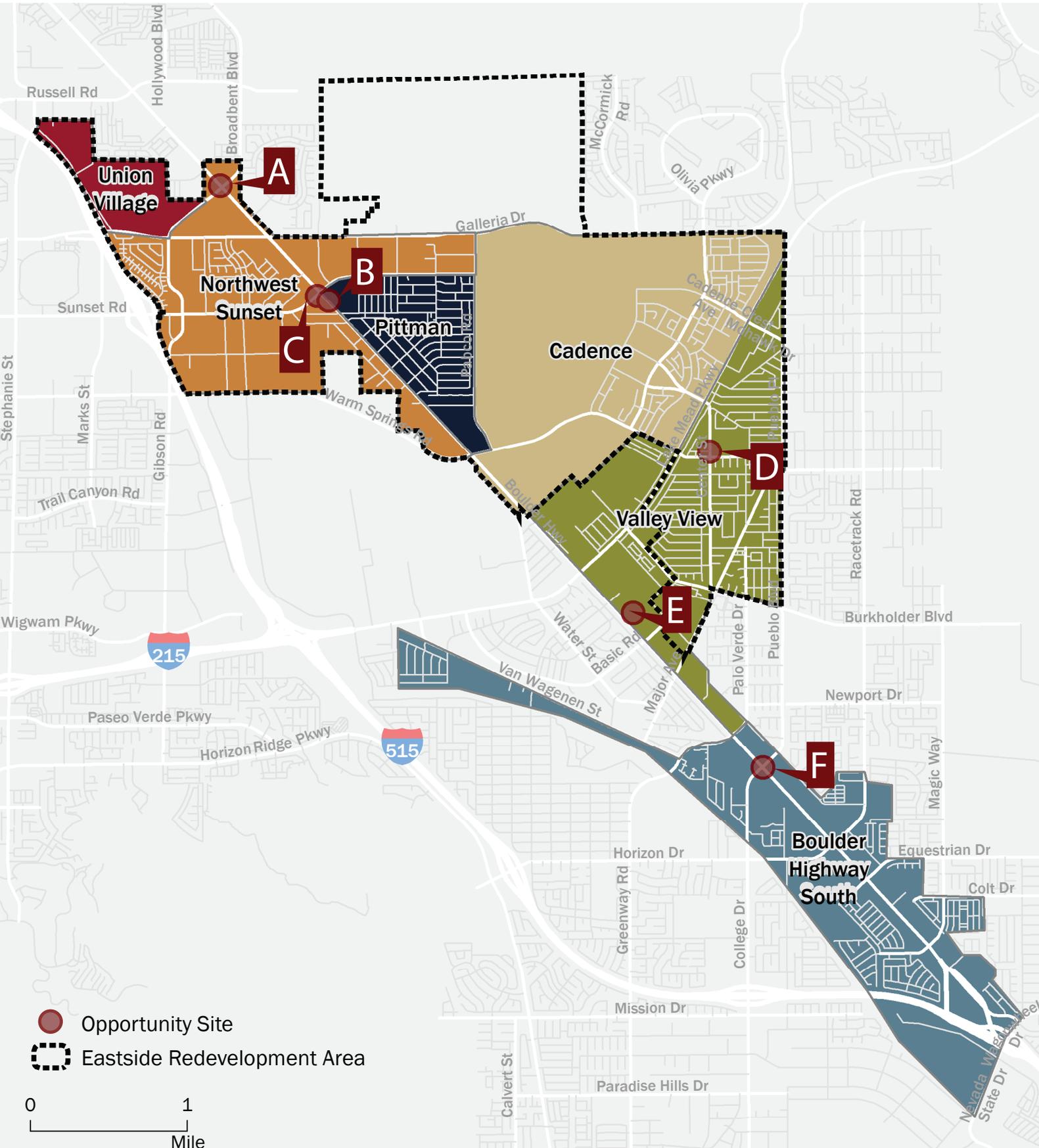
|     |  | COMPLETE | CURRENT PRIORITY | PAUSE & RESUME | HONOR & LET GO |
|-----|--|----------|------------------|----------------|----------------|
|     | <b>DEMONSTRATE PUBLIC COMMITMENT TO THE SITE.</b>  |          |                  |                |                |
| 1.1 | Develop an informational packet for the site that includes development incentives that might be available to potential developers (i.e. co-investment in infrastructure, reduced development fees, open space development assistance, etc.)      |          | ●                |                |                |
| 1.2 | Clarify and adopt a decision framework, evaluating proposed new development for: Alignment with guiding principles, developer capacity, partnerships interests, and possible incentives from COH or other financial resources for redevelopment. |          | ●                |                |                |
| 1.3 | Establish partnerships for a better working relationship with existing stakeholders such HOAs, large property owners, and COH's Redevelopment Agency and/or Long-Range Planning Division.  |          | ●                |                |                |
| 1.4 | Consider interim uses for the site that could mesh well with the neighborhood and provide some revenue for the city of Henderson.  |          | ●                |                |                |

Fig. 3.1

starting with the Northwest Sunset planning subarea. While the opportunity site is located in this planning subarea, current development momentum is occurring around the intersection of Sunset Rd. and Boulder Highway. In order to ensure that existing business owners in the area also benefit from this development momentum, the City is focusing its redevelopment efforts in the Sunset corridor. It's likely that action items developed for this planning subarea will not be implemented at the Gibson Blvd./Broadbent Rd. site until sometime in the future. However, successful redevelopment on Boulder Highway and in the Sunset corridor will likely benefit the opportunity site, as new development in the area will draw continued redevelopment interest to the greater area.

The City is also nearing completion of a Development Code update, which is

expected to provide an improved decision-making framework for evaluating proposed development in redevelopment areas throughout the city. Through the implementation of a Redevelopment Overlay, development of properties located in redevelopment areas will require approval from the City's director of Community Development and Services, who will ensure that proposed development aligns with the redevelopment goals of the area. Additionally, proposed development will need to go through a design review process. For the opportunity site, this could help ensure that development proposed for the opportunity site aligns with the vision set forth in the *BHIS* as well as with community and redevelopment goals in *Henderson Strong* and the *EHIS*.



The EHIS updates the BHIS with a new district style approach to redevelopment. The Gibson Rd./Broadbent Blvd. opportunity site is located in the Northwest Sunset planning sub-area. (Image source: EHIS, 2020)

## ENCOURAGE PARTNERSHIPS FOR NEW DEVELOPMENT

The City of Henderson acknowledges it has been challenging to encourage new development at the opportunity site. Instead, new development in Henderson has been focused elsewhere, primarily in the west and southwest portions of the city. Much of this new development has followed traditional auto-oriented development trends, as is the case region-wide.

Nonetheless, the City has been working hard to encourage new mixed-use development and TOD throughout the city. Following the creation of the *Regional Policy Plan*, the City committed to shifting their policies and regulations to be more supportive of compact, sustainable, transit-focused development. Many of the City's plans, policies, and future investments are focused on encouraging these new development types, and revitalization efforts continue to be prioritized in the Boulder Highway corridor.

The City's *2019-2023 Strategic Plan* prioritizes increasing transportation choice and encourages development that increases access to parks, trails, and open space. Additionally, the *EHIS* seeks to develop incentives that make TOD and high-density development more feasible. The anticipated Henderson Development Code update is expected to revise zoning along Boulder Highway to allow for a wider range of uses, providing more flexibility for adaptive reuse and infill in the corridor.

Pending approval of the Development Code update, the opportunity site will be zoned

for Corridor/Community Mixed-Use (MC), accommodating transit-supportive, mixed-use development with a variety of non-residential uses. The proposed zoning encourages TOD and high-density development through development standards that support pedestrian-friendly amenities and connections to transit and transit facilities. The updated code is also expected to allow for density bonuses if the proposed development includes affordable or age-restricted senior housing.

Additionally, the code update is to include a sustainability section intended to promote compact, mixed-use development patterns, increase transportation choice, and increase access to open space, trails, and parks. These standards will ensure that new development at the opportunity site will contribute to the overall vision for the Northwest Sunset planning subarea and to the Boulder Highway corridor overall.

The implementation of a Redevelopment Overlay, also part of the Development Code update, is expected to require proposed development to go through a design review process, ensuring quality of architecture and design in redevelopment areas. The code provides new guiding principles for architecture and design which should address issues such as limiting blank walls and requiring a unified palette of quality materials.

The City also updated its parking standards through the adoption of Ordinance 3530 in 2018. Stakeholder outreach during this effort found that the development community was not yet ready for parking maximums, a progressive approach to parking that establishes an upper limit on parking supply



Top: Aerial view of downtown Henderson's Water Street district. (Image source:<https://emeraldlandcasino.com/>)

Middle: New mural in the Water Street district contributes to the district's identity. (Image source: TSK Facebook)

Bottom: New parking standards require increased facilities and access for pedestrians. (Image source: City of Henderson)

rather than set a minimum number of required parking spaces. Like efforts throughout the region have garnered similar feedback. Instead, the City worked with stakeholders to reduce parking minimums and to provide more pedestrian connectivity and landscaping within surface parking lots.

The new Development Code does not make any major changes to these previous parking revisions, but allows for an additional 15% reduction in parking in all zoning districts if certain criteria, such as locating within 1,000 feet of an existing bus rapid transit stop, are met. The code update also requires surface lots be located away from the primary street frontage of the building and encourages shared parking and Transportation Demand Management plans.

The *EHIS* also recommends new opportunities to incentivize TOD and high-density development at the opportunity site (see discussion on p. 28).

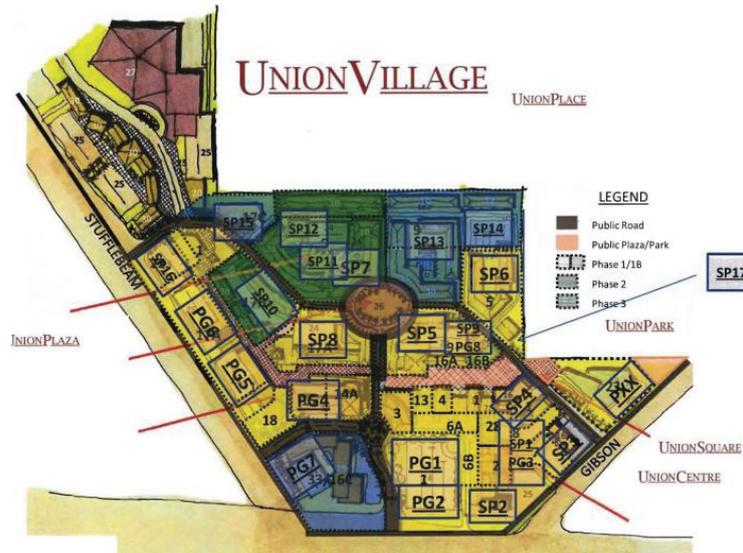
As previously mentioned, the RDA has many competing areas of interest and the opportunity site may not be the best area to focus attention right now. RDA funding is extremely limited in the Eastside Redevelopment Area, which makes it difficult for the City to invest in multiple projects at one time. The City does, however, have additional tools for incentivizing development outside of the RDA and other City departments are already deploying various investment strategies in the Boulder Highway corridor. Public Works has identified funding and partnerships for investing in new transit infrastructure on Boulder Highway (see discussion on p. 34) and Community Services

|     | <b>ENCOURAGE PARTNERSHIPS FOR NEW DEVELOPMENT (ONCE THE MARKET SUPPORTS IT).</b>   | <b>COMPLETE</b> | <b>CURRENT PRIORITY</b> | <b>PAUSE &amp; RESUME</b> | <b>HONOR &amp; LET GO</b> |
|-----|--|-----------------|-------------------------|---------------------------|---------------------------|
| 2.1 | Improve parking requirements to encourage a reduction in parking spaces and incentivize the use of public transit. This could be supported by a transportation demand management plan. |                 | ●                       |                           |                           |
| 2.2 | Apply existing design and development guidelines as outlined in the <i>BHIS</i> to create the desired development along the corridor.  |                 | ●                       |                           |                           |
| 2.3 | Identify incentives or partnerships for transit-oriented development and the development of new urban/open space that is close to shopping amenities/new site development.             |                 | ●                       |                           |                           |
| 2.4 | Explore options for site preparation as an incentive for development such as addressing environmental issues.  |                 |                         | ●                         |                           |
| 2.5 | Solicit RFIs from potential developers to learn what the City can offer and what a potential development agreement might look like.  |                 | ●                       |                           |                           |

Fig. 3.2

is investigating new strategies to diversify housing options within the city.

The area surrounding the opportunity site has seen new development activity in the five years since the *SNS BH Implementation Strategy* was adopted. Union Village, a master planned community, is well on its way to developing a fully integrated health village, including residential, retail, and entertainment experiences. New multi-family units were recently constructed west of the site in Clark County and Henderson’s master planned community Cadence continues to be built out just south of the opportunity site. These projects have the potential to draw new development interests to the Gibson Rd./ Broadbent Blvd. opportunity site.



The Union Village master plan for a mixed-use healthcare campus.

## IMPROVE TRANSPORTATION SAFETY AND CONNECTIVITY

The City of Henderson is committed to improving transportation safety and connectivity citywide. This commitment is reflected in the *2019-2023 Strategic Plan*, which prioritizes improvement of community safety. The City proposes reducing injury crashes and vehicle and pedestrian fatalities by 5%, while also seeking new opportunities to increase transit and bicycle access throughout the city.

In addition to this commitment, Henderson has updated many key planning documents and invested in new studies that further the development goals and priorities for improving safety and multimodal infrastructure around the opportunity site and on Boulder Highway. In 2017, the City updated its comprehensive plan, *Henderson Strong*, to better align with SNS planning priorities. This update includes a new Master Transportation Plan, prioritizing Complete Streets and multimodal transportation throughout the city.

The Henderson Development Code update is part of this process as well, positioning the City to better achieve the goals and strategies of *Henderson Strong*. In addition, the proposed code update encourages new development to create active streetscapes, with building frontage situated near roadways and transit facilities and pedestrian improvements that provide for safer and more comfortable conditions.

Additionally, the updated *EHIS* provides new strategies for redevelopment that better align with the goals and priorities of the *SNS BH Implementation Strategy*. The *Master Bike and Trails Plan* (2014) has not been updated since the adoption of the *SNS BH Implementation Strategy*, but the *EHIS* recommends providing dedicated bike lanes along Gibson Rd. and Broadbent Blvd. as well as improving transportation choice and connectability throughout the Northwest Sunset planning subarea.

Recent regional planning efforts also align with the development goals and priorities for the opportunity site and with the Boulder Highway corridor at large. *Re-Imagine Boulder Highway* created a regional vision for improving safety and the built environment along Boulder Highway throughout the region. The study re-visions Boulder Highway as having center-running transit flanked by two travel lanes on either side. The additional right-of-way provides flexibility for each jurisdiction to plan for their unique needs.

In Henderson, this additional right-of-way is envisioned as linear parks, open space and, in areas with large right-of-ways, new development. Right-of-way development is primarily the responsibility of property owners along Boulder Highway. The City is working hard to engage with property owners to determine what kinds of public-private partnerships can help make this kind of development a reality.

As far as roadway improvements are concerned, the City is already progressing their vision forward. In 2020, the City contracted with consultants to provide a preliminary phase I design and cost estimate for the new

|     | <b>IMPROVE TRANSPORTATION SAFETY AND CONNECTIVITY FOR ALL TRANSIT MODES.</b>  | <b>COMPLETE</b> | <b>CURRENT PRIORITY</b> | <b>PAUSE &amp; RESUME</b> | <b>HONOR &amp; LET GO</b> |
|-----|---|-----------------|-------------------------|---------------------------|---------------------------|
| 3.1 | Update and coordinate city-wide plans and policies to reflect the opportunity site priorities, including the <i>Master Bicycle and Trails Plan</i> .  | ●               |                         |                           |                           |
| 3.2 | Increase collaboration and partnerships with NDOT and RTC. Seek transfer of this section of Boulder Highway from NDOT to the City. Work collaboratively to improve pedestrian facilities and add new transit routes and stops as suggested in the <i>Boulder Highway Concepts and Investment Strategies (2015)</i> plans. Seek high-frequency feeder bus routes connecting existing routes and linking regional destinations. |                 | ●                       |                           |                           |
| 3.3 | Improve safety through the development and adoption of an access management plan that can serve to reduce conflicts between vehicles, pedestrians and cyclists. Explore a range of design and transportation strategies such as consolidating or relocating driveways and adding center medians.  |                 | ●                       |                           |                           |
| 3.4 | Establish safe and comfortable conditions for active transportation: Complete ped/bike connections and access, design safe and convenient pedestrian crossings, initiate traffic calming strategies.  |                 | ●                       |                           |                           |
| 3.5 | Prepare for dedicated transit lanes as suggested in the <i>SNS Highway Concepts (2015)</i> .  |                 | ●                       |                           |                           |
| 3.6 | Design an inter-connected street system, establishing a street grid that orients new development toward the Boulder Highway corridor and provides access to and through various neighborhoods and development areas.  |                 | ●                       |                           |                           |

Fig. 3.3

roadway. The design includes center-running, high-capacity transit, two travel lanes in both directions, and protected or buffered bike lanes along the entire length of the city’s portion of Boulder Highway. The *FY 2021-26 Capital Improvement Plan (CIP)* dedicates funding for transportation improvements along the corridor, including bike lanes, sidewalks, intersection improvements, pedestrian facilities, and transit upgrades. Additionally, the RTC allocated \$45 million for transit improvements on Boulder Highway in FY 2026-

30 through the Transportation Improvement Program (TIP).

RTC’s regional mobility plan, *OnBoard* also identifies Boulder Highway as a priority corridor for high-capacity transit. The Cross-Valley Connector, a high-capacity transit line connecting the eastern and western portions of the valley, is a phase I project to be completed within the next 10 years. The RTC is still working through a timeline and budget for implementing *OnBoard* phase I projects.

## IMPROVE NEIGHBORHOOD IDENTITY AND CREATE A BRAND FOR THE SITE

While much planning for the Gibson Rd./ Broadbent Blvd. opportunity site has been accomplished, physical improvements to the roadway and built environment have been slow to emerge. Thus, most of the strategies for improving the area surrounding the opportunity site through the creation of an identity and brand are not yet started.

The Henderson Development Code update intends to address inconsistencies in the City's district, commercial, mixed-use, and open space design standards. New development regulations will address key characteristics for encouraging TOD, including building form and density, and provide for a mix of uses, active ground floor uses, and street/block patterns. Specifically, the code update is to require developments larger than 5 acres to be designed to reinforce a pattern of individual blocks, consider pedestrian access, and limit especially large block lengths, as well as encourage high-quality design through a unified palette of quality materials. The code update will also limit blank walls for non-residential uses and requires openings and transparency (windows and doors) that contribute to more active street fronts.

The updated zoning along Boulder Highway aims to allow for a variety of non-residential uses including: major employers, restaurants, theaters, lodging, and offices, as well as a broad mix of complementary uses including high-density multi-family housing, civic and public



Water Street district in Henderson. (Image source: City of Henderson)

facilities, parks, open space, and community gathering spaces.

No specific brand or identity has been developed for the opportunity site yet, but the *EHIS* identifies the area as the Northwest Sunset planning subarea and continues the strategy of developing the site and adjacent right-of-way as a gateway into Henderson. Furthermore, the RDA will be working with business owners in the Sunset corridor in the near future, where a brand for the area around Sunset Rd. and Boulder Highway may be developed.

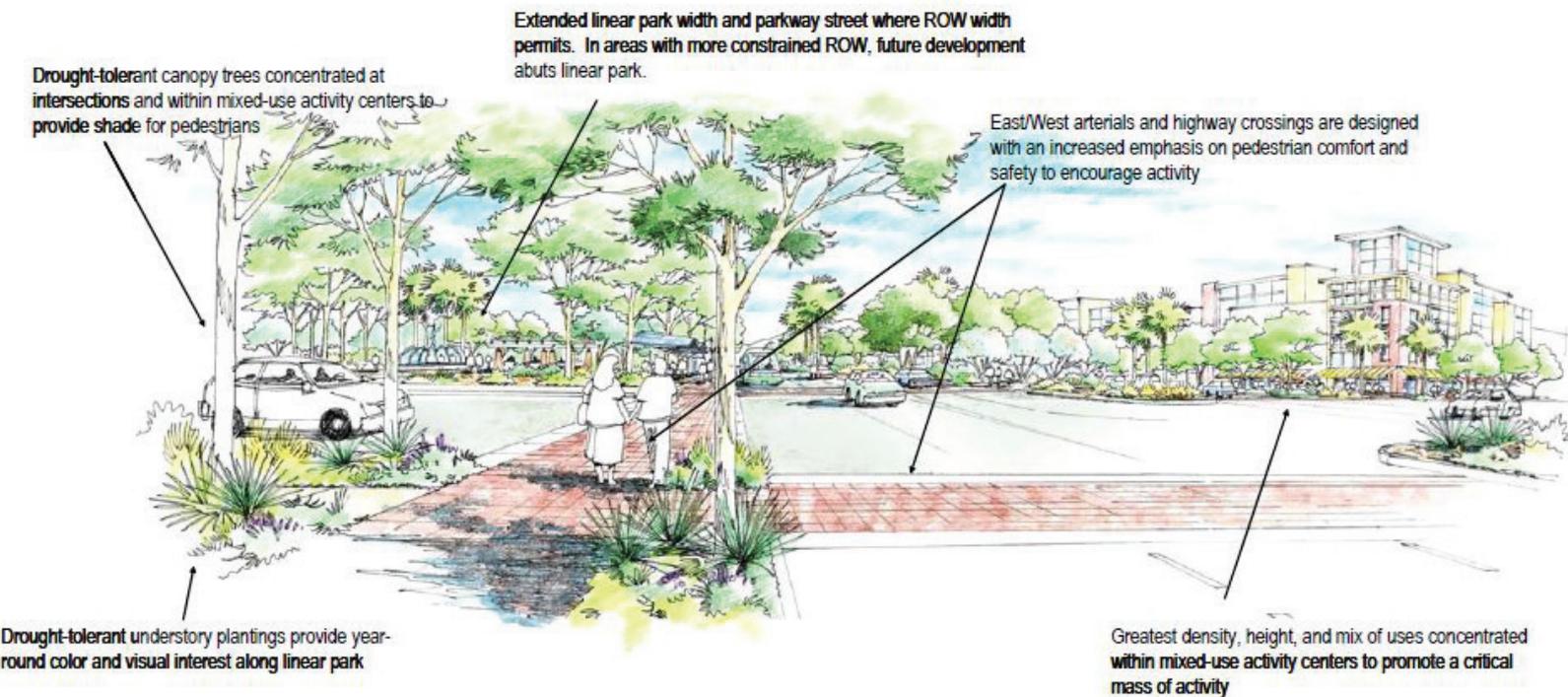
It will likely be some time before any branding is implemented at the opportunity site, but the City does have experience with branding, having implemented branding strategies in Downtown Henderson on Water Street and in West Henderson. These experiences allowed the City to test what strategies worked well, providing staff with new insight for expanding their efforts to other areas, such as the Sunset corridor and the Gibson Rd./Broadbent Blvd. opportunity site.

Additionally, the upcoming transportation

|     |   | COMPLETE | CURRENT PRIORITY | PAUSE & RESUME | HONOR & LET GO |
|-----|---|----------|------------------|----------------|----------------|
| 4.1 | Adhere to the zoning code and continue to require new buildings orient towards Boulder Highway and other streets. Encourage “active” presence at the ground level such as ensuring windows and balconies overlook streets and open spaces. Encourage uses that attract a steady stream of people such as retail and restaurants. Limit the amount of surface parking along the corridor frontage. |          | ●                |                |                |
| 4.2 | Encourage a common theme through design guidelines to establish a strong visual identity. Engage the community in a public process to establish an image/identity. Adopt special design standards that focus on creating a recognizable image for the neighborhood, including the common use of materials, colors, textures, design of canopies and signage, street lighting, and public art.     |          |                  | ●              |                |
| 4.3 | Incorporate public art into transit stations to reinforce neighborhood identity.  |          |                  | ●              |                |
| 4.4 | Create a more intensive landscape around the Boulder/ Gibson intersection focused on offering shade and safety for pedestrians, as suggested in the <i>BHIS</i> .   |          |                  | ●              |                |
| 4.5 | Use landscaping to transition between adjacent uses to help create a more seamless transition between the opportunity site and adjacent development. Transitional landscaping should be a “looser,” more informal character, as recommended in the <i>BHIS</i> .  |          |                  | ●              |                |
| 4.6 | Provide consistent signage and gateway features that define the entryway into the city on the southern parcel of the site, consisting of a combination of a monument sculpture and sign along with formal landscape planting.   |          |                  | ●              |                |

Fig. 3.4

and street improvements (see discussion on p. 34) provide the City with an opportunity to incorporate public art into transit stations and the built environment, although no plans for placemaking have been discussed yet.



## BOULDER HIGHWAY

# OPPORTUNITY SITE BIG ACTIONS

1. Continue public commitment to redeveloping the corridor and support implementation of the *EHIS*.
2. Increase coordination among internal and external stakeholders to sustain energy and take advantage of opportunities for redevelopment in the corridor.
3. Create a branding and marketing strategy and invest in placemaking efforts throughout the corridor and near the opportunity site.
4. Implement roadway improvements that will benefit all users of the roadway (pedestrian, bike, public transit, and personal vehicle) and catalyze transit oriented development (TOD).

*The BHIS envisioned a multi-modal boulevard for all users, complete with linear parks and greenways. (Rendering by Russell + Mills Studio)*

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## 4

# RECOMMENDATIONS

Several years removed from adopting the *SNS BH Investment Strategy*, many of the goals and strategies remain current and relevant, but some need to be updated. The City also has many new efforts underway that connect to redevelopment along the Boulder Highway corridor and opportunity site as well. As such, it is an opportune time to update this document, to reflect on these past and current efforts and to document how these and new strategies can continue to guide the city's revitalization work for the next several years to come.

Several of these new planning efforts are discussed in the previous Progress section. The *EHIS* introduces a new, district-style approach, breaking Boulder Highway up into more manageable sub-areas that better reflect the varied neighborhood character along the corridor. The *EHIS* also makes several recommendations for revisiting the City's economic development incentives, seeking to both increase the use of existing incentives as well as expand its portfolio with new incentives. Furthermore, the City's Development Code update creates new zoning and development standards for the corridor, improving alignment between the city's vision for mixed-use and TOD with new development and construction throughout the city. Thus, several recommendations are made in this report that seek to update and align the *SNS BH Investment Strategy* with these new efforts.

Four "Big Actions " (opposite page) are identified for continuing redevelopment work in the Boulder Highway corridor. These actions encompass both initiatives that are currently underway at the city as well as new ideas for continuing progress towards the city's redevelopment goals on Boulder Highway. They build on the previous implementation strategies, using those that are still current and relevant as a foundation, while incorporating ideas from the additional research and case studies that was conducted as part of this report.

Each action has several strategies for achieving its desired goal. These actions are not intended to be formally adopted by the City. Instead, the intention is that these actions can inform future planning and economic development efforts in the Boulder Highway corridor as the City continues its work to revitalize the area.

## RECOMMENDATIONS

### BIG ACTION 1

Big Action 1 focuses on continuing the City's commitment to redeveloping the Boulder Highway corridor through strategies that also support implementation of the *EHIS*. This includes investing in new studies that can progress redevelopment goals related to Boulder Highway and prioritizing strategies from the *EHIS* that can directly influence development of the Gibson Rd./Broadbent Blvd. opportunity site.

The City's Community Development and Services and RDA departments have a strong history of supporting redevelopment work throughout the city. Most recently, the adoption of the *EHIS* set a new foundation for redevelopment efforts in Boulder Highway. The *EHIS* breaks up the long corridor into more manageable sub-areas, acknowledging the diversity and neighborhood-level differences that exist in the corridor and identifies actions and strategies for each sub-area, recognizing that these may be different in each place.

Big Action 1 seeks to support and build out this district-style approach, starting with the Northwest Sunset planning sub-area. This approach aligns with some of the lessons learned in the case study research (see Central Ave. case study p. 50). The Gibson Rd./Broadbent Blvd. opportunity site is one of three opportunity sites located in this newly formed sub-area and it may be beneficial to create an area plan that can inform development proposals and concentrated redevelopment work here. Additional information, such as market analysis and focused community/stakeholder input can also help to strengthen planning and redevelopment strategies that



*Volunteers create a temporary Broad Avenue bike lane. (Image source: Livable Memphis)*

will be most appropriate for the Northwest Sunset sub-area.

**Some of the key lessons (Nunez, 2021) from case studies that informed Big Action 1 are:**

- Aging corridors cannot be redeveloped in a vacuum. There are many factors which contribute to decline, requiring holistic approaches that look beyond corridors on their own.
- On long corridors, it is important to recognize diversity and differences within the corridor by creating different redevelopment strategies and actions where they are most needed and appropriate.
- A layered approach to financial mechanisms and programs works best as corridors often encompass many properties, some of which will better benefit from certain programs than others.
- Market analysis and data can help make strong cases for redevelopment and investment. Market-based plans that align land-use with market demands have a higher likelihood of generating buy-in and implementation. The importance of data and real estate sources is essential for guiding strategy and investment decisions.

| BIG ACTION  | RECOMMENDED STRATEGIES   |
|---|--|
| <p><b>Big Action 1:</b></p> <p><b>CONTINUE PUBLIC COMMITMENT TO REDEVELOPING THE CORRIDOR AND SUPPORT THE IMPLEMENTATION OF THE EHIS.</b></p> | <ul style="list-style-type: none"> <li>A. Develop a redevelopment area plan for the Northwest Sunset planning sub-area, including market-based development ideas for the three opportunity sites in the planning area, including the Gibson Rd./Broadbent Blvd. site (see strategy 1.b).</li> <li>B. Conduct a market analysis study for the Northwest Sunset sub-area and engage stakeholders and developers in design charrettes that yield market-based development strategies for the three opportunity sites in the area, including the Gibson Rd./Broadbent Blvd. site.</li> <li>C. Continue efforts to solicit RFPs from developers to learn what potential development might look like at the Gibson Rd./Broadbent Blvd. site and to learn how the city can best assist to make these proposals a reality.</li> <li>D. Evaluate and revamp existing economic development incentives/grants and increase public awareness of these programs to encourage their use by existing property owners and developers.</li> <li>E. Explore additional incentives/grants identified in the EHIS to meet community needs and goals.</li> <li>F. Consider interim uses for the opportunity site as well as other temporary and pop-up uses throughout the area to encourage increased activity and visitation to the Northwest Sunset sub-area.</li> </ul> |

Table 4.1

*In Memphis, TN, "a new face for an old Broad" was a temporary, three-block streetscape exhibition, created to demonstrate the potential of a neglected main street, Broad Ave., as a destination-worthy commercial and retail district. Borrowing the idea from the Better Block Foundation, local partners hatched a plan to run a two-day event that would show residents, entrepreneurs, and the local development community what a fully revitalized street could look like. Community partners gathered volunteers and persuaded business owners to open temporary shops and restaurants in vacant shops. The streets were temporarily redesigned to illustrate how better infrastructure and improved public space can bring new life to commercial districts, and an emphasis was placed on temporarily improving infrastructure for pedestrians and cyclists. The exhibition was so successful that the temporary streetscape improvements became permanent and the city of Memphis created a new program called [MEMFix](#), which funds pop-up projects throughout the city in order to spur revitalization in other blighted areas.*



*Children enjoy the temporary bike facilities during the "A new face for an old Broad" event in Memphis, TN. (Image source: <http://norococo.blogspot.com/>)*

## RECOMMENDATIONS

### BIG ACTION 2

Big Action 2 looks to increase communication and coordination between both internal and external stakeholders in order to sustain momentum for long-term success. As learned in the West Broadway Avenue case study (p. 54), the integration of in-house resources allows for abundant planning and programming opportunities as well as a shared understanding between all city staff of revitalization goals and implementation needs of the plans (Nunez, 2021). The city has many priorities and planning initiatives it must juggle at any given time. Having a strong process for communication and coordination is key for ensuring that staff can prioritize resources where they are best matched and leveraged for quick wins in their redevelopment work.

Redevelopment work also takes time, patience, and buy-in from multiple external partners and stakeholders, all of whom are essential for success in the long-term, regardless of their role. It is important to build and nurture these relationships so that the many partners involved in this work remain in-the-know, are comfortable and trust in the work, and are ready to capitalize on opportunities as they present themselves. Regular stakeholder meetings and formal governance structures can help ensure that achieving a community vision remains at the forefront of redevelopment goals, that individual efforts contribute to a shared stewardship of the corridor, and that economic development efforts are sustainable long-term.

#### **Some of the key lessons (Nunez, 2021) from case studies that informed Big Action 2 are:**

- Communication and coordination among active redevelopment partners are key for implementation of any redevelopment plan. When possible, the integration of in-house



*Top: The [MyFigueroa project](#) sought to transform the Figueroa corridor into a multimodal thoroughfare, serving all roadway users with upgrades that include: protected bike lanes, wider sidewalks, street trees, public art, additional street lighting and other amenities. (Image source: City of Los Angeles, 2018)*

*Opposite Top: Groundbreaking for a property rehabilitation project within The Corridor. (Image source: <https://www.thecorridor-mke.org/photos>)*

*Opposite Bottom: Area volunteers rake up litter along the railroad tracks as part of The Corridor's neighborhood revitalization efforts. (Image source: Milwaukee Journal Sentinel, Rick Wood, 2018)*

resources can create unmatched flexibility to prioritize resources where they are best leveraged with private investment for “quick wins.”

- It takes much patience and many willing partners to implement redevelopment actions and strategies. Community and stakeholder buy-in is essential for seeing success long-term.
- When catalyst projects occur outside of focused redevelopment areas, planners can leverage them to create future investment opportunities within RDAs and disinvested corridors.

| BIG ACTION  | RECOMMENDED STRATEGIES   |
|---|--|
| <p><b>Big Action 2:</b></p> <p><b>INCREASE COORDINATION AMONG INTERNAL AND EXTERNAL STAKEHOLDERS TO SUSTAIN ENERGY AND TAKE ADVANTAGE OF OPPORTUNITIES FOR REDEVELOPMENT IN THE CORRIDOR.</b></p> | <ul style="list-style-type: none"> <li>A. Increase in-house coordination between Community Development &amp; Services (Planning), Economic Development, and Public Works to leverage private investment and create flexibility to prioritize city resources for quick wins.</li> <li>B. Facilitate regular stakeholder meetings (see Central Ave case study - "Conversations on Central" p.50) to improve corridor-wide communication and collaboration.</li> <li>C. Explore formal governance structures (BID, coalition, etc.) for leadership/decision making, providing direction, and sharing resources (marketing, safety/security, etc.) to sustain economic activity and vibrancy in the corridor (see Central Ave Council p. 50).</li> </ul> |

Table 4.2

The [Figueroa Corridor BID](#) is a non-profit partnership who is responsible for the daily management and promotion on the Figueroa Corridor, which links downtown Los Angeles (L.A.) to Exposition Park. Property owners in the corridor assess themselves additional fees to pay for maintenance, security, and marketing services above those provided by the City. The collective power of bringing together business owners and non-profit and service organizations has helped the corridor work effectively with local government to improve streetscapes, placemaking, and public spaces within the corridor.



The [30th Street Industrial Corridor Corporation](#) (The Corridor) has a long history as a manufacturing giant. Manufacturers such as Harley Davidson, A.O. Smith, and Master Lock were among many who located within the 880 acre Industrial area located in the northwest area of Milwaukee, WI. After the loss of many of these historic businesses, The Corridor non-profit organization was founded to support economic development and other needs within the area. In 2005, BID #37 was established within the organization with a goal of revitalizing the historic area with innovative businesses, entrepreneurship, and quality jobs for residents surrounding the area. The Corridor supports a wide variety of businesses in the area with crime and safety services, neighborhood revitalization programs, grants, and other services.



## RECOMMENDATIONS

### BIG ACTION 3

Big Action 3 looks to implement a branding and marketing strategy for redevelopment work in the Boulder Highway corridor, integrating this effort with strategic placemaking efforts to bring more visibility and awareness to the city's redevelopment efforts. The City has a strong background with these types of efforts, implementing branding and marketing campaigns for both the West Henderson area and Water Street, and many of the strategies used in those initiatives can work for the Boulder Highway corridor as well.

The case study research shows that strong marketing and branding efforts are important early investments in the redevelopment process, but that they must be part of a whole comprehensive strategy (Nunez, 2021). In the case of West Broadway Ave (p. 54), early aesthetic improvements did little to catalyze new investment because they were inconsistent and lacked connections to a larger strategy. Thus, individual improvements that do not connect or correlate with one another will have little effect on catalyzing private investment overall.

Case study research also finds it is especially important to call attention to gateways and key intersections, as these areas often bring together streets and geographic areas that may be very different from one another (Nunez, 2021). Branding, well-designed streetscapes, and other placemaking investments can help unite these differences in character and orient visitors and users in the space.

It is also important for the development community to be able to access information about the city's redevelopment efforts quickly and easily. Information such as market analysis, available land, recent activity, and

community buy-in can assist developers in understanding what type of development the market will support as well as what the community will accept right from the start. The City of Council Bluffs developed the [FIRST AVE](#) (Furthering Interconnections Revitalization, Streetscapes, Transportation, and Aesthetics for a Vibrant Economy) initiative, complete with a [website](#) that hosts much of this information. The City of Henderson undertook a similar action for [Water Street](#) and can build on this in their redevelopment efforts for the Boulder Highway corridor.

Henderson is also known region-wide for its high-quality aesthetics in the built environment and the Development Code update seeks to bring this quality to Boulder Highway as well. Similar efforts on Highway 421/South Franklin Street (see case study p. 62) sought to improve their development standards in order to encourage more (aesthetic) quality development. The new code stimulated improved development in and around the Franklin Street corridor. The Development Code update has the ability to do the same for Boulder Highway and its surrounding communities. These new regulations should be nurtured and honored in the redevelopment process to ensure a strong sense of identity and place emerges as redevelopment efforts progress.

#### ***Some of the key lessons (Nunez, 2021) from case studies that informed Big Action 3 are:***

- Strong marketing and branding are important investments early in the redevelopment process to create a unifying identity and to bring awareness to a corridor intervention.
- Individual aesthetic improvements are not enough to catalyze private investment. Instead, they must be part of a comprehensive

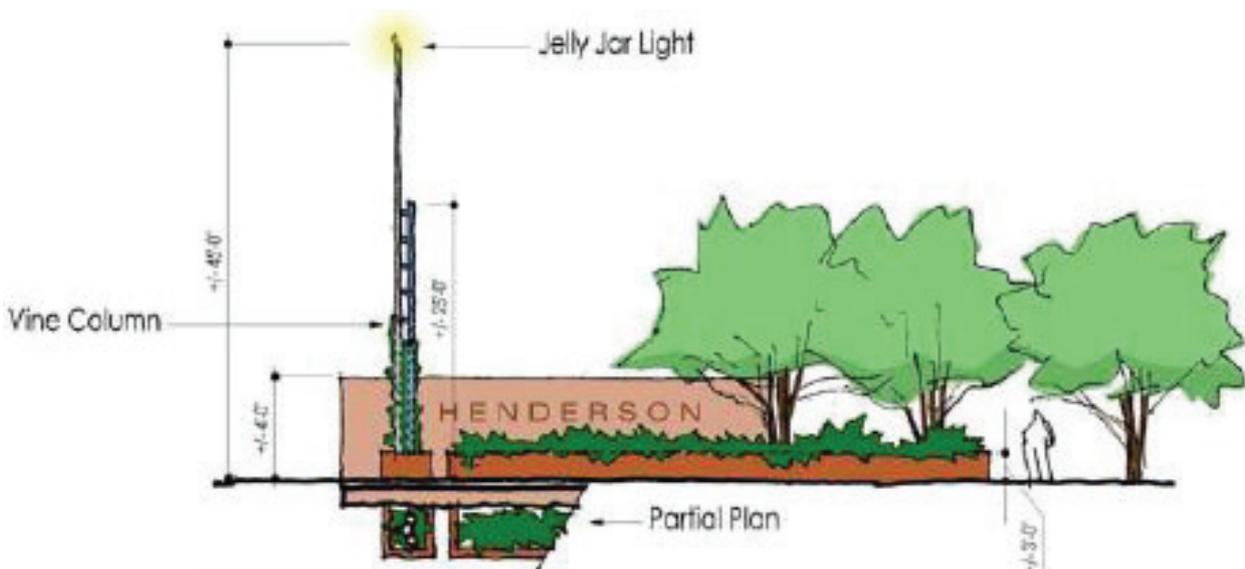
| BIG ACTION   | RECOMMENDED STRATEGIES   |
|--|--|
| <p><b>Big Action 3:</b></p> <p><b>CREATE A BRANDING AND MARKETING STRATEGY AND CONTINUE PLACEMAKING EFFORTS WITHIN THE CORRIDOR AND NEAR THE OPPORTUNITY SITE.</b></p> | <p>A. Create a branding and marketing strategy that includes developing unique district and/or opportunity site identities that will bring awareness to redevelopment efforts in the corridor.</p> <p>B. Create a sense of arrival and cohesion throughout the corridor, focusing on gateways and major intersections.</p> <p>C. Develop a web-based informational resource for developers who may be interested in redevelopment opportunities in the corridor, including up-to-date market analysis, development incentives, planned public investments, etc.</p> <p>D. Encourage a strong aesthetic quality within the corridor to ensure the corridor reflects the quality of design that is compatible with the rest of the city.</p> |

Table 4.3

strategy that leverages private and public investment simultaneously.

- Special attention should be given to key intersections within corridors. Intersections often bring together two streets that may have entirely different characters, which can be challenging. Well-designed streetscapes and other public investments in the public sphere can help unite differences in character at intersections.
- Common regulatory barriers include land

use intensities, parking requirements, and street design. While there are many options for addressing these barriers (e.g. form-based codes and overlay zones), any solution should look to address building siting, proportion and scale, facades, architectural details, entrances, signage, screening, landscaping, lighting, parking, and parking structures.



The BHIS envisioned district branding for the Boulder Highway corridor, complete with gateway monuments welcoming incoming traffic passing through the opportunity site into the city. (Rendering by Russell + Mills Studio)



| BIG ACTION  | RECOMMENDED STRATEGIES   |
|---|--|
| <p><b>Big Action 4:</b></p> <p><b>IMPLEMENT ROADWAY IMPROVEMENTS THAT WILL BENEFIT ALL USERS OF THE ROADWAY (PEDESTRIAN, BIKE, PUBLIC TRANSIT, AND PERSONAL VEHICLE) AND CATALYZE TRANSIT ORIENTED DEVELOPMENT (TOD).</b></p> | <ul style="list-style-type: none"> <li>A. Continue implementation of the <i>Reimagine Boulder Highway</i> plan and coordinate these improvements with RTC’s implementation of <i>OnBoard</i> and adjacent jurisdictions (Clark County).</li> <li>B. Implement Complete Streets infrastructure improvements and improve pedestrian and bicycling facilities throughout the Northwest Sunset planning sub-area.</li> <li>C. Partner with RTC on potential UPWP projects to develop access management plans, transportation demand strategies, and connectivity/linkages studies to improve access and connection in the Northwest Sunset area for all users.</li> <li>D. Create an interactive map to collect comments and feedback and to identify how to prioritize improvements in the area (See <a href="#">FIRST AVE interactive map</a>)</li> <li>E. Increase coordination between all City departments, jurisdictions, and agencies responsible for roadways, including Public Works, Operations and Maintenance, RTC, etc. to identify barriers and solutions for implementation so that desired outcomes (e.g. protected bike lanes) can be achieved.</li> <li>F. Remove regulatory barriers that impede the implementation of Complete Streets and TOD, and that uphold auto-oriented development patterns throughout the Northwest Sunset planning sub-area.</li> </ul> |

Table 4.4

The City of Tigard commissioned a [Downtown Tigard Conceptual Connectivity Plan](#) which describes a vision for a new system of streets and pathways designed to significantly improve access to, from, and within Downtown Tigard. The plan seeks to actualize the vision and concepts of earlier planning efforts for revitalizing Downtown Tigard by organizing development into a new block structure that is better suited for intensive, urban development. The connectivity plan emphasizes the importance of green streets and pedestrian and bicyclist activity, and is supported by traffic and transportation analysis as well as market and real estate analysis. The plan is a progressive example for downtown revitalization, prioritizing the economic interests of the future in current development processes.

Opposite: New proposed street grid for downtown Tigard. (Image source: Downtown Tigard Conceptual Connectivity Plan, 2010)

implementing community goals, leading to truly reimaged roadway infrastructure and multimodal facilities for all.

**Some of the key lessons (Nunez, 2021) from case studies that informed Big Action 4 are:**

- Road reconstruction projects do have the ability to catalyze private investment when leveraged effectively and paired with favorable development regulations and community buy-in.
- TOD feasibility and commercial viability improve when regulatory barriers to higher density and intensity of development are removed early in redevelopment and intervention processes.



**BOULDER HIGHWAY**

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# FEATURED PROJECT

## **Pioneer Plaza Price Chopper Grocery Store Kansas City, Missouri**

*Sunflower Development Group, acting as the incentive consultant and owner's representative, successfully worked with the City of Kansas City to secure \$11mil in New Market Tax Credits and \$15mil in CID, TIF, and Super TIF in order to cement a lease for a new 49,000 square foot Price Chopper with Balls Food Stores. The grocery store is located in a blighted, shuttered K-Mart and brings a grocery store to an under-served neighborhood. The development team is also committed to working directly with the Hickman Mills School District to create jobs and provide career training for parents and students in the grocery industry.*

More information on this project can be [found here](#).  
(Image source: <https://sunflowerkc.com>)

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# 5

# CASE STUDIES

The following section contains several case studies, providing detailed examples of how communities across the country are addressing planning goals and challenges for corridor redevelopment. These case studies showcase how both public and private investment have contributed to the revitalization of their respective communities.

Investment in infrastructure, robust engagement, community and district identity, and inter-departmental coordination are proving successful for redevelopment of auto-centric corridors and opportunity sites nationwide.

A brief summary of each of the following case studies is provided below:

- **Central Avenue Revitalization Plan:** A conceptual plan for redeveloping Central Ave., a nine-mile corridor in St. Petersburg, FL. Results of the redevelopment plan include a significant increase in denser, mixed-use development within the corridor, improved transportation choices and placemaking, and active and continued engagement among corridor stakeholders.
- **West Broadway Avenue Corridor Redevelopment Plan:** A conceptual plan for redeveloping West Broadway Ave. in Council Bluffs, IA. The plan's success is primarily attributed to the Community Development Department's ability to nurture community buy-in, implement "quick-wins," and develop strong relationships for funding and implementation.
- **Renew Opelika Road Redevelopment Plan:** A conceptual redevelopment plan for Opelika Road in Auburn, AL. Market analysis played a key role for generating buy-in for the plan.
- **South Gateway Corridor Redevelopment Plan:** A conceptual redevelopment plan for 421/South Franklin Street in Michigan City, IN. The redevelopment process highlights how investment and development of key opportunity sites can contribute positively to overall corridor redevelopment.

Additionally, an overview of various financing tools and incentives for redevelopment is provided at the end of this section. Many of these tools are already used by the City. The *EHIS* also suggests a variety of new financial tools and incentives to be considered as well.

# CENTRAL AVENUE REVITALIZATION PLAN

**LOCATION:** St. Petersburg, Florida

**ST. PETERSBURG POPULATION:** 261,338 (2019)

**TAMPA-ST. PETERSBURG-CLEARWATER METROPOLITAN AREA POPULATION:** 2,783,469

| BIG ACTIONS DISCUSSED IN CASE STUDY |   |
|-------------------------------------|---|
| ●                                   | CONTINUE PUBLIC COMMITMENT TO REDEVELOPING THE CORRIDOR AND SUPPORT THE IMPLEMENTATION OF THE <i>EHIS</i> .   |
| ●                                   | INCREASE COORDINATION AMONG INTERNAL AND EXTERNAL STAKEHOLDERS TO SUSTAIN ENERGY AND TAKE ADVANTAGE OF OPPORTUNITIES FOR REDEVELOPMENT IN THE CORRIDOR.                             |
| ○                                   | CREATE A BRANDING AND MARKETING STRATEGY AND CONTINUE PLACEMAKING EFFORTS WITHIN THE CORRIDOR AND NEAR THE SITE.  |
| ○                                   | IMPLEMENT ROADWAY IMPROVEMENTS THAT WILL BENEFIT ALL USERS OF THE ROADWAY (PEDESTRIAN, BIKE, PUBLIC TRANSIT, AND PERSONAL VEHICLE) AND CATALYZE TRANSIT ORIENTED DEVELOPMENT (TOD). |

## BACKGROUND

Central Avenue is one of St. Petersburg’s most historic and prominent corridors, connecting residents and visitors to the city’s beaches, business districts, and several neighborhoods. The corridor thrived for many years but started to decline in the mid-20th-century after the removal of streetcars and subsequent disinvestment.

The nine-mile road has a number of districts and the corridor varies in character. The eastern end, near the downtown core, is auto-urban and consists of more intensive mixed-use and multi-story buildings and includes pedestrian- and retail-friendly right-of-ways and streetscapes, including wide sidewalks, textured crosswalks, bulb-outs, decorative street lights, and extensive landscaping. As the corridor progresses west, the character changes to auto-suburban with less intensive development, low-rise retail, services uses, and considerably less residential. The urban environment here is considerably less pedestrian-friendly. Large surface parking lots sit between the corridor and building frontages, and little pedestrian amenities or landscaping exist.

Revitalization of the corridor became a priority in the 1980s. While several revitalization plans were developed over the years, no plan addressed the entire length of Central Avenue until, in 2010, the city’s Public Services and Infrastructure Committee requested the development of a plan to identify a unified vision for the corridor.

*Car-Free St. Pete collaborates with the City of St. Petersburg, Grand Central District, EDGE District, and Open Streets St. Pete to shut down 22 blocks of Central Avenue to promote a care-free culture. (Image source: <https://stpeterising.com/>, 2021)*



## REDEVELOPMENT PROCESS

It was recognized early on in the planning process that it would be important to break up the long corridor into more manageable districts. The corridor possesses a strong diversity of development patterns and land uses. A district approach respected these unique neighborhood aspects. Additionally, the corridor's districts shared several strengths that informed the redevelopment process, including an abundant availability of land and a strong business-led ecosystem. Despite the corridor being home to just under one percent of the city's population, the corridor comprised approximately fourteen percent and eight percent of the city's businesses and employment, respectively, at the time redevelopment efforts began.

The process started with a two-fold approach and was led by three in-house departments at the City: Planning and economic development, transportation and parking management, and marketing and communications. Efforts began with the establishment of "Conversations on Central," quarterly meetings of any interested people in and around the seven districts within the corridor, in order to improve corridor-wide communication and to establish common issues and opportunities for the redevelopment process. Common issues included: Improving the image and identity of the corridor, reducing vacancies through new business recruitment, improving safety and security, improving transit conditions, increasing the intensity and mix of uses, and improving streetscapes and maintenance of existing infrastructure in the corridor.

These conversations helped to build

consensus and buy-in for the redevelopment process early on and subsequently focused on building corridor-wide strategies for the redevelopment plan. Focus areas included identifying land use and urban design, transportation, and implementation recommendations as well as creating a brand and marketing strategy and identifying incentives and capital improvements for advancing strategies. The Central Avenue Revitalization Plan was adopted in 2012 by the St. Petersburg City Council.

Highlights of this redevelopment process include:

- The city's planning and economic development department conducted initial market analysis which was instrumental in helping local officials understand that the corridor was not realizing its full potential. Additionally, ongoing market analysis allows the city to quickly evaluate policies and actions, making data-based decisions and adjustments as needed.
- Land use and urban design strategies focused on creating higher-intensity mixed-use development and consistent architectural and landscape standards in order to see more horizontal and vertical mixed-use developments complete with residential components added to the corridor.
- Transportation strategies focused on cementing the legacy of the corridor as a premiere multimodal corridor in the region. An existing conditions analysis found existing and planned transit services to be adequate and that ridership was increasing. Additionally, improved bike and pedestrian connections were increasing

bike and pedestrian activity in the corridor.

- A streetscape analysis found that the physical appearance of the corridor needed to be improved through better landscape maintenance, intersection treatments, and lighting of public spaces. Several actions were recommended including installing brick-topped medians, improving maintenance of existing landscape by sharing the responsibility with private property owners, improving gateway and major intersections, installing decorative streetlights, repairing, upgrading and maintaining sidewalks and other pedestrian features, and attaching themed signage to intersection mast arms along the corridor's key intersections to create a sense of arrival in the corridor's districts.
- It was found that businesses were not capturing the full market potential of the corridor due to oversaturated parking. Thus, parking strategies were an important part of the redevelopment plan along with the need to continue to evaluate parking as occupancy and density in the corridor increase.
- The plan development process recognized that many incentives and programs would be needed to spur economic development in the corridor, due to the diversity of the different districts and their character. The plan also sought to bolster existing incentives and programs that were already in place but underutilized. Some programs of note include: The Enterprise Zone tax advantages, [Brownfield Incentive Program](#), [Historically Underutilized Business \(HUB\) Zone](#), and the [Small Business Enterprise Program](#).

## MEASURING SUCCESS

- It was agreed early on by participants that they would continue "Conversations on Central" for the foreseeable future, long after the redevelopment planning process was complete.
- Once the redevelopment plan was approved, the City immediately revised its development code to allow for higher density development in the corridor. The city increased its allowable density from 40 to 60 units per acre and also increased floor area ratios (FAR) from 1 to 2 FAR. Other revisions included reducing setbacks and strengthening design standards at the ground level to improve pedestrian activity in the corridor.
- In 2015, the St. Petersburg City Council adopted a redevelopment plan to revitalize South St. Petersburg, establishing a community redevelopment area (CRA) and approving a number of redevelopment programs that benefit redevelopment on a portion of the Central Ave. corridor as well. [Programs](#) include: The [Affordable Multi-family Housing Development Program](#), [Affordable Residential Property Improvement Grant](#), [Affordable Housing Redevelopment Loan Program](#), [Commercial Site Improvement Grant](#), [Commercial Building Interior and Tenant Improvement Grant](#), [Commercial Revitalization Program](#).
- Revisions to the development code have seen an explosion of development in and around Central Ave. In 2019, the Icon Central Apartments were completed. The development consists of a fifteen-story mixed-use tower with 368 units and 15,000 square feet of retail space, the

latter of which is located within a historic bank building. The Artistry Apartments were also recently completed, comprising a six-story mixed-use complex with 218 apartments and 3,578 square feet of commercial space. The Slocum Place Apartments, a five-story mixed-use live-work apartment building with 243 apartments, an attached garage, and retail space, began construction in 2019. Several other new housing, retail, and commercial developments are underway or planned within the corridor as well.

- Streetscape improvements have largely been implemented through the city's Capital Improvement Program (CIP), identifying three phases for capital projects including new mast arm installations, BRT enhancements, streetscape improvements, and a BRT transit system between downtown and St. Pete Beach. The final phase 3 improvements are slated for completion in 2022.
- In response to marketing recommendations in the redevelopment plan, a Central Avenue Council was formed to provide leadership, direction, and funding for marketing of the district. The council is made up of representation from all seven districts, who established a "Main Street" approach for continuing economic development efforts in the corridor after the redevelopment plan process was finished.

## THE PLAN

[Download and read the plan.](#)



*Top: Icon Central luxury apartments, developed by The Related Group, in downtown St. Petersburg on Central Ave. (Image source: <https://www.businessobserverfl.com/>, 2020)*

*Bottom: Rendering of a major renovation planned for a two-story building on Central Ave. (Image source: <https://stpeterising.com/>, 2021)*

## MORE INFORMATION

- [APA PAS Report 598, Commercial corridor redevelopment strategies](#)
- [City of St. Petersburg, Community redevelopment areas](#)
- [St. Pete Rising, Urban development news](#)

# WEST BROADWAY CORRIDOR PLAN

**LOCATION:** COUNCIL BLUFFS, IOWA

**COUNCIL BLUFFS POPULATION:** 62,355

**OMAHA-COUNCIL BLUFFS**

**METROPOLITAN AREA POPULATION:** 1.058 MILLION (2019)

| BIG ACTIONS DISCUSSED IN CASE STUDY |   |
|-------------------------------------|---|
| ○                                   | CONTINUE PUBLIC COMMITMENT TO REDEVELOPING THE CORRIDOR AND SUPPORT THE IMPLEMENTATION OF THE <i>EHIS</i> .   |
| ●                                   | INCREASE COORDINATION AMONG INTERNAL AND EXTERNAL STAKEHOLDERS TO SUSTAIN ENERGY AND TAKE ADVANTAGE OF OPPORTUNITIES FOR REDEVELOPMENT IN THE CORRIDOR.                             |
| ●                                   | CREATE A BRANDING AND MARKETING STRATEGY AND CONTINUE PLACEMAKING EFFORTS WITHIN THE CORRIDOR AND NEAR THE SITE.  |
| ●                                   | IMPLEMENT ROADWAY IMPROVEMENTS THAT WILL BENEFIT ALL USERS OF THE ROADWAY (PEDESTRIAN, BIKE, PUBLIC TRANSIT, AND PERSONAL VEHICLE) AND CATALYZE TRANSIT ORIENTED DEVELOPMENT (TOD). |

## BACKGROUND

West Broadway Avenue is the primary vehicular arterial connecting downtown Council Bluffs to the adjacent city of Omaha, NE. Historically, the corridor had significant economic impact for the city, but over time the corridor declined and saw little economic growth or activity. Early redevelopment efforts saw little return on investment but in 2010, the city received funding from the [Iowa West Foundation](#) for the acquisition and demolition of the Bunge Grain Elevators site. This kicked off a new era of redevelopment in the corridor.

The corridor is primarily characterized by auto-suburban development patterns and its core consists mostly of commercial strip development. Underutilized residential and industrial parcels, a lack of pedestrian scale, and little streetscape improvements made the corridor unappealing for non-motorists. In 2001, the [Iowa West Foundation](#) made various attempts to jumpstart redevelopment in the corridor, installing enhanced gateway features at either end of the corridor as well as investing in various streetscape improvements in various locations. But these early efforts were inconsistent and, after realizing the shortcomings of interventions focused solely on providing aesthetic improvements, the City engaged residents and stakeholders in the development of a comprehensive strategy to leverage private and public investment simultaneously.



*Rendering showing the potential of a revitalized 1st Avenue, an abandoned railroad corridor one block south of the West Broadway corridor, which connects downtown Council Bluffs to downtown Omaha. (Image Source: City of Council Bluffs, n.d.)*

## REDEVELOPMENT PROCESS

After purchasing the Bunge Grain Elevators site in 2010, the City of Council Bluffs engaged in 12+ years of ongoing incremental work, including the adoption of the West Broadway Corridor Plan as an amendment to Council Bluffs' comprehensive plan in 2015. Much of the city's success is attributed to the Community Development Department's ability to nurture community buy-in, implement "quick-wins," and develop strong relationships for funding and implementation.

Highlights of this redevelopment process include:

- The city engaged in an extensive public engagement process focused on building consensus around specific redevelopment objectives, identifying catalyst sites for redevelopment, and building buy-in from developers, property and business owners, and residents for a new redevelopment strategies and land use policy.
- During the public engagement process, the city engaged in a design charrette, yielding design strategies for public infrastructure improvements and development of large parcels that were already in transition in the corridor. Market analysis findings were provided as part of the charrette, ensuring that the resulting strategies were realistic within the existing market conditions of the corridor. Two transportation alternatives were created, both of which included expanding transit, multi-use trail connections, and a cycle track.
- An illustrative master plan was developed for West Broadway Avenue, highlighting key initiatives from the public engagement process, including: Creating active street fronts, focusing public investment in the public realm (streets and urban spaces), creating nodes of activity at key intersections, increasing pedestrian access and safety, and using smaller scale developments to transition to residential neighborhoods that surround the corridor.
- The plan identified lots with obsolete uses early in the intervention process and tackled the issue of property assembly head-on (as opposed to planning around the small sites).
- Five catalyst sites were chosen and specific projects were conceptualized for long-term implementation of the plan. Such projects included: Improving streetscapes, greening pedestrian nodes, increasing transit options, and seeking mixed-use and multi-family development in the corridor, especially around key intersections and future transit stations.
- An old Corridor Design Overlay (2007) was identified as a significant barrier to the redevelopment vision and it was quickly updated to better reflect the vision for a high-quality, mixed-use environment.
- The integration of in-house resources under the Community Development Department created abundant planning and programming opportunities as well as a shared understanding of the implementation needs of the plan.
- Throughout the process, planners were willing and able to work outside of their comfort zones and take on additional responsibilities to help make the redevelopment vision a reality. Planners capitalized on political timing, availability of funding, and potential development opportunities.

## CASE STUDIES

- A new Mixed Commercial Residential (MCR) zoning district was created to address the issue of dated strip commercial development in the corridor.
- In partnership with the [West Iowa Foundation](#), the city revamped underutilized programs and incentives for property improvements, aligning outcomes with the redevelopment vision. Such programs include: The Façade Improvement Program (no longer in use) and the Landscape and Signage Assistance Program. Tax increment financing funds were also leveraged in the district.

## MEASURING SUCCESS

- Community partners have worked with the city to provide programs and funding that help to offset costs accrued by property owners who wish to upgrade their properties to align with the corridor's redevelopment vision. (See [Iowa West Foundation](#) and [The 712 Initiative](#).)
- Two RFP-based development proposals have been accepted under the new MCR zoning and the city also selected two winning proposals in this zone for the redevelopment of a city-owned property into a mix of townhomes, apartments, and new retail.
- An initiative called [FIRST AVE](#) (Furthering Interconnections, Revitalization, Streetscapes, Transportation, and Aesthetics for a Vibrant Economy) was established to further implementation of the West Broadway plan. Its intent is to increase the number of dwelling units and population density around the corridor to support future transit, new commercial and economic activity, and improve market feasibility for future development and redevelopment.

## THE PLAN

[Download and read the plan.](#)

## MORE INFORMATION

- [APA PAS Report 598, Commercial corridor redevelopment strategies](#)
- [City of Council Bluffs, West Broadway reconstruction](#)
- [City of Council Bluffs, FIRST AVE project](#)



*Top: The 712 Initiative installed gateway monuments at the entrance to the West Broadway corridor as part of early revitalization efforts in the corridor. (Image source: <https://the712initiative.org/>, n.d.)*

*Bottom: The 712 Initiative worked to bring a Hy-Vee grocery store to the West Broadway corridor, placing a grocery store in an under-served neighborhood. (Image source: <https://www.hy-vee.com/>)*

## IOWA WEST FOUNDATION

The [Iowa West Foundation \(IWF\)](#) is a non-profit whose mission is to improve lives and strengthen communities for current and future generations. IWF is funded by investment income and through the Iowa West Racing Association, which receives contracted fees paid by local casino operators. The organization primarily grants funds for community projects in economic development, education, healthy families, and placemaking. Funds are awarded for programming, general operations, capital, and capacity building. In addition, IWF invests in several initiatives, taking a proactive approach to finding creative and collaborative solutions when there aren't current organizations or delivery models in place.

## THE 712 INITIATIVE

One initiative of IWF is [The 712 Initiative](#). The 712 Initiative brought together key community partners to collaborate around the challenges of building a stronger sense of place for the city. The goal was to develop a model that would respond to the housing and community development needs of the city. IWF and the partner organizations recognized that they needed to organize themselves in a way that would create more stability and more impact by finding ways to better integrate their work. In 2015, each of the partner organizations voted to create The 712 Initiative, a merger where each organization shares a board member with the lead agency, IWF, and shares staff who focus on fostering a placemaking model for community development. The model is designed to build on existing strengths in order to promote community, activities, and wellness in Council Bluffs.



The RISE building is a four-story, mixed-use building with 24 one-bedroom apartments. The new construction was possible through parcel assemblage by the 712 Initiative. Financing sources included: Iowa West Foundation, 712 Downtown Revitalization Fund, tax increment financing, State of Iowa brownfield tax credits, workforce housing tax credits, and traditional bank financing. (Image source: <https://www.lundross.com/multifamily/the-rise-on-broadway>)



The 712 Initiative secured a purchase option with Omaha Standard for their West Broadway property after they outgrew the location. The City of Council Bluffs agreed to include four properties immediately west of the site, opening up two entire city blocks for redevelopment. The site now includes a Hy-Vee, Hy-Vee gas, and First National Bank. Funding sources included: TIF, 712 Loan, and State of Iowa IDNR Underground Storage Tank funding, among others. (Image source: <https://the712initiative.org/projects/old-omaha-standard/>)

## RENEW OPELIKA ROAD REDEVELOPMENT PLAN

**LOCATION:** AUBURN, ALABAMA  
**AUBURN POPULATION:** 64,054 (2019)  
**AUBURN-OPELIKA, AL**  
**METROPOLITAN AREA POPULATION:** 158,991

| BIG ACTIONS DISCUSSED IN CASE STUDY |   |
|-------------------------------------|---|
| ●                                   | CONTINUE PUBLIC COMMITMENT TO REDEVELOPING THE CORRIDOR AND SUPPORT THE IMPLEMENTATION OF THE <i>EHIS</i> .   |
| ○                                   | INCREASE COORDINATION AMONG INTERNAL AND EXTERNAL STAKEHOLDERS TO SUSTAIN ENERGY AND TAKE ADVANTAGE OF OPPORTUNITIES FOR REDEVELOPMENT IN THE CORRIDOR.                             |
| ●                                   | CREATE A BRANDING AND MARKETING STRATEGY AND CONTINUE PLACEMAKING EFFORTS WITHIN THE CORRIDOR AND NEAR THE SITE.  |
| ●                                   | IMPLEMENT ROADWAY IMPROVEMENTS THAT WILL BENEFIT ALL USERS OF THE ROADWAY (PEDESTRIAN, BIKE, PUBLIC TRANSIT, AND PERSONAL VEHICLE) AND CATALYZE TRANSIT ORIENTED DEVELOPMENT (TOD). |

### BACKGROUND

Alabama State Route 14, or Opelika Road, is the city of Auburn’s principle commercial arterial, connecting Auburn with the neighboring city of Opelika as well as to myriad regional and state connections via the interstate highway system. Locally, Opelika Road provides an important connection between downtown, the Village Mall, and Auburn University. The corridor is auto-suburban in character and has seen aesthetic and economic decline over the last several years. Undeveloped properties, vacant buildings, poor aesthetics and landscaping as well as non-conforming uses contributed to a negative perception of the corridor that was not consistent with the community’s standards.

### REDEVELOPMENT PROCESS

City leadership recognized the need to publically invest in the redevelopment of the Opelika Road corridor, identifying a 2.66-mile stretch in the city’s 2030 Comprehensive Plan for redevelopment, complete with redevelopment strategies. Strategies included creating a “corridor redevelopment” future land use designation, offering redevelopment incentives, reducing setbacks, introducing shared parking mechanisms, and investing in public infrastructure. The Renew Opelika Road plan was adopted in 2013 and, once the city took an active role in redeveloping the corridor, it immediately began to attract interest from national corporations and local entrepreneurs.



*Opelika Road existing conditions. (Image source: Renew Opelika Road, The Opelika Road Corridor Plan, 2013)*

Highlights of this redevelopment process include:

- An existing conditions analysis found a large amount of vacant property which led to land assembly recommendations as part of the implementation plan.
- A market analysis showed that one of the biggest barriers to multi-family development was existing low rental rates, but that upscale, market-rate developments with high-end rents could be supported as well as an upscale senior apartment community. This analysis informed a future land use plan with increased residential opportunities in the corridor.
- The market analysis also showed a youth market demand for more affordable housing types, aligning with community-wide input that was given in the public engagement process. Backed by the market analysis data, developers were comfortable buying-in to the idea.
- An extensive public engagement process included one-on-one meetings, work sessions with subject experts, three public charrettes, and two portals for online engagement. Participants were also given an opportunity to leave comments on an interactive land use map. Data collected from these efforts led to the development of a transportation plan, land use plan, and conceptual streetscape recommendations.
- The primary purpose of the charrette process was to inform a new roadway design for the corridor. The preferred design includes a planted median, a multi-use trail, and enhanced street trees and planting areas. A detailed streetscape plan emerged which proposes to plant 711 new street trees and details options for site furnishings, signalized crosswalks, increased lighting, and bike path and multi-use trail markings. Additionally, the streetscape plan proposes a branding strategy for wayfinding and signage.
- The transportation plan suggested a series of backstreets and side streets to address the issue of having many small lots along the corridor and recommended the development of Complete Streets guidelines for new and improved streets in the city, including on-street and shared parking, wide sidewalks, and pedestrian amenities such as shade and furnishings.
- The plan determined a return on investment (ROI) which quantified how public investments would benefit the community, contributing to overwhelming community buy-in for the plan. Quantified benefits include ROI for new street trees at \$16,353 per year due to reducing storm water run-off, raising property values, sequestering carbon, and decreasing the energy needs of adjacent buildings for cooling. Generally, ROI was calculated to be an internal rate of return between 2.4-6.1 percent.

## MEASURING SUCCESS

- Private sector investment has immediately followed public dollar commitments and investments.
- Implementation of the redevelopment plan has been robust. Early phase streetscape improvements were prioritized and funded by the City, having an immediate effect on the corridor.
- The City updated their development code, revising setback minimums with build-to lines to help frame and activate the street. This change also makes it possible for outparcel development with the expectation of redeveloping underutilized surface parking lots.
- [Midtown Auburn](#), a mixed-use development, was developed at one of the catalyst sites designated in the plan. The development includes duplex-style residential units – the first time this type of residential will be offered in the Auburn market to meet the growing housing demands of younger cohorts.



## THE PLAN

[Download and read the plan.](#)

## MORE INFORMATION

- [APA PAS Report 598, Commercial corridor redevelopment strategies](#)

*This page:*

*Top: Midtown Auburn, a horizontal mixed-use development, offers a variety of townhouse-style student housing. (Image source: [www.midtownauburn.com](http://www.midtownauburn.com))*

*Bottom: A mixed-use parking garage located in downtown Auburn near Opelika Road. (Image source: <https://www.aotourism.com/>)*

*Opposite page:*

*Top: Rendering showing the preferred street and development type for retail-focused intersections along Opelika Road. (Image source: [Renew Opelika Road Corridor Plan, 2013](#))*

*Bottom: The [Renew Opelika Road Corridor Plan](#) identified key elements of a neighborhood center, including: Mixed-use development (vertical or horizontal), including a variety of housing choices; an interconnected street system and connections to adjacent or future development; pedestrian-oriented street and building design; reduced building setbacks, street widths and turning radii; minimized parking and maximized transit, bike, and pedestrian access and civic and park spaces within walking distance of residential. (Image source: [Renew Opelika Road Corridor Plan, 2013](#))*



**Opelika Road Corridor Plan**  
*Definitions of Terms: Anatomy of a Neighborhood Center*



- A** Density - Min. 8 units per acre
- B** Rain Gardens
- C** Bioswale
- D** Porous Pavement
- E** Architectural Design Standards
- F** Setbacks
- G** Bike Lane
- H** Multi-Use Path
- I** District Identity

# SOUTH GATEWAY CORRIDOR REDEVELOPMENT PLAN

**LOCATION:** MICHIGAN CITY, INDIANA  
**MICHIGAN CITY POPULATION:** 31,118  
**MICHIGAN CITY-LA PORTE METROPOLITAN AREA POPULATION:** 109,663

| BIG ACTIONS DISCUSSED IN CASE STUDY |   |
|-------------------------------------|---|
| ●                                   | CONTINUE PUBLIC COMMITMENT TO REDEVELOPING THE CORRIDOR AND SUPPORT THE IMPLEMENTATION OF THE <i>EHIS</i> .   |
| ○                                   | INCREASE COORDINATION AMONG INTERNAL AND EXTERNAL STAKEHOLDERS TO SUSTAIN ENERGY AND TAKE ADVANTAGE OF OPPORTUNITIES FOR REDEVELOPMENT IN THE CORRIDOR.                             |
| ●                                   | CREATE A BRANDING AND MARKETING STRATEGY AND CONTINUE PLACEMAKING EFFORTS WITHIN THE CORRIDOR AND NEAR THE SITE.  |
| ●                                   | IMPLEMENT ROADWAY IMPROVEMENTS THAT WILL BENEFIT ALL USERS OF THE ROADWAY (PEDESTRIAN, BIKE, PUBLIC TRANSIT, AND PERSONAL VEHICLE) AND CATALYZE TRANSIT ORIENTED DEVELOPMENT (TOD). |

## BACKGROUND

U.S. Highway 421/South Franklin Street serves as the entry point to Michigan City, connecting travelers and residents to the city’s historic Old Lighthouse Museum and Lake Michigan waterfront. The corridor is auto-suburban and characterized by visual clutter, underused properties, and an absence of cohesive design and land use themes, contributing to a negative image that is not consistent with the quality and standards of the rest of the city.

## REDEVELOPMENT PROCESS

Despite the decline of the U.S. Highway 421/South Franklin Street corridor, several substantial improvements and developments are taking place in areas near South Franklin Street and the City sought to capitalize on these catalyst projects in order to create future investment opportunities within the corridor. As a result, the South Gateway Corridor redevelopment plan was adopted by the Michigan City council and the Michigan City Redevelopment Commission (MCRC) in 2016.

Primary goals of the redevelopment strategy include:

- Create a better sense of identity
- Develop a reinvestment strategy detailing investment strategies and incentive programs for redevelopment
- Improve vehicular and pedestrian accessibility
- Develop greenfield sites within the corridor
- Redevelop the Marquette Mall

Highlights of this redevelopment process include:



Franklin Street corridor existing conditions. (Google maps, 2019)

- A robust community engagement effort, complete with in-person engagement as well as online discussion forums, found that many stakeholders felt the Marquette Mall, an obsolete shopping center with a 40% vacancy rate that sits as the entrance to the city, was a barrier to redevelopment.
- Market analysis supported the community engagement findings, showing there were several competitive regional mall properties within a 45-minute drive of the mall, as well as strong household expenditures within the 45-minute drive time, retail leakage, and surplus conditions. The market analysis helped the city better understand the fundamental reasons for the corridor's decline (surplus retail) and realistic solutions for seeking new investments.
- An existing conditions analysis was conducted which identified a list of five opportunity sites, assessed based on criteria which would stimulate redevelopment. The selection criteria included the ratio of improvement value to total assessed value of parcels, areas destined for significant infrastructure investments, and areas destined for development. Redevelopment scenarios were also developed for each of the five sites.
- The city evaluated their existing codes, using criteria set by the [Michigan Economic Development Corporation's Redevelopment Ready Communities Program](#). The evaluation identified sign standards and restrictions, parking standards, and site design standards as areas that needed improvement in order to stimulate new development.

Furthermore, the redevelopment plan identified three key factors for determining success:

1. Identifying a range of catalytic projects of varying spatial scales that would advance the vision and foster additional investment in the corridor.
2. Identifying the corridor as a distinct district so as to align planning and development policies and regulations with the vision.
3. Creating strategies to strengthen synergy among investors, elected officials, public agencies, and the community at large.



*Top: Aerial view of the Marquette Mall Sears building, which closed for good in 2019. It was the last anchor store left. (Image source: [transformcoproperties.com](https://transformcoproperties.com))*

*Bottom: A significant portion of Marquette Mall was demolished to make land available for redevelopment. As of now, there are immediate redevelopment plans. (Image source: <https://www.ten-x.com/>)*



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## FINANCIAL TOOLS AND INCENTIVES

### BONDS

Perhaps the most important finance tool available to local governments, there are two basic types of bonds: governmental bonds and private activity bonds (PABs). Governmental bonds are used for public purposes (e.g. streets, schools, sewer, etc.) and PABs are issued to private entities, which may be used to finance redevelopment and economic development projects.

Some PAB types include:

- Small issue industrial development bonds (IDBs): Most popular tool for financing the manufacturing industry. Total bond issuance limit is \$10 million.
- Exempt facility bonds: May be used to finance a wide variety of projects including high-capacity transit, green building, and sustainable design projects.
- Qualified redevelopment bonds: May be used for designated blighted areas and are typically issued for projects that involve special district financing (e.g. TIF).
- Enterprise Zone bonds: May be issued for projects in federally designated Enterprise Zones to finance commercial and manufacturing facilities, if certain criteria are met.

### TAX INCREMENT FINANCING (TIF)

TIF is another common financing tool available to local governments and redevelopment agencies to promote economic development and redevelopment in targeted geographic

areas (i.e. RDAs). The TIF process splits tax revenue generated from properties located in a designated TIF district into base revenues and incremental revenues. Base revenues are the tax revenue that was available before the TIF district was established whereas incremental revenues are the new revenues generated by new development and redevelopment. These incremental revenues are allocated back to the agency that oversees the TIF district, which can be used towards further redevelopment efforts. TIF districts have a life span of 10-40 years.

### SPECIAL ASSESSMENT DISTRICTS

Special Assessment Districts assess an additional tax on the full value of properties within a defined geographic area, which fund public improvements within the district. There are two types of special assessment districts: Business and neighborhood districts and government driven districts.

- Business and Neighborhood districts, also called Business Improvement Districts (BIDs), Special Improvements Districts (SIDs), Community Improvement Districts (CIDs), or Neighborhood Improvement Districts (NIDs), allow property owners to impose taxes on themselves to generate funds for improvements, amenities, and shared services (e.g. security, marketing, etc.). These types of districts are popular in areas where local government services cannot provide adequate service levels for the district's needs, allowing private property and business owners to direct their taxes toward their own investments in partnership with local governments.
- Government-driven districts are similar to business and neighborhood districts, but

government entities direct these districts instead as they often include many different property types such as Special Services Districts (SSDs), Special Assessment Districts (SADs), Community Facilities Districts (CFDs), Community Development Districts (CDDs), and Transportation Improvement Districts (TIDs). These districts largely focus on infrastructure development and are typically formed in undeveloped or underdeveloped areas where potential exists for commercial and residential development. They also allow for a wider array of financing options and are commonly used with other tools such as TIF, bonds, and revolving loans and can provide communities with overlapping jurisdictions options for creating joint assessment districts, providing for shared services, amenities, and investment.

## BROWNFIELD DEVELOPMENT FINANCING

Abundant resources are available for brownfield development financing, including tax credits, revolving loan funds, and grants for brownfield acquisition, remediation, and redevelopment.

- The [U.S. EPA Brownfield Program](#) includes grants for site assessment, clean up, technical assistance, training, and research.
- [Targeted Brownfield Assessments](#) supplements other EPA brownfield grants to help local governments assess contaminated properties and minimize uncertainties.

## SUSTAINABLE DEVELOPMENT FINANCING

[Sustainable \(or green\) development finance](#) is a relatively new tool and is similar to brownfield development financing. It can be used for the development of green infrastructure and facilities.

## PROPERTY AND OTHER TAX ABATEMENTS

Municipalities often offer property tax abatements for all or part of the new value created to qualified economic development projects. Abatement terms typically cover up to 100 percent of real and personal property taxes for up to ten years. Although property tax abatements are the most common type of tax break, local governments may also provide tax relief relating to sales tax, use taxes, or excise taxes as well. Most tax abatement agreements have minimum job creation requirements and privately funded capital investments. It should be noted, however, the most common performance deficiencies using tax abatements is with businesses not complying with their agreement terms. It may be necessary to negotiate “clawback” provisions, which hold private entities accountable for returning dollar amounts to local governments if the tax abatement terms are not met.

## TAX CREDITS

Federal tax credits are available to help finance projects with a variety of goals, including historic rehabilitation, affordable housing, environmental remediation, underserved communities, and renewable energy. This tool allows businesses and investors to claim a tax credit when they commit resources to a project or business and help to encourage the investment of private capital in catalyst public-private redevelopment projects. Another advantage is that they bring many stakeholders to the table; tax credits attract investors, businesses, government entities, nonprofits, community development organizations, industrial development authorities, economic development corporations, financial institutions, pension funds, universities, and foundations. But, they are often underused because they are challenging and complex to employ, requiring extensive due diligence, lengthy documentation, and verification of proposed investment goals.

- **Historic preservation tax incentives:** Provides a credit equal to 20 percent of qualified rehabilitation expenditures for certified historic structures. Historic tax credits are often paired with brownfield tools, property tax abatement, and low-interest loans.
- **New Market Tax Credit:** Addresses capital availability issues in low-income communities, providing up to a thirty-nine percent tax credit for qualified equity investments in community development projects in low-income communities. The program helps projects achieve a lower interest rate and potential tax relief benefits, which incentivizes more investment.

Investments may include loans to businesses, commercial, industrial, or retail development, or for-sale housing.

- **Low-income housing tax credits (LIHTC):** Provides a credit for the construction and rehabilitation of low-income and affordable housing. LIHTC credits are typically used to leverage private investment, making affordable housing development possible. Credits range from four to nine percent, taken over a ten-year period, and require a fifteen-year compliance period.

## INNOVATION FINANCE

This form of financing focuses on leveraging private-sector financial sources on economic development through new technology, new businesses and industries, and entrepreneurial activity. Local governments can incentivize the growth of their innovation economies by steering new companies, entrepreneurs, and start-ups toward venture capital and private equity firms.

- **Seed Capital:** An investment into a new business venture or product, allowing entrepreneurs to launch a new venture without using traditional funding sources, such as bank financing. Seed capital is often provided by private investors in exchange for a high rate of return. Local governments can cultivate relationships with seed capital investors and connect them to businesses that may need additional funds to start (or restart) or scale-up and grow their operations.
- **Venture Capital:** Typically private partnerships or corporations funded by private and public pension funds, endowment funds, foundations, corporations, and individual and foreign investors. Venture



capital is different from seed capital in that venture capitalists typically only invest in established companies and take an active role in the management and development of young, growing companies. They most commonly invest in technology firms but also target other construction, industrial products, retail, and business services. Local governments can build relationships and connect venture capitalists to successfully and potentially growing businesses, while also leveraging potential opportunities to relocate businesses into areas targeted for redevelopment.

*Top: Lillis Lofts is new construction of forty-three residential rental units in Urbandale, Iowa. Thirty-eight units will be available to families making 60% or less of the AMI and five units will be market rate. There are twenty-four two-bedroom and nineteen three-bedroom units. The property is being jointly developed by the TWG Group and the local non-profit Dream Catchers, Inc. National Development Council provided assistance in navigating the LIHTC and the Polk County Housing Trust provided \$250k in low-interest loans to further assist the project. (Image source: <https://ndconline.org/>)*



*The Hamilton Federal Savings and Loan Association Building is being rehabilitated into a Rooster restaurant along Grand Ave. in St. Louis, Missouri. The project utilized the historic tax credit and was placed on the National Register of Historic Places for its significance as an International style building. (Image sources: <http://preservationresearch.com/>)*



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# APPENDIX

## A. LIST OF LITERATURE REVIEW RESOURCES

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## B. LIST OF STAKEHOLDER INTERVIEWS

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| <b>YEAR</b> | <b>PREVIOUS AND ONGOING PLANNING</b>  | <b>DEMONSTRATE PUBLIC COMMITMENT TO THE SITE.</b> | <b>ENCOURAGE PARTNERSHIPS FOR NEW DEVELOPMENT.</b> | <b>IMPROVE TRANSPORTATION SAFETY AND CONNECTIVITY FOR ALL TRANSIT MODES.</b> | <b>IMPROVE NEIGHBORHOOD AND SITE IDENTITY WITH BRANDING AND IMPROVEMENTS.</b> |
|-------------|---|---|--|--|---|
| 2005        | Open Space and Trails Plan  |   |  | ●  |   |
| 2008        | Boulder Highway Corridor Investment Strategy  |   |  | ●  | ●   |
| 2009        | Boulder Highway Design Landscape Manual   |   |  | ●  | ●   |
| 2012        | Boulder Highway Frontage Road Study   | ●   |  | ●  |   |
| 2016        | City of Henderson Public Works Parks and Recreation Department Standardized Design Guidelines |   |  | ●  | ●   |
| 2016        | Eastside Facade Improvement Program   | ●   |  |  | ●   |
| 2017        | Eastside Mini-Facade Improvement Program  | ●   |  |  | ●   |
| 2017        | Eastside Tenant Improvement Grant   | ●   |  |  | ●   |
| 2017        | Henderson Strong  |   | ●  | ●  | ●   |
| 2017        | Regional Bike and Pedestrian Plan   |   |  | ●  |   |
| 2017        | Residential Improvement Program   | ●   |  |  | ●   |
| 2019        | 2019-2023 Strategic Plan  |   | ●  | ●  | ●   |
| 2020        | East Henderson Investment Strategy  |   | ●  | ●  |   |
| 2020        | On Board Regional Mobility Plan   |   |  | ●  |   |
| 2020        | Reimagine Boulder Highway   | ●   | ●  | ●  | ●   |
| 2021        | RTC Regional Transportation Plan: Access 2040   |   |  | ●  |   |
| 2021        | Capital Improvement Plan FY 2021-26   |   |  | ●  |   |
| TBD         | City of Henderson Development Code Update   |   | ●  | ●  |   |

Fig. A-1

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# A

# LITERATURE REVIEW

Planning efforts for the Gibson Rd./Broadbent Blvd. opportunity site seek to realize the City's vision of a mixed-use, transit-oriented spine along the Boulder Highway corridor. In the years before and after the Southern Nevada Strong (SNS) planning process, planning efforts have focused on aligning development strategies and market realities in order to incentivize new development and infill within the corridor, offering strategies for overcoming some of the persistent challenges in this area.

The *SNS Boulder Highway/Gibson Opportunity Site Implementation Strategy (2015)* used information gathered by previous planning studies, and community and stakeholder input. This review incorporates this previously reviewed literature as well as planning studies and city initiatives that have occurred in the years since the *SNS Boulder Highway/Gibson Opportunity Site Implementation Strategy (2015)* was adopted. This information informed the progress and recommendations section of the report. Additional documentation of this literature review is available upon request,

Additionally, the literature review focused on identifying how past planning efforts support from the *SNS Boulder Highway/Gibson Opportunity Site Implementation Strategy (2015)*(2015). These findings are summarized in Fig. A-1 and highlighted throughout the report as well.

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## B

# STAKEHOLDER INTERVIEWS

In conducting this research, the RTC regional planning team conversed with several stakeholders to learn more about the work of partner agencies in Henderson and the region. The team's findings from these conversations have been incorporated into the 5-yr Progress Report and were used to inform the progress and recommendations section of the report. Below is a list of stakeholders that were interviewed as part of this work.

Interviewed stakeholders include:

- Andrew Kjellman, Regional Transportation Commission of Southern Nevada, Manager Transportation Planning
- Andrew Roether, City of Henderson, Long Range Planning Manager
- Annamarie Smith, City of Henderson, Senior Planner
- Derek Allen, City of Henderson, Redevelopment Project Coordinator
- Ellen Marciel, RTC, Manager of Transit Amenities
- Marissa Shoop, Nevada Hand, Director of Residential Services
- Mohammad Farhan, Regional Transportation Commission of Southern Nevada, Principal Transportation Planner
- Nathan Goldberg, Regional Transportation Commission of Southern Nevada, Manager Transit Planning
- Scott Edelblute, RTC, Transit Amenities Supervisor
- Scott Jarvis, City of Henderson, Bicycle Program Manager and Project Engineer III



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