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I. EXECUTIVE SUMMARY

This Infill Development Plan (the Plan) describes the structure and dynamics of the growth that has occurred in the Las Vegas Valley and what the status quo is for infill development. To date, the growth has been rapid and urban fringe-oriented, and the marketplace conditions have favored master-planned communities and suburban development locations. This has resulted in vacant land and the decline of infrastructure in older developed locations. The locally derived definition of infill development is "Infill is the development or redevelopment of vacant or underutilized sites in economically or physically static or declining areas". The barriers to infill development are described in Section III of the Plan. Difficult land assembly, financing limitations, aged public infrastructure, quality of the living environment, and lack of feasible project locations are significant limitations to infill development, particularly when compared to the large geographic area of urbanized fringe.

A number of public policies are currently being employed to create infill development within the redevelopment districts of the Valley. However, outside of these formalized districts, there is little being done to influence urban infill development. More significant and sustained intervention will be needed to re-direct growth from the urban fringe to stagnant or declining older urban areas. The region will have to address unrestricted outward development in order to have a positive change in the amount or type of infill development that succeeds.

Potential solutions are articulated in Section IV and a full tool kit of methods to encourage and shape infill projects is included. These tools include an array of public policy options that can be used separately by jurisdictions or in combination to address the factors of risk associated with infill development. The level of intervention varies in terms of how the marketplace can be compensated and what governmental powers could be exercised to change the trends associated with deterioration or static conditions. The Plan specifically highlights the strategy for design that will make possible the successful inclusion of infill into existing neighborhood districts.

The final section provides plan recommendations on a regional level which include:

- Create targeted infill districts within the region.
- Establish an educational program with research components that are relevant to infill decisions.
- Create a method to evaluate the optimal pace, amount and location of public lands within the public land disposal boundary.
- Create sample or model zoning districts and design guideline that address the requirements of infill with flexible standards.

For individual jurisdictions, recommendations include:

- Establish a redevelopment authority in Clark County to empower the county with the tools to assist with redevelopment.
- Investigate legislative changes to the method of taxation and assessment that discourage holding unimproved land in essentially developed areas.
- Implement the public policy tool kit contained in the Plan to make possible the renaissance and redevelopment of the declining sections of the urban portions of the Valley.
- Consider utility and other fee abatement or delay to encourage infill on vacant land.
- Coordinate land use decisions with capital improvement programs and transportation planning and consider the effect of these decisions on stagnant or declining areas of the region.
- Review opportunities to increase density within infill districts to create feasible projects.

Infill successes in the Las Vegas Valley have occurred, and there are significant efforts to continue these initiatives. There is a "can do" attitude in the region. With the extraordinary pace of development and growth the region has experienced in the last three decades, infill efforts by comparison seem slow. Redevelopment of an urban district is a complicated, multi-faceted endeavor. Perception of decline must be overcome to create new vision, energy, and investment results. Therefore, a consistent vision, leadership and political commitment are necessary to accomplish major change.

II. INTRODUCTION

A. Purpose and Context for the Plan

The Southern Nevada Regional Planning Coalition (SNRPC) initiated this project under a grant provided by the Environmental Protection Agency for an in-depth study of infill - why certain lands remain vacant for long periods of time, and what local jurisdictions (the entities) can do about it - in partial fulfillment of the "Southern Nevada Regional Policy Plan" adopted in February 2001. The SNRPC participants include Clark County, the Clark County School District, and the Cities of Las Vegas, North Las Vegas, Henderson and Boulder City.

The SNRPC relies on a collaborative effort between multiple, local jurisdictions to accomplish its goal of a regional vision. As such, SNRPC established a collaborative planning effort designed to reach a shared understanding of infill, including priority areas, common barriers, development strategies and incentives.

Relationship to the SNRPC Regional Policy Plan

The Infill Development Plan is an implementation element of the SNRPC's Regional Policy Plan. The Regional Planning Coalition (RPC) grew out of Assembly Bill 493, adopted by the Nevada Legislature in 1999. The legislation established the RPC and charged it with creating a regional plan to promote the 'efficient use of land…and sustainable growth'.

The Regional Policy Plan coordinates regional land use, transportation, public facilities, air quality, water quality and open space decisions. The Plan incorporates planning guidelines addressing conservation of open space and natural resources, population forecasts, land use, transportation, public facilities, air quality and infill development.

According to the Regional Policy Plan:

"The challenge for development of a regional infill policy will involve overcoming infill hurdles and make living in infill areas more attractive. This plan advocates a regional strategy, implemented primarily at the local level, for defining, encouraging and creating incentives for redevelopment and infill as a way to manage land resources in the Valley."

B. Planning Process

In preparing this Plan, consultants hosted a series of meetings with lead planning and redevelopment staff members, the planning directors, the SNRPC Technical Committee and the SNRPC Board. Major stakeholders, including representatives of the local American Institute of Architects (AIA), National Association of Industrial and Office Properties (NAIOP), and the Urban Land Institute (ULI) chapters, members of the local tourism industry and local developers assisted in the creation of the Plan.

The process began with a questionnaire mailed to SNRPC staff representing each jurisdiction, surveying local attitudes, policy, and definitions regarding infill. A similar survey was mailed to local chapters of the ULI and AIA, and the University of Nevada at Las Vegas (UNLV).

The first workshop was based on the survey results, a review of local studies, plans and policies related to infill, and national research on the topic of infill. The initial workshop identified local barriers and potential incentives for infill, and established a common definition and classification system for infill in the Valley.

Previous work on the subject of infill includes the UNLV report on Infill Development in the Las Vegas Valley, local comprehensive plans and local redevelopment district plans, and the SNRPC Regional Policy Plan. Key elements of these plans and studies have been referred to in the Infill Development Plan.

The consultants compiled discussion drafts describing potential incentives, design strategies and methods for encouraging infill. Several work sessions were held with local Planning Directors and Redevelopment Agency staff. The consultants participated in a two-day series of site visits to representative infill parcels to observe physical conditions and understand the activities employed by each governmental agency.

The consultants and several local planning and redevelopment directors participated in an infill seminar hosted by the local chapter of the ULI, describing the project, and identifying local barriers and success stories. Comments from panelists added constructive insight to the work underway.

A workshop specifically targeting local developers was held mid-way through the project. Although barriers were again discussed, this workshop focused on potential solutions – regulatory changes, administrative improvements, and financial incentives – to position infill more strategically in the marketplace.

The consultants prepared a preliminary review draft of the complete document, incorporating all of the research, surveys and local input derived from the various workshops. This preliminary review draft included the following items:

- An “Infill Development Tool Kit” describing methods used throughout the United States to encourage infill and redevelopment;
- A “Matrix” highlighting local examples of infill projects to illustrate the pros and cons of infill design in the specific context of Las Vegas Valley;
- An Infill Development Strategy summarizing the steps that local entities could take to promote infill and redevelopment.

Based on the comments received, which highlighted the complexity and variety of the issues as perceived by each of the entities, the consultants hosted another two-day series of meetings and interviews with each jurisdiction in order to further refine the Infill Development Tool Kit and Strategy for local applicability.

The Plan addresses infill as both a regional and a local issue, and identifies a strategy applicable to each local entity to pursue its unique infill and redevelopment sites and projects.

C. A Common Definition Of Infill

The varying socioeconomic characteristics of the jurisdictions in the Las Vegas Valley preclude the easy adaptation of any singular definition of "infill" or its application. National research indicates that "infill" applies to three distinct policy strategies:

- As a **growth management strategy**, infill offers an alternative to the continued horizontal expansion of metropolitan areas.
- As an **environmental conservation strategy**, infill provides opportunities for growth without consuming additional agricultural or environmentally sensitive land areas; and compact development contributes to non-renewable energy savings.
- As a **redevelopment strategy**, infill enhances the vitality, diversity and economic health of cities.

The entities struggled with establishing a definition of infill that was broad enough to address their varying concerns. Local conditions vary significantly, and many of the jurisdictions experience infill-related issues that range from redevelopment of underused buildings and properties in aging central cores to scattered vacant sites in newly developing areas.

As a starting point for this Plan, workshop participants were able to arrive at a consensus definition of "infill," one which encapsulates the Valley's suburban character and addresses the region's recent and rapid growth:

> *"Infill is the development or redevelopment of vacant or underutilized sites in economically or physically static or declining areas."*

The definition purposely uses inclusive terms – 'development' and 'redevelopment', 'vacant' and 'underutilized' to acknowledge the diversity of potential infill development sites found in the Las Vegas Valley. The phrase "in economically or physically static or declining areas" deliberately excludes the rapidly growing urban fringe where the marketplace requires no local governmental intervention to ensure the eventual infilling of vacant land. This definition eliminates master planned communities and recently created annexation lands that are undergoing master planning at this time.

This definition is valuable because the recommendations and the infill development interventions are focused on the problems that will not be eliminated by the natural course of free market development. They are the areas that will require the implementation of specific policy to stimulate a change.

D. SNRPC Regional Policy Plan References to Infill Development

The SNRPC Regional Policy Plan recommends the following measures:

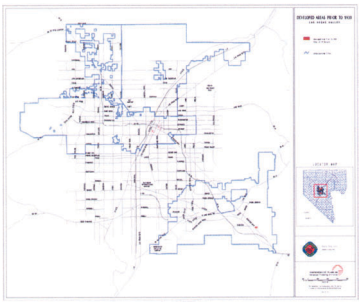
- Establish a common definition of infill.
- Provide incentives for infill development and redevelopment such as enterprise zones, blight removal, public investments, and assistance with leasing.
- Encourage major public investment in areas such as regional civic entertainment facilities in the urban core.
- Identify revenue sources, tax increment financing, or other tax initiatives to create funding to support redevelopment and infill programs such as low interest construction loans, utility fee waivers, and provision of open space and community amenities.
- Require that each jurisdiction create and implement an infill and redevelopment policy within their comprehensive plans. Local communities should examine utility, fire, parking, design, setback and other local standards to remove impediments to infill, consider service fee breaks or rebates.
- Examine the feasibility of modifying cost recovery fees so that they are not assessed at a lower rate in developed areas because public facilities needs are lower.
- Encourage higher density development in appropriate urban areas to make infill more attractive to developers.
- Encourage state and federal government to give funding priority to areas with infill and redevelopment programs.
- Utilize funds generated by BLM land sales to fund parks, trails, and natural lands in urban areas, making infill more attractive.
- Explore creative taxation systems that encourage development of vacant infill parcels in urban areas.

The purpose of this Plan is to recommend the specific steps needed to accomplish each of these objectives.

Early downtown developments ofLas Vegas.

View of the Las Vegas Strip.

III. INFILL DEVELOPMENT ISSUES IN THE LAS VEGAS VALLEY



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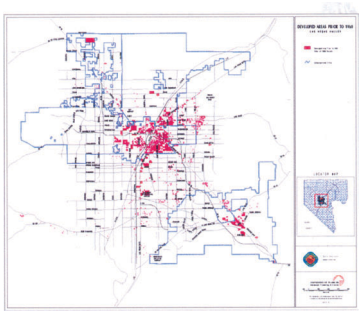


1960

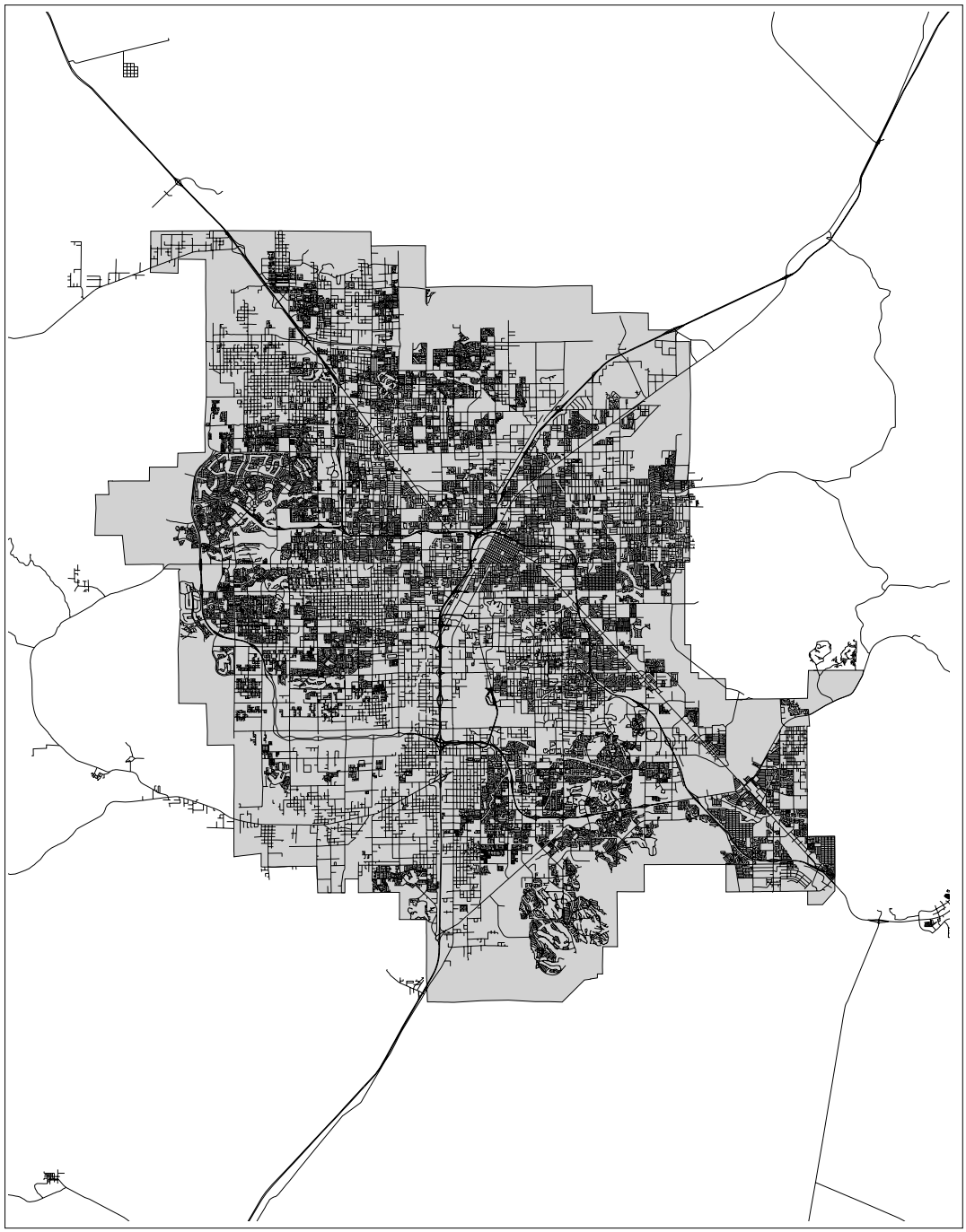
There are a number of specific local factors that differentiate Las Vegas region from other urban areas in the country. Primarily, Las Vegas is an entirely 20th century city built within a time span of less than one hundred years. The typical 19th century city in the United States was built around a dense and pedestrian-oriented downtown core. Infill tended to fit into a defined structure of buildings, civic spaces, lots, and grid streets. Las Vegas developed rapidly with the advent of the automobile and as a result spreads geographically over a large area with much less of a downtown center than older cities of similar population. Secondly, Las Vegas depends very heavily on the economies of tourism. There are no other comparable examples of urban tourism to the Las Vegas strip. The Strip commands a great deal of the pedestrian activity of the region. Thirdly, the metro area has very few jurisdictions comparable examples of similar size. Denver has 18 jurisdictions and Minneapolis has over 100 jurisdictions. There are only four cities and one county in the Las Vegas metropolitan area. This is a significant factor in the number of elected governments making decisions. Finally, there have been few natural physical barriers or limits to growth such as oceans, mountains, or rivers to shape the direction of urbanization.

A . Regional Growth

Development on urban edge lands in the Las Vegas Valley is attractive for many reasons. Development approvals in the Valley are quite streamlined, particularly for greenfield sites. Land prices, though increasing in recent years, remain lower on the fringe than closer to the urban core. As a particular outcome of the BLM disposal lands, extremely large blocks of land come under single ownership and are much more suited to large scale, mixed use development than the small, often odd-shaped, remnant parcels in the more central older locations.

Fringe development in the new communities developing on the fringe of the Valley do not have as many neighbors to object to new master plans. There are no inherited liabilities related to adjacent deteriorating neighborhoods or infrastructure.

By design, master planned communities create amenities for residents. In order to be competitive in the marketplace, amenities such as parks, trails, recreation centers and even retail services exhibit high quality



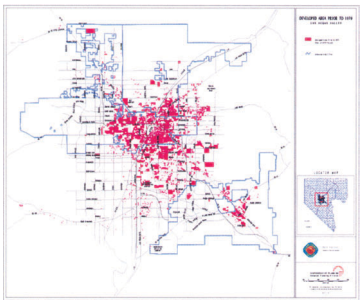
Southern Nevada Public Lands Management Act

Employment base is dispersed within the region.

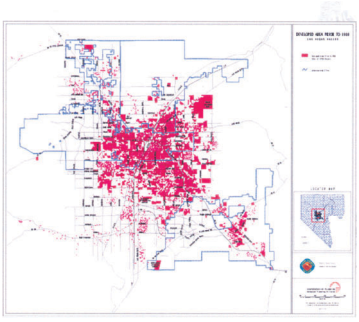
First tier suburban area.

design and are well maintained by homeowner associations created as part of the fundamental structure of the community.

The urban fringe has attracted most of the market strength and continues to absorb growth at the expense of older developed sections in the urban region. For the above reasons vacant land is common within the region, and areas such as downtown Las Vegas will not attract development without interventions that place infill development in parity with the advantages offered by other locations. Infill development will not likely occur on its own until large tracts of developable land in the Valley become scarce. Accordingly, market intervention will be necessary if developers are expected to participate in infill.



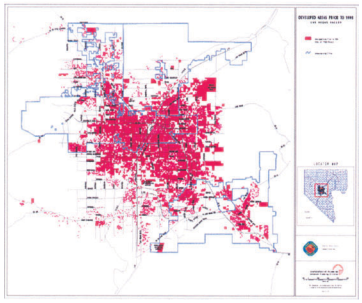
1970



1980

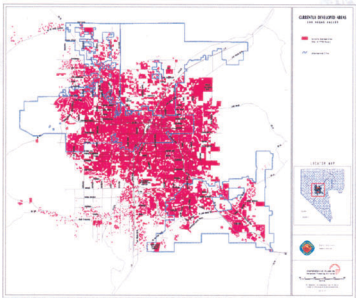
B. Patterns of Urban Fringe Growth

The rapid growth of the Las Vegas region has come at the expense of older suburbs – generally referred to as "first tier" development – located close in to the Strip and to downtown Las Vegas. These suburbs were planned and constructed as singular developments with few, if any, public amenities and/or services. As the Valley continued to grow, and planned communities became the norm in the mid to late 1970's, these older suburbs tended to become less attractive to the marketplace. Now they are facing deteriorating public infrastructure and increased impacts from new, peripheral development – impacts such as increased traffic congestion and, in some instances, flooding.



1990

Although Las Vegas is surrounded by public lands, a factor which typically has the effect of serving as a growth barrier, the majority of the lands are owned by the BLM and subject to a public lands disposal boundary that allows for new lands to convert from public ownership to private development. The local development community is concerned that the BLM disposal boundary has become too limiting. An effort is underway to expand it through congressional action. More land is actually available for fringe growth in addition to the vacant land within the public lands disposal boundary.



1998

C. Master Planned Communities

Master planned communities are becoming increasingly prevalent in the Las Vegas Valley. Readily identifiable, and considered highly

desirable places to live, master planned communities such as Summerlin, Anthem, Southern Highlands, and Green Valley provide a specifically described development plan. Services such as schools, community centers, day cares, recreational opportunities and libraries are provided within the planned communities. Furthermore, master planned communities provide a well-conceived and market-directed package of neighborhood attributes – design character, image, landscaping, housing product type, commercial services – and amenities such as parks, club houses, swimming pools and trails.

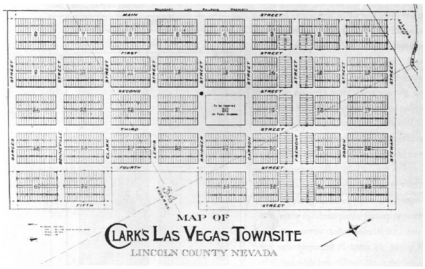
Master planned communities are attracting market potential away from infill development sites.

D. BARRIERS TO INFILL DEVELOPMENT

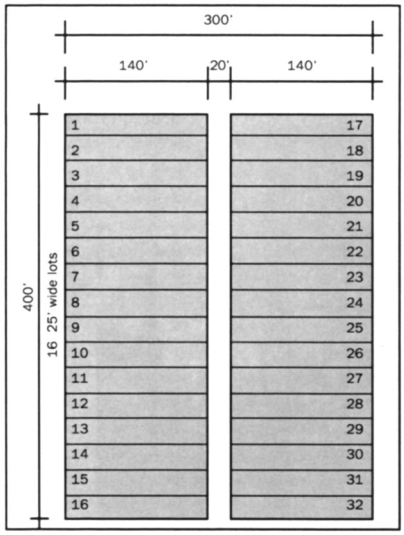
Land Costs

Land costs in the Las Vegas Valley average $136,000 per acre (2001 Source: CoStar Comps) for 'suburban' residential property and $215,000 per acre for 'urban' residential property. The average size of parcel sold in a suburban location in 2001 was 11 acres compared to four acres in an urban location. Commercial land prices are not a variable; $515,000 per acre in many suburban locations and $560,000 in many urban locations. The greatest price differential exists between commercial land in a 'small regional center' at $335,000 per acre, and commercial land on the Strip, at $630,000 per acre. Less expensive land is found in suburban locations.

Land Assembly Difficulties



Infill parcels tend to be smaller than what is economically feasible for development. Often, multiple ownership of adjoining small parcels comes into play, along with varying conditions of vacancy and underutilized buildings. Typically, adjoining parcels must be purchased separately and re-assembled in order to provide sufficient land for development. In the Las Vegas Valley, the high cost of infill land combined with unwilling sellers holding land speculatively and the reluctance of the entities to use eminent domain compound the standard difficulties associated with land assembly. In addition, the original platting of Las Vegas by the Union-Pacific Railroad creates a challenge for infill with small lots platted at 25-foot lots that are 140' deep. These small parcel layouts present challenges because of multiple ownerships, high value land, and the difficulty associated with assembling so many small parcels.



Tax Structure Disincentives

There are several aspects to the Nevada state laws related to taxing that act as disincentives to infill and redevelopment in the Las Vegas Valley. Real property tax evaluation is based on a combination of base land assessment and assessments for improvements on the land, such as buildings or infrastructure. Owners can hold unimproved lands at a low tax basis even if the parcel is surrounded by improved urbanized lands. There is a "disincentive" to improve land when the holding cost is low compared to the potential use value.

Negative Public Perceptions

Visual cues, such as empty and abandoned buildings, deteriorated

buildings and public infrastructure, and a lack of activity are clear indicators of questionable safety issues within an area. When combined with concrete evidence of social decline – panhandling, public vagrancy, vandalism, graffiti, actual crime statistics – it becomes difficult, if not impossible to attract people back to such an area, absent substantial public reinvestment. There is increasing visual evidence of blight in older urban areas within Clark County, Las Vegas and North Las Vegas. Improved code enforcement pertaining to abandoned buildings, weed and litter control could alleviate some of this.

Market Location Disadvantages

As middle class and higher-end residential products move to the urban fringe, infill sites are located increasingly further away from those with the greatest discretionary incomes. The marketplace tends to develop in locations where opportunities for growth are apparent and the shifts in population demographics is a disadvantage. New development pays much of the cost of new transportation infrastructure determining where and when it is built. Many of the infill sites visited as part of this study lack good freeway and/or beltway access. Others lack even good arterial road access which is a locational limitation.

Development Risk

Development risk is a prominent barrier. Infill is not a standard repetitive template of development. Local developers are less familiar with the dimensions, needs and issues associated with successful infill projects, which creates greater uncertainty. The increased cost of assembling infill parcels – a multiplier effect estimated at two to three times the cost of developing at the fringe – increases the risks associated with development. Citizen and neighborhood opposition occurs more frequently for infill sites due to proximity and established conditions. This opposition raises the uncertainty of public review procedures, which in turn, increases development risks.

Aging or Inadequate Public Infrastructure

Aging public infrastructure – roads, sidewalks, bridges, water and sewer lines – is another barrier to infill in the Las Vegas Valley. Outside of designated Redevelopment Areas, local entities expect development to pay its own way – to widen and improve roads, add sidewalks, pay for additional stop lights, construct new water and sewer lines, and make additional off-site improvements identified through the development review process. When local entities are willing to participate in the cost of repairing and upgrading the infrastructure, the delays involved with negotiation and construction still add to the developer's cost and time committment.

Suburban Zoning Codes

Most local entities have customized their zoning codes to allow more urban densities and a greater mix of uses in Redevelopment Areas and new master planned communities. Beyond these boundaries, however, standard suburban zoning codes prevail. Infill developments typically require variances to height, setback, lot coverage and parking standards. With each variance requested, the likelihood increases that the development plan will either be turned down or modified to such an extent that it is no longer financially feasible to build. Because suburban zoning codes never anticipated mixed-use development, an infill project often triggers a rezoning request. Rezoning necessitates a public hearing and creates a forum for neighborhood opposition. Without clear policy directives supporting mixed-use infill development, the local development review boards and commissions have little basis for approving a development that meets with strong neighborhood opposition.

Administrative Requirements

In the Las Vegas Valley, and throughout the United States, development approvals are more complicated in developed urban areas than in the newly developing fringe. While the same basic procedures may apply, the coordination involving multiple owners, adjacent property owners, better established neighborhood associations, and utility upgrades – all translate into higher up-front costs for development.

Lack of Support Services

The ultimate success of the Las Vegas Valley's business and residential neighborhoods depends upon the existence of an integrated network of support services in close proximity. Businesses rely upon business support services and the advantages of proximity to other business that compliment one another.

Residential neighborhoods rely on commercial services – grocery stores, drug stores, video stores, medical centers – in close proximity. Residential areas also rely on the success of institutional services, such as public libraries and schools, parks and recreation centers.

These types of support services are often not available to infill development sites within the Las Vegas Valley. For example, downtown Las Vegas, in its attempt to attract new, market-rate residential projects, has identified the lack of a grocery store as a significant barrier.

Financing Limitations

Developers of infill properties in the Las Vegas Valley find it difficult to obtain traditional bank financing for several reasons. Local financial institutions are reluctant to loan money for infill projects that cannot identify a well-established local track record of success. The standard lending criteria financial institutions apply in evaluating loan requests – formulas relating land costs, infrastructure costs and proposed density and/or product type - do not apply to infill projects. Often, an infill developer must seek non-standard financing. The local entities, though perhaps willing, are not prepared by way of policy or experience, to assist with financing development projects outside of Redevelopment Areas.

Transportation System

Transportation planning and the resulting system of roads was designed to avoid congestion. This is evident in the unusually wide arterial roads, large distances between uses, expansive parking lots even within older suburbs, and the lack of a concentrated urban core outside of downtown Las Vegas.

The Las Vegas Valley's automobile dominated urban form favors continued suburban expansion – growth at low densities, strip commercial along arterials and residential uses separated from non-residential uses – an urban form that diffuses and dilutes residential and commercial markets.

The greatest potential for achieving infill development occurs where transit-ridership and pedestrian activity is concentrated, such as, along the Strip, North Las Vegas Boulevard, and the monorail system now under construction by the Regional Transit Commission.

E. EXISTING INCENTIVES AND DISINCENTIVES TO INFILL DEVELOPMENT

Current Public Policy

In addition to the SNRPC Regional Policy Plan, local comprehensive plans contain infill policies, but their presence and significance are not widely felt. In fact, responses to an initial survey indicated many were not aware of any policies directly related to infill. Often, these references are embedded in Comprehensive Plan Elements and not directly related to land use, transportation, housing, environment and conservation. Specific examples include:

- Encourage mixed land uses and infill development to improve air quality (Clark County).
- Encourage contiguous growth and utilization of existing public services and facilities (Clark County Community District Element).
- Improve the amount and quality of infill development on vacant and under-utilized lands within established areas of the City (City of Las Vegas).
- Promote infill housing (Henderson).
- Develop and maintain a street system that encourages infill development (North Las Vegas).

Often local plans make statements or contain policies that impact infill without explicitly stating the connection. Examples include:

- Encourage growth patterns that maximize existing public utilities. (Boulder City, Clark County).
- Encourage land use patterns that result in the most efficient use of fiscal resources. (Clark County).
- Encourage the use of undeveloped land within the City. (North Las Vegas).
- Encourage historic preservation. (Las Vegas, Boulder City).
- Encourage mixed use developments. (Henderson, Las Vegas).

Incentives currently offered are not specific to infill. Examples include:

- Assist in clearing and making available vacant sites for housing. (Henderson).
- Allow for changes in land use and zoning classifications. (Boulder City, Henderson).
- Simplify development review processes. (Clark County).
- Establish financial mechanisms to assist in upgrading and/or developing properties in redevelopment areas. (North Las Vegas, Henderson).
- Physical constraints on major vacant and underutilized parcels. (North Las Vegas).

Existing Code Provisions

City of Las Vegas

The zoning and design standards tied to the Redevelopment District are highly effective in encouraging and facilitating infill development. Potential barriers - such as not allowing residential in the downtown core, and failing to preserve high quality single family housing stock adjacent to downtown - are being rectified now.

Beyond the Redevelopment District's boundaries, the City has in-place zoning code provisions that are counter-productive to encouraging infill, such as limitations on mixed-use, excessive parking and setback requirements, height and density caps.

North Las Vegas

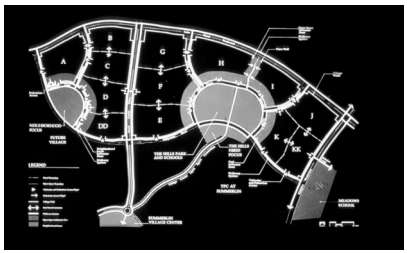
North Las Vegas has an ambitious downtown redevelopment plan that zones a significant amount of land for intense commercial development. Commercial Retail (CR) and Commercial 2 (C2) are two zoning classifications which allow for intense commercial uses and abut single family residential districts without any transitional zoning categories.

Henderson

Henderson, like other jurisdictions with established Redevelopment Districts, neither encourages nor facilitates infill development beyond the district boundaries. Landscaping, buffers, and parking requirements all work against infill development. The 100' height limit allowed abutting single family residential is an anomaly because it facilitates high intensity infill at the expense of neighborhood stability.

Boulder City

Boulder City has no specific reference to infill in their development code.



Clark County

Clark County's 3.5-month processing time for Major Projects is remarkably fast, considering that review periods of nine months to 1.5 years are more typical in other fast growing metropolitan areas. The

customized zoning available via the Major Projects Review Process is conducive to creating the types of mixed-use, higher density centers that infill could address, but that is not readily available under the current code provisions. Parking, setback, height, density and landscape provisions all describe low density suburban development that is not directed toward infill development.

REDEVELOPMENT AGENCY ACTIVITIES

City of Las Vegas

The City of Las Vegas established a Redevelopment Agency for the downtown core in 1986 and adopted a Redevelopment Master Plan that was last updated in 1996. The Downtown Centennial Plan is a visionary plan for the redevelopment of Downtown Las Vegas into a regional employment and entertainment center. The Downtown Centennial Plan includes state-of-the-art design standards equivalent to those of major metropolitan areas throughout the country.

The City of Las Vegas has been actively implementing the plan, and has invested heavily in its downtown. Built projects include:

- Federal Courthouse and Parking Garage
- Regional Justice Center (Under Construction)
- Fremont Street Experience
- Neonopolis
- Fourth and Lewis Redevelopment
- Lewis Street Corridor

The Redevelopment Agency has packaged a variety of funding strategies, including the use of Intermodal Surface Transportation Efficiency Act (ISTEA) Enhancement Funds, Community Development Block Grant (CDBG) funds, and $140 million in City bond issues to finance land assembly and public infrastructure improvements as incentives to downtown redevelopment. The current debt service on this financing is approximately six million dollars annually.

The Redevelopment Agency has employed infill and redevelopment tools, including the very limited use of eminent domain, to accomplish its mission. A well-publicized and visionary plan is in-place. The Redevelopment Area has been proactively "up-zoned" to allow urban densities and mixed use. Appropriate design guidelines are in place, and the Agency has processed code amendments to allow greater flexibility for residential infill in the Downtown core. Mayor Oscar Goodman is recognized as a leading proponent for the creation of a vital Downtown. At this time, the Agency owns only four previously assembled commercial land parcels, of which two are under option and two are actively being considered for private development. The Redevelopment Agency's current focus is on attracting residential development to the Downtown core.

North Las Vegas

The City of North Las Vegas established its Redevelopment Agency and adopted a Redevelopment Area Plan in 1990. The Plan is perfunctory in its approach and ambitious in its intent. The Plan has encountered market barriers with respect to height, density, and parking standards as well as the Commercial Retail Zoning District (CR) which limits residential uses on the ground floor. Additionally, it has been difficult to attract local developers to proceed with mixed-use development in this location.

The City of North Las Vegas has had difficulty implementing the plan, but not for a lack of effort or commitment on the part of the Redevelopment Agency. The Agency has been successful in redeveloping several small commercial tracts by providing intensive personal assistance through the development review process and by persuading adjoining landowners to cooperate with one another. The Redevelopment

Agency has successfully packaged a number of funding strategies including ISTEA, CDBG, HOME, low income housing trust funds and TIF funds to assist in aspects of redevelopment. The Redevelopment Plan for North Las Vegas disregards its adjacency to Downtown Las Vegas, which is in a far better position to draw the kind of development North Las Vegas redevelopment plan anticipated.

The efforts toward redevelopment have increased the total assessed value of property within the district. Currently, the Agency owns over 12 properties which it is assembling for development and is negotiating several agreements for development.

At this point, the District has not generated enough new development to garner a sufficient tax increment to fund land assembly. The Redevelopment Area boundaries, while extensive, currently exclude developed properties that do have the potential to generate income for the TIF district. To date, the City has chosen not to finance redevelopment out of its General Fund, leaving the Agency with very limited funding capabilities. The City's elected officials have taken a stance against using their powers of eminent domain.

Henderson

The City of Henderson has established a Redevelopment Agency and a "Downtown Investment Strategy." The City is in its sixth year of the plan, and has assembled a number of parcels on Water Street. The City Council chooses not to use its powers of eminent domain.

The Redevelopment Agency's approach is based on a series of "small successes." The Agency is preparing brochures to market vacant parcels, and actively supports a weekly Farmers' Market, and annual events, designed to draw people to the Henderson's "Downtown." The City provided the initial seed money for the Redevelopment Agency. Tax Increment Financing currently provides about $2.2 million per year. The Redevelopment Agency has used its funds to assemble property, relocate and replace utilities, construct pedestrian enhancements on Water Street and a stormwater conveyance system. Design Standards were recently completed for the Downtown. The City has established a revolving loan program for facade improvements. The major barriers experienced by Henderson include the cost of utility upgrades.

Boulder City

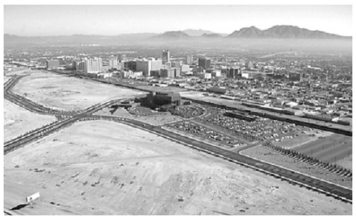
Boulder City is a compact urban area with a vibrant, mixed-use downtown, strong residential property values and good quality public services.

During the construction of the Hoover Dam, the 36 square mile town site was deeded by the federal government to house construction workers. By its Charter, the City is unable to sell more than one acre of land without a public vote. Local residents have supported a policy of limited growth. Although Boulder City's Growth Management Plan caps the allowable number of new dwelling units at 120 per year, the City attracts an average of only fifty new dwelling units per year. The Desert Tortoise Preserve, a public holding located on the periphery of the city, further limits its growth. The City proactively included a large amount of undeveloped land within its Redevelopment District just prior to enactment of a state mandated maximum at 25%. Boulder City's Redevelopment District now includes an exclusive golf course that generates substantial Tax Increment revenues.

Boulder City has successfully used these revenues to construct streetscape enhancements, upgrade public buildings and parks and partner in the redevelopment of sites that are key to its long range plans. Examples include City Hall, located in a former elementary school and the public library. The City is a partner in an historic downtown hotel.

Boulder City could be affected negatively by the proposed South Side By-Pass, a four-lane route located a half mile south of Hoover Dam which will redirect traffic to the south of town.

Clark County



Clark County, alone among the entities, has not established a Redevelopment Agency or identified a Redevelopment District. Substantial market-driven infill which falls under the County's jurisdiction, occurred along the Las Vegas Strip. Beyond the Strip, the County has focused almost entirely on new, greenfield development, with the ability to process development approvals quickly. The County has engaged in infill-related processes including partnering with other agencies to provide infill affordable housing. Specific infill affordable housing projects include:

- Capistrano Pines, Henderson
- St. Vincent/HELP Apartments, City of Las Vegas
- Running Springs, City of Las Vegas

In addition, Clark County uses Community Development Block Grant funds to assist in building public facilities such a parks and recreation centers, in the County's "urban cores" and is working with the school district to facilitate redevelopment of under-utilized shopping center sites as public schools.

Clark County Public Schools

The Clark County Public Schools district has been active with redevelopment and infill projects. As large, primarily immigrant families move into the older urban areas within the Las Vegas Valley, the burgeoning student population requires additional school facilities. On the east side of I-15, where it is hard to find land in parcels large enough to accommodate a school, the student yield per household is the highest in the Las Vegas Valley - .33 students per dwelling unit as compared to .025 students per dwelling unit on the urban fringe. In order to accommodate this demand, the School District has acquired previously vacant land or formed innovative partnerships with private developers and local jurisdictions to redevelop old strip commercial centers into mixed-use projects combining schools with retail, housing and/or parks.

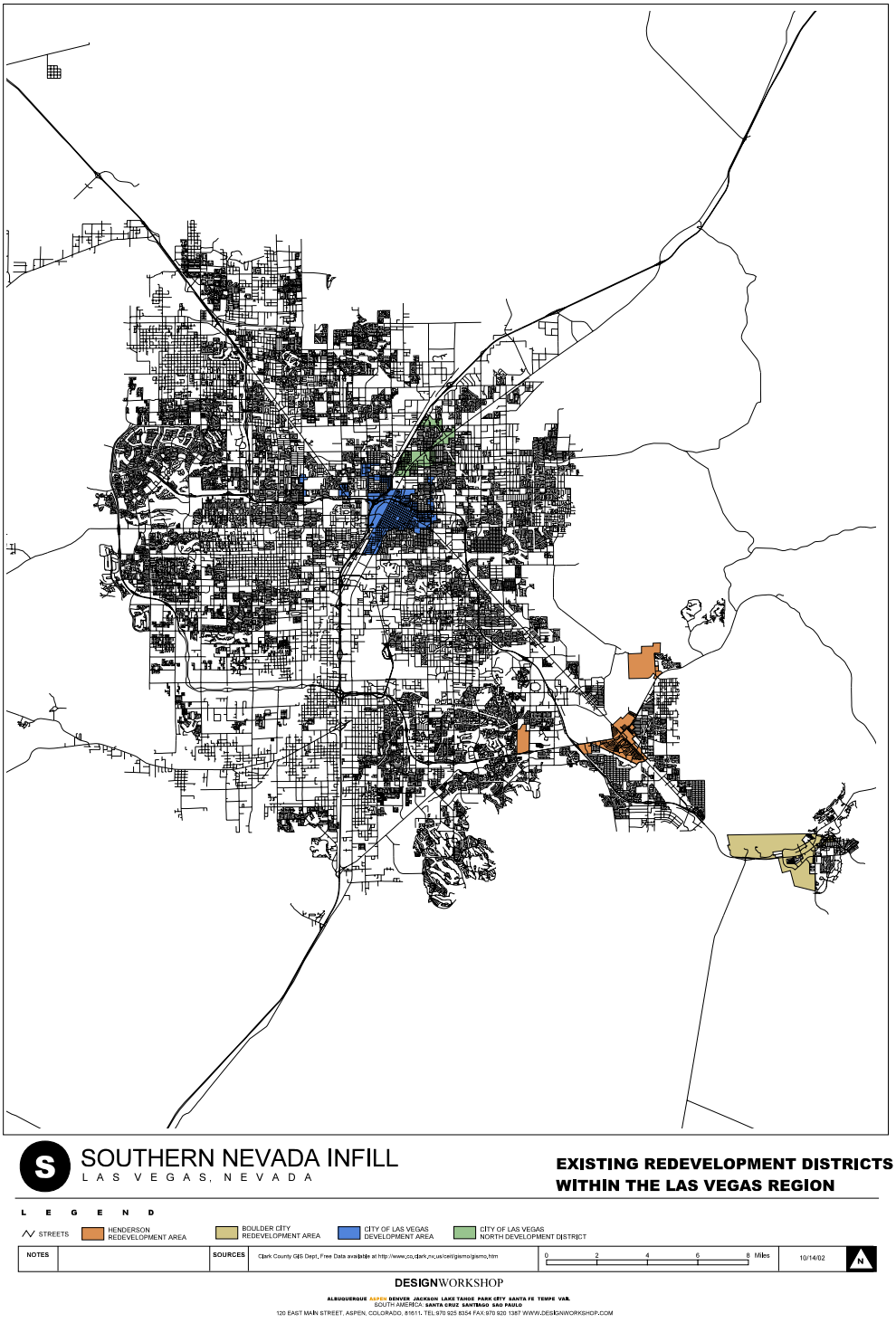
North Las Vegas recently denied the School District's request to build a new high school on land zoned for commercial uses within its Redevelopment District, even though the school would have provided an incentive for residential infill. This school proposal was seen as inconsistent with the commercial uses in the redevelopment plan.

The Hollingsworth Elementary School proposed to open in 2003 at the corner of Bruce and Fremont, for example, will support redevelopment in the downtown area. The School District has adopted new "urban school" standards to allow two-story buildings on five acre sites (as opposed to the 12.5-acre site standard typical in other metropolitan areas). The School District is also developing urban sites that necessitate underground parking, having determined that the cost of land can off-set the cost of underground parking.

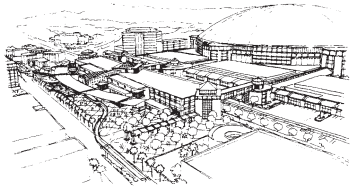
Effects of Blight Versus Maintaining a Healthy Urban Core

Evidence of blight in the Las Vegas Valley is inevitable as the urban core ages, resulting in an increasing number of older neighborhoods and commercial districts and more acreage added to the inventory of by-passed land.

Blight affects the economic health of the entire region. Despite the construction of new transportation bypasses and freeways, it becomes increasingly difficult to avoid blighted areas in order to access



Existing Redevelopment Districts Within the Las Vegas Regions



employment, shopping, services and residential areas, making the entire Las Vegas Valley less desirable. Blight can have a "domino effect," leading to public and private disinvestment in an area perceived to be declining.

The Las Vegas Valley has developed a pattern where the higher income residents are concentrated in planned communities at the urban fringe, and the poorest residents - often representing ethnic minorities – are concentrated in the older suburban core. The market strength of these lower-income residents is further diluted by the vastness of the land area they inhabit. A healthy urban core, then, is essential for the long-term social and economic health of the Las Vegas Valley.

F. SIGNIFICANT REGIONAL FEATURES THAT WILL ENCOURAGE INFILL DEVELOPMENT

Public Investment in Regional Facilities

Recent and significant public investments in regional facilities provide an impetus for infill. A notable concentration has occurred in and adjacent to downtown Las Vegas:

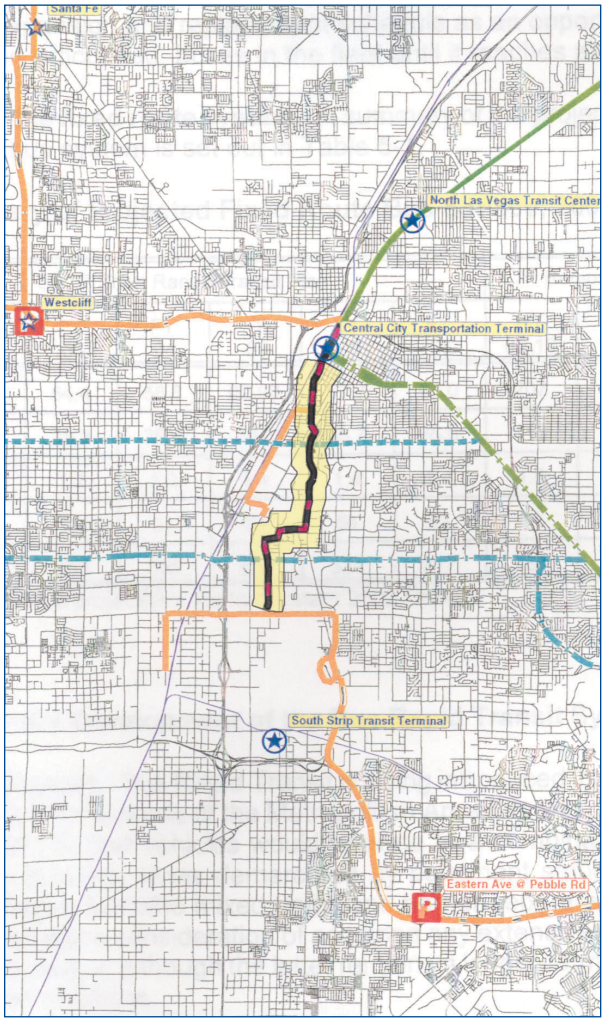
- Clark County Government Center
- Justice Center
- Federal Courthouse
- Fremont Street Experience
- Neonopolis

The Convention Center and development activity surrounding McCarran Airport provide Clark County with a strong, mid-town concentration. The regional trail system will encourage and direct infill development throughout the Las Vegas Valley.

The major regional investments will become magnets to secondary uses that form a substantial employment base. Infill development will be attracted by these public investments.

Reduction in Fringe Growth and Greenfield Development Patterns

As the available supply of BLM disposal lands is slowly released (notwithstanding current lobbying efforts at Congress to open up more BLM lands for development), local jurisdictions will experience an increase in market-driven infill development. In some instances, land zoned for industrial and commercial uses has been converted to single family housing construction. The City of Henderson experienced this dynamic when it requested that



Monorail Route and Potential Service Area

the BLM delay the auction of several thousand acres of land long enough for the City to conduct a fiscal analysis of the implications of annexation. Local officials have observed a significant increase in infill and redevelopment activity in the interim, reflecting renewed interest in reinvesting in existing urban areas.

Infrastructure Expansions and Services that Influence Geographic Growth

Services, such as water and sewer and regional solid waste pick-up, are readily available on the urban fringe, and tend to be less problematic to provide at the fringe than in the urban core. Utility hook-up fees and service charges are controlled by regional utilities, and do not reflect geographically specific costs to provide service. Hence, the fees are uniform whether applied to fringe development or infill and are independent of the actual cost to construct. Many local jurisdictions recognize that this regionally based service approach acts as a disincentive to infill.

Transportation Plans that Will Influence Infill

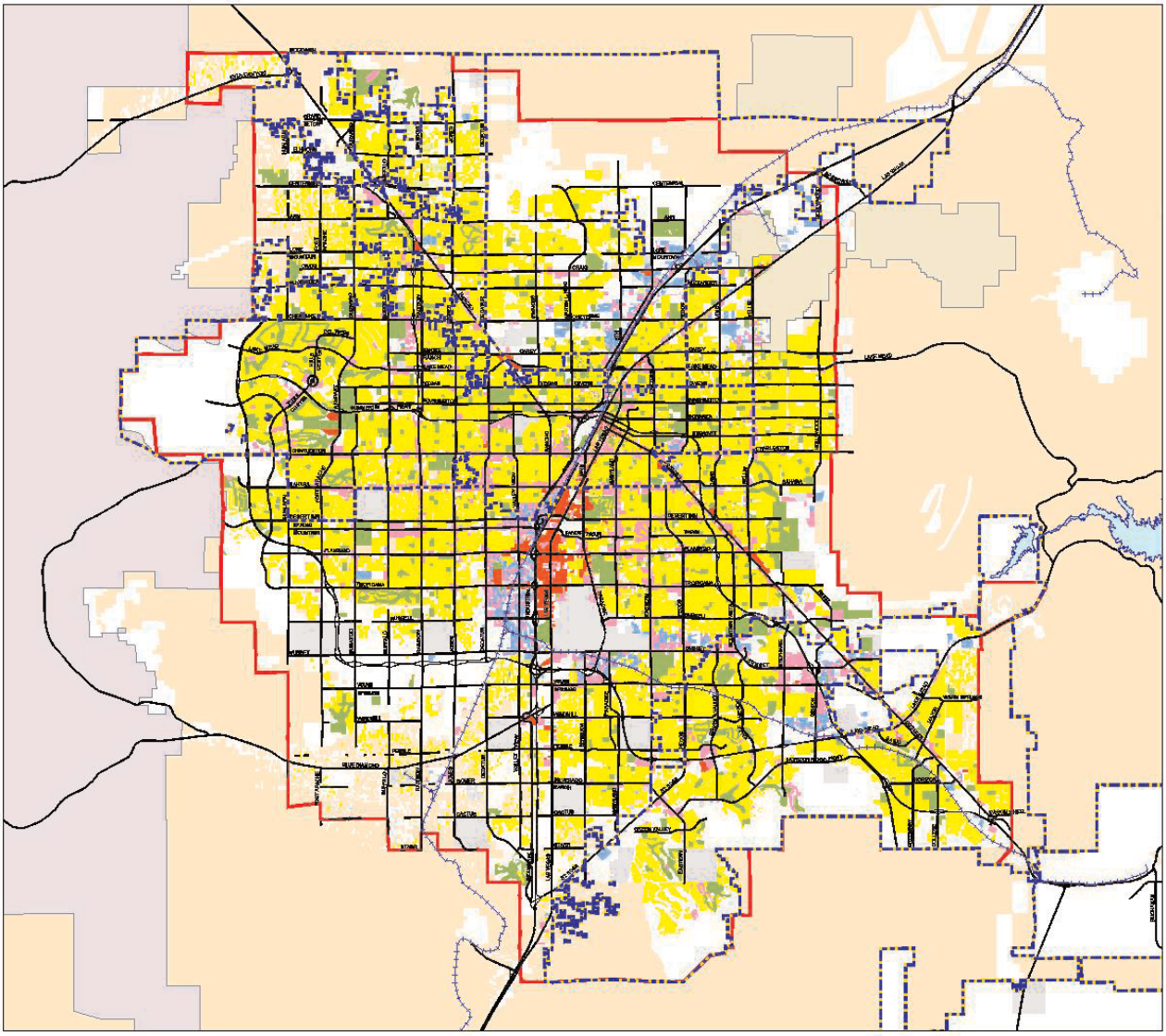
Several major new transportation facilities investments exist that have the potential to shape infill and redevelopment. One of these projects is the locally funded Beltway located on the west and north section of the Las Vegas Valley. This major highway improvement project will allow greater outward expansion and reduced auto travel times to new undeveloped areas. These conditions clearly fuel new suburban and master planned community development in lands previously deemed undevelopable.

By contrast, the monorail project currently under construction will offer fixed guide-way transportation that connects important destinations, such as the airport, the Strip and downtown Las Vegas. When fully funded and realized, this transportation "corridor" has the potential to facilitate commuting from employment areas to residential areas; providing the ability to live independently of the auto. The enhancement of this system, coupled with the implementation in 2003 of the Metropolitan Area Express (MAX) route, will further promote infill growth. This transit program utilizes an optically guided electrical/diesel bus system with superior rider services.

Conclusion of the Infill Development Issues

Monorail project under construction.

Metropolitan Area Express System.



Las Vegas Valley Existing Land Use Infill Study Area

- Residential
- Commercial
- Tourist Commercial
- Public Facilities / Parks
- Agricultural
- Transportation / Utilities
- Industrial
- Public Lands
- Red Rock Canyon National Conservation Area
- Nellis Air Force Base
- Disposal Boundary
- Corporate Limits

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SCALE IN FEET

An audit of the activities associated with infill development suggest the following conclusions:

There are significant efforts underway to support redevelopment in downtown Las Vegas, North Las Vegas, and in several redeveloped areas in Henderson. In the City of Las Vegas, the full power of redevelopment has been utilized including plan visualization, land assemblage, land acquisition, using or creating tax districts and public financing, and implementing major projects. The use of eminent domain and other governmental power authorized by the State of Nevada under the Redevelopment Act, will be essential in these efforts to prevent or correct urban decay and deterioration. Acquiring and assembling land is fundamental to redevelopment and has been acknowledged as an essential public purpose. Just as acquiring highway corridors using eminent domain is required, acquired land in the context of urban deterioration is also a necessity for the public good.

New regional facilities and transportation investments have the potential to shape the metropolitan area's structure. Progressive planning to site these facilities in central locations is occurring, however, a greater understanding of the connection between infill development and regional decisions should be on the agenda when these future choices are considered.

A number of public policies are currently being employed to create infill development within the redevelopment districts of the Valley. When compared to many other metropolitan areas, the Valley has not experienced as many redevelopment successes. However, outside of these formalized districts, there is little being done to influence urban infill development. More significant and sustained intervention will be needed to redirect growth from the urban fringe to stagnant or declining older urban areas. The region will have to address unrestricted outward development in order to have a positive change in the amount or type of infill development that succeeds.

IV POSSIBLE SOLUTIONS

A. INTRODUCTION

Infill developments will remain static in Southern Nevada if the political and economic conditions are left as they are; only modest amounts of infill will occur. However, there are interventions that will offer the potential to encourage and shape infill development. The possible tools include public policy, legal process methods, economic development strategies and other methods to change the nature of development. These tools may be used in combination and tailored to achieve a specific outcome.

B. CLASSIFYING POTENTIAL INFILL SITES BY LOCATION AND TYPE

The region has been classified for the types of infill that could potentially occur. The "Infill Classification System" for the Las Vegas Valley is based upon location and intensity of use. Using the definition of infill development, the primary locations for infill and redevelopment will be in large or small regional downtown centers, along arterial highways, and in the older low density first tier suburban neighborhoods. There are numerous conditions that are site specific; however, the classification of types of infill allows a more generalized understanding of opportunities that exist within the region.

The following classification of infill apply to the Las Vegas Valley:

GENERALIZED CLASSIFICATION OF DEVELOPMENT TYPE: The Las Vegas Valley

CLASSIFICATION	CHARACTERISTICS	PRIORITY FOR INFILL DEVELOPMENT BASED ON THE INFILL DEVELOPMENT DEFINITION
Major Urban Center	High Density, Pedestrian Oriented, Mixed Uses, Business, Government, Regional, Financial, and Entertainment.	**YES** - Redevelopment and high density development.
Major Tourism, Destination, Hotel, and Entertainment Districts	Tourist designations with a full compliment of hotels and casino resort development along Las Vegas Boulevard.	**NO** - Major resort development is highly self directed and not in decline. A major economic force of the region.
Small Regional Center	Historically developed as downtown areas.	**YES** - Declining uses, aged environment and stagnant economics.
Arterial Street or Highway Frontage	Commercial, office or service commercial development located along major roadways.	**YES** - Vacant sites which are stagnant and will not change without intervention.
Early Suburban Development	The first ring of suburban growth with a predominant residential character. Often missing park and open space development and neighborhood services.	**YES** - Declining districts and vacant land.
Master Planned Community	Fully planned large tracts of lands structured around a neighborhood concept, including employment, recreational & educational centers.	**NO** - New development.
Suburban Land at Urban Fringe	Predominantly single family residential use with elements of neighborhood services.	**NO** - New development.
Underdeveloped Land within Public Land Disposal Boundary	Land representing future fringe development that is sold at auction consistent with the public lands disposal act.	**NO** - Newly acquired private land will be market directed as will land price.

Urban Intensity Infill is characterized by high intensity concentrations of mixed uses in high rise structures; appropriate only in Large Regional Centers such as The Strip, downtown Las Vegas and other regional centers.

Moderate Intensity Infill is characterized as the most broadly applicable type of infill, appropriate in large and small Regional Centers and along arterial streets. Moderate Intensity Infill consists of mixed uses in mid-rise structures, designed to play a "mediating" or "mitigating" role in transitions between existing low density residential development and new "Centers." Moderate Intensity Infill is also applicable along arterial streets, but must transition in height and mass, and use, in order to be compatible with adjoining low density development.

Low Intensity Infill is characterized by uses that reflect the residential surrounding context, with modest increases in scale and density. Low Intensity Infill is appropriate in predominantly residential locations.

The resulting Infill Classification Matrix is a descriptive analysis for each category

MATRIX OF INFILL DEVELOPMENT TYPE AND LOCATION

	HIGH INTENSITY INFILL DEVELOPMENT	MODERATE INTENSITY INFILL DEVELOPMENT	LOW INTENSITY AND OPEN SPACE INFILL DEVELOPMENT
Major Urban Center	High rise form with highly concentrated employment & mixed uses. Development oriented to street pattern or public space. Street frontage to be fully developed.		
Arterial Street and Small Regional Centers		Midrise form, concentrations of employment in some locations, mixed uses. Development orientation is to street frontage.	
Early Suburban Locations			Low rise residential uses with moderate increases in density in association with parks, recreation open space and community facilities.

C. TOOLS FOR SHAPING AND ENCOURAGING INFILL DEVELOPMENT

Cities nationwide have invested substantial efforts at attracting infill and redevelopment. The following is a compendium of commonly used tools and their applications. The tools could be used to change existing conditions, prevent stagnation, and repair already deteriorated areas. The tools may be used in combination and tailored for each situation. Appropriate tools must be determined to fit the marketplace, location and infill issues unique to the market segment.

1. LAND USE, ZONING AND LAND DEVELOPMENT STANDARDS

1a. Establish an entitlement review process that focuses on streamlining infill projects.

Developers and local government officials are often frustrated by the complexity of the building regulatory process. Developers focus on "proven" projects that are known, understood and accepted. These projects

are feasible because they proceed quickly through review and permitting processes. Developers avoid projects that have not been tested in the market because of the risk and delay associated with neighborhood opposition.

Accordingly, the entities should award developers for risk-taking, with an expedited permitting and review process. The Urban Land Institute recommends that regulatory agency mindsets shift from an emphasis on "procedure" to an emphasis on "results." Placing the emphasis on the end-result assists entities in identifying which procedures and processes contribute little to producing a satisfactory final product.

A code audit could be a useful tool to determine which plan policies, development standards, and permit procedures are working well and which ones are not.

1b. Provide flexible zoning standards to accomplish health, safety, and welfare objectives, but adopt the conditions to an infill parcel.

Adopting flexible zoning and design standards encourages infill development. Inflexible codes can create vacant sites because their size and/or shape is not conducive to development at current standards. For example, parking and/or setback requirements may not have left an adequate lot area to reasonably develop, or land prices and prevailing wage requirements have made parcels unfeasible to develop under current density allowances. Successful infill programs are often those that are not restrictive and overly regulatory.

The entities should assess their codes in specifically created Infill Zoning Districts to stimulate development. Such code changes should be possible, without adversely impacting desired neighborhood qualities, particularly if the entities are clear about their goals and visions. Other options include re-examining standards that have shaped surrounding neighborhoods, providing more appropriate dimensional and design standards for new infill development. Reduced residential lot sizes combined with design standards, reduced or averaged setbacks, and reduced street and parking standards could stimulate development, while producing attractive, livable neighborhoods.

1c. Provide incentives by allowing additional density bonuses for infill projects that meet specific desired criteria.

Infill sites in many established neighborhoods are more expensive to acquire and develop than raw land at the urban fringe. In addition infill sites are often small parcels and accommodate fewer units, providing less opportunity for economies of scale. Increased density allowances through a bonus program could alleviate these barriers and facilitate attractive development on infill parcels. In addition, higher density neighborhoods could support frequent transit service, lower public service operating costs, and support a higher level of both publicly and privately provided services and amenities.

Incentives, such as density bonuses, can encourage infill development in target growth areas and encourage development that will contribute to neighborhood needs throughout the Las Vegas Valley. Ideally, density bonuses can be set at a level that gives Infill Zoning Districts competitive advantage over non-targeted areas (or at least places them on an equal footing). Density bonuses can be structured in conjunction with certain benefits or amenities to ensure that new development makes a net positive contribution to a neighborhood.

1.d. Pre-zone land for infill development in advance of a specific project application.

By pre-zoning land independent of a specific applicant's project, a community can reduce the risk of neighborhood opposition and remove the burdens associated with developing a new land use idea. This provides a method to reduce development risk on infill sites and planning for the successful accomodation of growth. By patterning investment decision on zoned land the development community avoids potential

neighborhood opposition. Infill projects benefit from the commitment that zoning brings as to the acceptability of the project.

2. EDUCATE DEVELOPERS, THE COMMUNITY, AND ELECTED OFFICIALS ABOUT THE MERITS OF INFILL DEVELOPMENT AND PROVIDE EDUCATIONAL PROGRAMS.

Educational programs are tools to use when examining the complex set of urban development issues. Educational programs also provide specific and understandable examples that illustrate the intended results. The primary purpose of an educational program is to provide case studies of successful development projects and document the achievements. Design, neighborhood concerns, incentives, and financing are all topics to be researched and illustrated by a case studies approach.

The research component of an educational program supports the analysis of development trends and would potentially serve the entities well in determining policies related to land use, utility extensions, and releases of public lands.

3. TAXATION AND DISINCENTIVES FOR HOLDING LAND WITHIN URBAN AREAS.

3a. Investigate the possibility of a single tax rate for land and improvements.

Taxing land at significantly higher rates than property improvements could accelerate the development of vacant parcels. Standard property taxation involves taxing both land and the improvements, such as buildings. Although county assessors separately assess the market value of a property's land and its improvements, both components are combined to determine property value and are taxed together at the one rate. Under this conventional property taxation system, improving property with buildings or other improvements, such as infrastructure, increases property value. This situation can be a disincentive for improving land. A property owner must be certain that property improvements will produce an adequate return on investment in order to realize desired profits, despite increased taxes. As long as tax rates on land are low, a property owner can afford to hold land, in an unimproved state, for speculative purposes.

3b. Agricultural or Rural Lands Preferred Tax Credit

This tool has been used to distinguish between urban and rural land. Lands that are designated in general or comprehensive plans and zoning codes as "agricultural" or "range uses" are taxed at a lower rate than land with urban development potential. This acts as an incentive for maintaining the land in a rural condition. The tax relief is generally paired with a tax penalty if and when the land is converted to urban use.

4. COOPERATIVE INTER-AGENCY ACTIVITY

4a. Create a Common Vision

Each entity in the Las Vegas Valley has a vision for infill within its jurisdictional boundaries. In order for it to be effective, this vision should be communicated with staff from all departments, and with appointed and elected officials. This common vision becomes the basis for communications between departments and the entity and other governmental agencies. To the extent that these local visions are complimentary and can be shared under the auspices of the SNRPC, the local entities can communicate a consistent message to other governmental agencies that have the potential to impact the region as a whole.

4b. Market Economic Development

Governmental agencies could market economic development with the potential for infill so that new businesses are not only attracted to the region but also to specific infill development sites.

The entities could encourage the local real estate community to invest in infill by preparing site assessments and land use/development inventories of targeted areas. Evaluating specific sites would provide an understanding of the site-specific barriers that have heretofore hindered their development.

In addition, maps of underutilized sites and assessments of these parcels can be available to prospective developers. This information can be supplemented with key site selection data, such as site size, access, transportation features, utilities, ownership, physical opportunities and constraints, and entitlement history.

4c. Market Opportunities

The entities could market the opportunities for infill with the same expectation that private developers have for new sites. These expectations involve:

- Experienced staff available to facilitate the development review process;
- Availability of infrastructure capacity to serve new development – ie. roads, regional water/sewer facilities, solid-waste facilities;
- Amenities such as parks, retail services, transit, good schools and public services (police, fire, libraries)

4d. Establish Political Commitment to Infill

Mayors, city councils, and county boards are powerful agents to convince the development community, financial institutions, and others of the potential for reinvestment in redevelopment and infill sites. By establishing a committed vision and strong public leadership, the risk factors associated with long-term investments can be alleviated. Successful redevelopment throughout the United States is directly traceable to effective, visionary leadership that has galvanized the community and maintained a commitment.

5. PROVISION OF INFRASTRUCTURE SERVICES

5a. Encourage Development at Locations Serviced by Existing Infrastructure

Services that support development are essential and therefore, where they are available, will influence the occurrence of growth. Managing the availability of these services can be an effective method of creating infill. This may be accomplished by policy that prioritizes where new services are constructed, by requirements that focus on using existing capacities and structuring rates that encourage the utilization of existing infrastructure.

5b. Differential Fees for Infill

The entities are in control of certain development fees, particularly plan review charges, and can establish a protocol for reducing these fees for infill sites. The entities could perform an audit of all fees and charges imposed at the local level in the course of development review, and determine which of these should be reduced due to the impact on local infrastructure and services.

The entities could offer development fee assistance for those fees controlled by other governmental agencies, such as utility hook-ups. Although in some locations, expensive replacement and/or upgrading of infrastructure would likely be required, the public long-term benefit of infill could outweigh the costs. Lower, long-term operation and maintenance costs could justify reduced fees charged to infill, especially in urban areas. Infill often results in higher average densities; therefore, costs could be spread over a greater population base. Existing facilities would be more fully utilized, translating into lower user fees. In addition, other public benefits such as resource lands and open space conservation could justify a greater public share for infrastructure costs within Infill Zoning Districts.

Development fee payments could be delayed until developers experience positive cash flows on their projects. As developers pay interest on money borrowed to pay such fees, the cost of developing infill sites would decrease.

5c. Subsidize Utility Recovery Fees to Encourage Infill

Where regional service districts establish recovery fees and charges for the provision of services, and they are based on the equality for all users, the entities could create a fund to subsidize the cost of these fees. A rebate program for utilities or other services could be offered when development meets infill requirements. Rebated fees encourage infill by cost differentiation.

6. DIRECTLY DETERMINE THE LIMITS OF OUTWARD URBAN GROWTH

6a. Acquire Open Space

The entities could acquire public open space to help shape the urban development boundary. Open space can be acquired or preserved through a variety of mechanisms depending on availability of funding and the intended purpose. When public use and access is desirable, outright acquisition of property is the most secure method. Funding for these programs could be by general fund, special open space assessments, development impact fees, or partnerships with conservation organizations.

6b. Acquire Conservation Easements

Conservation easements are permanent restrictions placed on private property. They can also be used in conjunction with "limited development" to enhance both. Some easements may have "limited development" as exemplified in Douglas County, Colorado, where land under conservation easement includes residential development. The cost of conservation easements is typically far less then acquisition. The property owner who places the easement on their property can receive federal tax credits commensurate with the value of the easement.

6c. Development Standards for Environmentally Sensitive or Hazard Lands

Implementation of zoning and development standards to protect sensitive land can focus development away from lands with steep slopes, rare ecosystems, floodplains, hazardous lands, or water resources. These lands could be reserved through the development review process without necessitating the expenditure of public funds for acquisition.

7. BROKERING FINANCING FOR PRIVATE DEVELOPMENT

7a. Provide Credit Enhancement

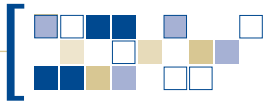
Programs could exist that offer letters of credit to enhance infill developers' ability to borrow capital. They could encourage local lending institutions to adjust underwriting criteria to be less restrictive and to make loans on pioneering infill projects, including multifamily and other mixed-use projects.

The entities could offer letters of credit to developers with reputable development histories who agree to undertake infill projects. The entities could support loan applications with information and commitments on local infill goals and plans. A financing program could establish a technical committee to work with lending institutions to adjust underwriting criteria for infill projects.

7b. Package Multi-Financial Sources

There are a variety of financing sources available to assist infill development. The entities could provide multi-financial sources for developers that would not have access to capital needed for development. Counties and cities have access to federal funds that are not directly available to private developers; these funds could be channeled to developers to accomplish infill projects as partners.

The entities could provide financing at below market rates, or with other favorable terms, as an incentive to defray development risk. *"Building Livable Communities: A Policymaker's Guide to Infill Development"* offers the following suggestions to encourage infill:



- Use local entity funds, bond revenues and TIF to finance infrastructure.
- Educate local lenders about infill projects and goals.
- Investigate grants through federal programs, such as Community Development Block Grants, the Department of Housing and Urban Development's Section 108, HOPE IV and HOME programs,
- Use FANNIE MAE and the Community Reinvestment Act.
- Help developers obtain financing through tax-exempt bonds or loan guarantees.

7c. "Gap" Financing

Project assistance can be created by establishing funds and capital sources that close the financing "gap" with community infill loans. Certain tax revenues and General Fund monies could be directed toward establishing such local funds. Gap financing can assist projects that cannot qualify for conventional loan underwriting standards due to risk or location. By supporting the financial structure of an infill project with a subordinated gap loan, an entity can make a project's financing feasible. In addition, a number of national foundations are actively involved in providing third party financing to close the gap between a prospective tenant's ability to pay lease rates and the cost of redevelopment. Local land trusts, entrepreneurial foundations and redevelopment agencies could partner to package funds and underwrite construction loans.

8. PACKAGE, ACQUIRE AND ASSEMBLE LAND IN DISTRESSED AREAS

8a. Create a Vision

The entities could create a vision for an urban district, plan for the opportunity, and acquire public use sites for key facilities and civic spaces or transportation corridors. The vision would foster public recognition of the existence of infill opportunities and reinforce community objectives for future growth. Some locations, including transit corridors and sites in close proximity to employment centers, shopping areas and recreational and cultural amenities would greatly enhance the success of infill.

8b. Acquire lands

The entities could acquire lands or urban parcels for development if assembled into usable sites through market rate land purchases. A method to address land acquisition barriers is to utilize redevelopment powers to acquire, assemble, clean up and package land for resale. This usually requires use of eminent domain powers. The power to acquire private land for public purpose exists within the four Redevelopment agencies in the SNRPC. The entities hesitate to use their power of eminent domain. If properly used, however, this tool could assure that parcels are acquired and that speculative property owners do not push land costs beyond what is financially feasible.

8c. Assemble land parcels and Package them for Development

This process involves consolidation of smaller parcels, resolving title or environmental hazard problems, and gaining entitlements for desired development. The entities could focus on key parcels in targeted Infill Zoning District and purchase them for immediate development or "land bank" them for future use. The entities could then sell these parcels through the public bid process. Parcels worth considering for acquisition would be small parcels often avoided by developers, and properties with delinquent taxes and/or property liens.

Assembling small parcels into larger blocks under common ownership would enhance their development potential. Because some development costs are fixed, developers avoid developing smaller parcels of land. They prefer to take advantage of economies of scale and increase profits by building on larger pieces. Although publically held land is exempt from the tax roles, acquiring property in default could accelerate the process of returning the parcels to productive use.

The entities could improve acquired land, making it more appealing to developers. For example, if a site has environmental contamination, an entity could begin the cleanup process with assistance from Environmental Protection Agency grants. This provides a means to indemnify contaminated lands and clear title defects that prevent development.

Land banking would require considerable start-up money in the early stages of the program before properties are resold. As an option, up front funding would require strong citizen support for a bond approval. The creation of an intergovernmental technical group to research and identify funding sources available to set up a land banking program would be a research tool.

9. CONSTRUCTIVE INTERVENTION TO IMPROVE PHYSICAL CONDITIONS OF A NEIGHBORHOOD OR DOWNTOWN DISTRICT

9a. Remove Environmental Hazards

Environmental contamination is a serious problem in the Las Vegas Valley and the EPA, HUD and the U.S. Department of Commerce have programs encouraging brownfield redevelopment. The entities can be proactive in helping fund remediation, working with state and federal environmental agencies, and providing funding assistance to local developers. The most pro-active approach is the removal of environmental hazards or liabilities from targeted infill sites, then marketing them for redevelopment.

9b. Influence Placement or Siting of Significant Facilities

The entities have influence over the placement and/or siting of major public facilities, regional in scale and influence, in places that will benefit from infill development. Public investment in regional parks, performing art centers, museums, civic and recreational centers, libraries and schools often serves as a catalyst for the revitalization of an entire district. Nonprofits and for-profit ventures seek guidance, approval, and frequently, governmental assistance in siting such facilities, and can be directed to locate them where the greatest public benefit is derived.

9c. Invest in Public Infrastructure

The entities could invest in public infrastructure that improves a district, thereby making it an attractive place to work or live. This could include neighborhood parks, sidewalk and streetscape enhancements, utility upgrades, road improvements, transit hubs and/or enhanced transit programs. Some investments in visible improvements to public infrastructure have not attracted private sector investment – an indication that this tool should be applied in tandem with other tools such as proactively rezoning a district, underwriting development fees or enhancing the public perception of safety.

10. PROVIDE PROPERTY OR OTHER TAX CREDITS AND ABATEMENTS

10a. Tax Rebates and Property Tax Credits

The entities could utilize rebates or property tax credits to incentivize new development that is located on previously developed property. The difference in property tax creates an incentive to seek underutilized or vacant land and target the tax credits.

This tool could allow specific tax abatements in exchange for a public benefit, such as infill housing. Examples of common tax abatements include the preservation of historic structures and low-income housing. Tax abatement provides a reduction of local taxes on a property. Land and/or improvements may receive tax abatement status. Tax abatement for infill projects would go to the property owner, however, this may not provide an immediate incentive for builders.

10b. Historic Designation

Historic designation opens up the possibility of using state and federal rehabilitation tax credits to encourage development in older areas within the Las Vegas Valley. Individual properties listed on state and national registers are eligible, as are "contributing structures" within locally designated historic districts. Rehabilitation projects are subject to the Secretary of the Interior's standards. Tax credits are based on historic certification of the rehabilitation project. The tax credit applies to state and federal income tax and is taken by the property owner and/or development partner – whoever has invested in the improvements. In several counties in Nevada, structures that qualify allow the freezing of property tax assessments at the rate when the structure is preserved.

10c. Real Estate Transfer Tax

Nationwide, the Real Estate Transfer Tax is a method used to encourage infill. This is a tax imposed on real estate transactions and may be imposed on the buyer, seller, or both. The proceeds from a real estate transfer tax could be directed to infill assistance. The existing Clark County tax on transfers of real property (authorized by Section 375 NRS) is authorized at $12.50 per $500 of taxable value of real estate. For each $1.00 collected, $.60 flows to the Clark County School District, $.10 is committed to the state indigent housing fund, and $.30 to the state combined tax revenue account which is split among six local governments within Clark County. In 2002, the total collected tax exceeded $40 million. While this tool is now used, it is not related to specific infill development initiatives. A Real Estate Transfer Tax is dependent on the health of the real estate market. As property values appreciate or the real estate sales pace increases, more revenue is generated. Urban redevelopment has been assisted by using tax revenue to fund projects that are a catalyst for attracting surrounding development. Many real estate transfer taxes are determined on actual sale price and are by comparison, a higher rate than the existing Clark County tax. Nationwide, governments have implemented through a legislative process, real estate transfer taxes to assist static or declining areas.

10d. Special Taxes to Fund Redevelopment Programs

Some jurisdictions in the United States have used special taxes to fund redevelopment or municipal bond interest. One type of special tax is a transit occupancy tax (TOT) commonly called a bed or hotel room tax. In some cases, a tax may apply to new accommodations located within redevelopment zones where redevelopment was financed by public bonds. In other cases, the special tax is utilized to reinvest to solve or prevent urban deterioration. A room tax has been described as a means to establish funding sources to improve the environment that benefits visitors. Within Clark county, an existing room tax of 9% applies of which 5% is allocated to the Las Vegas Convention and Visitors Authority (LVCVA), 1% is directed to the Master Transportation Plan, 3/8% to the State, 1 5/8% to Clark County School District, and 1% to Clark County government. The LVCVA has further allocated tax revenues back to the community in the form of grants such as Clark County Fair, Chambers of Commerce, and contributions to the Fremont Street Experience.

Other examples of special taxes are taxes applied to entertainment or leisure recreation participation. These revenues are collected with ticket sales, entry passes, or admission and have been used to fund public improvement or programs. Several examples of special taxes in major tourism areas that are used for redevelopment are New York City and Lake Tahoe, California.

11. FINANCIAL INCENTIVES AND PUBLIC PARTNERSHIPS

11a. Special improvement Districts

The entities could establish Special Improvement Districts ("SIDs") for acquiring, improving, equipping, operating and maintaining specific projects. Projects could include street pavements, curbs and gutters, sidewalks, streetlights, driveways, as well as sewer and water facilities. To date, SIDs have not been used in the Valley's urbanized areas.

SIDs provide a source of funding for the construction and/or maintenance of eligible improvement within the district. Current state law allows for the sale of bonds to finance the cost of these new facilities, with property owners in the district being assessed for their benefited share of the improvements. Property owners must return the money either all at once or in installments over a 10 or 20 year time period.

According to the Nevada Revised Statutes, the Board of County Commissioners can create a SID at the request of property owners or when the Board determines that improvements are needed in a particular area.

11b. Tax Increment Financing

In many parts of the country, Tax Increment Financing (TIF) is becoming a popular way to finance public investment and to stimulate private investment in infill or redevelopment areas. In theory, development would not occur in these areas without public investment.

> *"The typical TIF method works by temporarily freezing the tax base at the pre-development level within a defined district. Property owners continue to pay taxes while the TIF district is in effect. A city or a county will then make public improvements to the area, with the expectation that they will attract additional private investment. If the private development occurs, tax revenues will increase above the base level. Existing properties increase in assessed valuation and new developments generate new tax revenues producing the tax increment. The tax increment is earmarked to finance selected improvements within the TIF district, rather than going to a community's general fund or to other taxing entities. Typically, a community will sell tax increment bonds at the initiation of the district so that funds are available to finance initial expenses such as infrastructure or land assembly. The annual increment revenues are then used to retire the bonds. Alternately, improvements can be financed on a pay-as-you-go basis from annual tax increment revenues." (*Municipal Research and Services Center of Washington's *Infill Development Strategies for Shaping Livable Neighborhoods,* June 1993).

Based on this theory, the entities and other taxing authorities may not actually lose revenue, because taxes would not have increased without the district. Instead, they would benefit from increased taxes when planned improvements are completed and the TIF district expires. This could attract private investment in previously neglected areas, targeted for infill development and redevelopment, that would otherwise go to more outlying areas. As a result, it could reinforce efforts to develop target areas first. In order to establish a TIF in the State of Nevada, a local entity must establish a Redevelopment District.

12. UTILIZE REDEVELOPMENT POWERS

12a. Form Redevelopment District and Authority

Under Nevada Revised Statutes, local entities may form a Redevelopment Authority and identify Redevelopment Districts in order to eliminate urban blight. The designation of the district allows the entities to initiate redevelopment by assembling land, planning for a new vision, relocating tenants, implement TIFs, financing and constructing public improvements.

This combination of powers offers the most significant set of tools for introducing infill and redevelopment to the Las Vegas Valley. The following paragraphs examine the powers available under the current state redevelopment laws.

Powers granted to Redevelopment Authorities through the Nevada State Statutes (NRS Section 279.382 the. seq.) include:

- Establish rules and binding agreements for owner and tenant participation within the Redevelopment area, and for individual persons and firms to join in partnerships to participate in the plan.
- All public entities are authorized and directed to cooperate with the Redevelopment Agency to:
    - Dedicate, sell, convey or lease property to the Agency.
    - Cause parks, playgrounds, recreational, community, educational, water, sewer, or drainage facilities and other public works to be undertaken or furnished in conjunction with redevelopment projects.
    - Furnish, dedicate, close, pave, install, grade, regrade, plan or replan streets, roadways, alleys, sidewalks according to a Redevelopment Plan.
    - Plan or replan, zone or rezone any part of the redevelopment area and make legal exceptions from building regulations and ordinances.
    - Enter into agreements with the Federal Government respecting actions to be taken by the Redevelopment Agency.
    - Purchase or legally invest in bonds furnished by the Redevelopment Agency.
- Acquisition of Real property – a Redevelopment Agency may acquire all real property located in a Redevelopment Area by gift, grant, bequest, devise, exchange, purchase, eminent domain or any other means authorized by law.
- Property Management – the Agency may adopt and implement property management and maintenance policies.
- Demolition and Clearance – the Agency is authorized to demolish or cause to be demolished buildings, structures or other improvements on any real property owned by the Agency.
- Public Improvements – the Agency is authorized to install and construct or cause to be installed and constructed public improvements and utilities necessary to carry out the Redevelopment Plan.
- Building and Site Preparation – the Agency is authorized to prepare or cause to be prepared as building sites any real property in the Redevelopment Area whether owned by the Agency or not.

12b. "Friendly" Condemnation

Friendly condemnation occurs when a public entity and a private property owner cooperate in the condemnation process through the entities' power of eminent domain. There are many advantages to friendly condemnation. The single greatest advantage is a that there is no tax on the proceeds, which are considered to be "damages". Another frequently cited use of friendly condemnation is a proceeding to clear up a question of title. This would also have application as a tool to take on environmental clean-up that may be requested.

12c. Land Assembly

Redevelopment Agencies can exercise their powers to accomplish land assembly. In addition to "friendly condemnation," eminent domain can be used to acquire land for public purpose. Eminent domain refers to the power of local jurisdictions to condemn and acquire land by paying fair market value. Eminent domain is used to assemble land involving multiple owners; it is often the only viable solution when confronted by hold-out owners. Benefits include:

- Authority to over-ride a hold-out property owner;
- Guarantee of a fair land price to all owners and to the public;
- Facilitation of public goals and economic development in much the same manner as highway construction, which also uses eminent domain.

The entities often view eminent domain as a tool of last resort. Used wisely, however, it can save taxpayers money by ensuring that speculative land prices are discounted to reflect market realities. Conversely, property owners are guaranteed to receive fair market value for their real estate.

12d. Development Agreements

Infill and redevelopment projects are often complex, involving a number of property owners, multi-agency approvals and multi-phased construction plans. Redevelopment of an entire district can extend for years, enduring changes in administrations, changes in economic and market conditions, and new neighbors. One tool the local entities can use for incentive to infill developers is the binding Development Agreement which establishes a commitment for the length of time the redevelopment process requires.

13. URBAN ENTERPRISE ZONES

Urban enterprise zones or "empowerment zones" as they were labeled in the 1993 Federal legislation, are blighted areas that are geographically defined. Created by federal or state governments, the zones become vehicles for special grants. They can provide access to specialized employment training, job assistance programs, reduced development fees, and can involve favorable tax treatments. An example would be tax credits for employee wages and equipment purchases. The creation of enterprise zones is a means to direct grants, loans, and federal community programs to qualified project areas. The idea of an enterprise zone is to infuse economic vitality into areas with economic decline. They can be effective to reverse urban decline by countering one of the most important causes of urban decline, namely the reduction of business activity, and therefore, investment and jobs.

14. ESTABLISH A REGIONAL PUBLIC INVESTMENT STRATEGY

14a. Develop a Strategy for Centralized Civic/Cultural Services.

Infill development benefits from strategically locating civic, educational, cultural and regional services. Centralized facilities can serve as a catalyst for development in economically stagnant areas. People choose to live within convenient access of employment, medical services, retail goods, quality schools, parks and recreational centers, libraries, senior centers, museums – the multitude of components that collectively comprise the "social infrastructure" of large, metropolitan regions. Centralizing the public investment in the social infrastructure can influence the marketability of infill locations relative to the region as a whole.

14b. Regional Transportation Planning

The entities could use the framework provided by the SNRPC to evaluate whether regional transportation planning and highway expansion foster infill development. Highway systems that encourage the pioneering of new, less expensive land at the urban fringe will encourage outward expansion at the expense of already serviced urban lands.

Transportation planning and investments that encourage higher density infill over continued low density sprawl can be a priority. Current projects should be considered, such as the monorail and fixed-guide transit corridor that offer opportunities to intensify adjacent zoning categories, and spark redevelopment along these corridors.

15. LONG TERM COMMITMENTS REQUIRED

15a. Institutionalize Redevelopment Process

In order to allow incentives to work over time in the redirection of the market place. The entities must provide a means to extend the life of infill redevelopment projects beyond a single political administration.

15b. Long-Term Financing

The entities have the ability to establish a long-term financial focus to allow capital improvements, capitalization of unforeseen opportunities and encourage private sector re-investment. Local governments generally do not need to realize an immediate return on investment in order to achieve success. Governmental funds are considered "patient money" – available to jump start long term revenue-producing properties.

Summary of Tool Kit

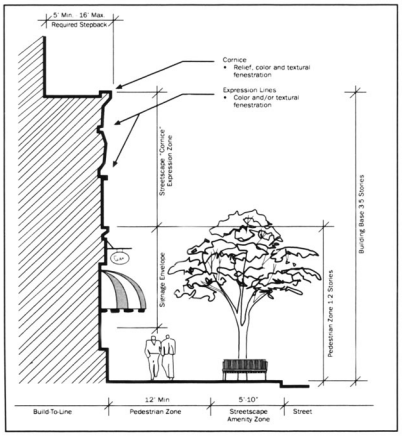
These public policy tools represent a wide variety of methods for encouraging specific outcomes. The following chart provides an estimate of the levels of intervention represented by the major categories.

TOOLS	POLICY	MARKETING	ORDINANCE & CODES	MANAGEMENT ADMINISTRATIVE	LEGISLATIVE INITIATIVE	PRO-ACTIVE DEVELOPMENT	TAXATION POLICY OR METHOD	FINANCIAL COMMITMENT
1. Land Use, Zoning and Land Development Standards								
2. Education Program on the Merits of Infill Development								
3. Taxation and Financial Disincentives for Holding Land								
4. Cooperative Inter-Agency Activity								
5. Provision of Infrastructure Services								
6. Directly Determine Limits of Outward Urban Growth								
7. Brokering Financing for Private Development								
8. Package, Acquire and Assemble Land in Distressed Areas								
9. Constructive Intervention to Improve Physical Conditions								
10. Property or Other Tax Credits								
11. Financial Incentives and Public Partnerships								
12. Utilize Redevelopment Powers								
13. Urban Enterprise Zones								
14. Establish a Regional Public Investment Strategy								
15. Provide Means to Extend Life of Infill Redevelopment								

Legend: *Degree of Government Intervention Required*

- Slight Intervention/Resource Commitment
- Moderate Intervention/Resource
- Significant Intervention/Resources

D. DESIGN STRATEGIES FOR INFILL



The primary lesson learned in analyzing the Las Vegas Valley's local urban character, specific barriers, and potential infill and redevelopment sites is that good design cannot disguise fundamental incompatibilities in use and scale. Compatibility requires that infill projects be of a similar or compatible use and scale with their immediate surroundings.

Often, vacant sites are "problem" sites where issues of scale and compatibility are apparent. A common example throughout the Valley is a vacant, relatively narrow and long strip of open land nestled between auto-oriented street frontage commercial property and low density single family homes.

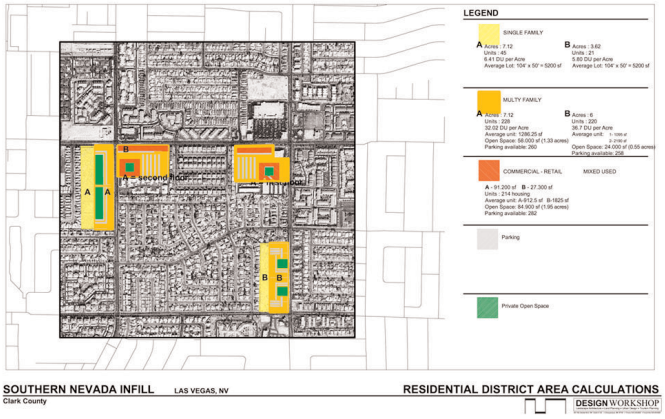
Infill and redevelopment projects can "fix what is broken" in an urbanized area. In order to affect positive transformation, the entities may need to analyze an entire district or street corridor, rather than focusing on vacant parcels in isolation. A closer inspection of any neighborhood, commercial district or arterial street will reveal many missed opportunities, disconnections, and real mistakes in terms of land use and design.

In examining the larger picture, the entities could strategize how to use their resources to effect the greatest change. The following design strategies describe the conceptual design needed to accomplish infill development.

Design Strategies to Create Centers:

- Mixed use developments facilitate the creation of places that resonate with meaning for people.
- Buildings organized and affronting centrally located spaces are the design objective. Buildings and streets should create public edges where buildings and uses define this relationship.
- Parking that supports the land uses should be located secondarily to the primary purpose of the center.
- A high intensity use profile, residential density, and concentration within human walking dimension will create quality places.
- Focal element s need to have a program and activity dimension as well as physical landmark qualities.

Design Strategies for Increased Density



Open space and public parks can structure infill neighborhood improvements

- Create publicly focused uses at the street level and unify the experience of being at a place. Residential uses located above commercial or office uses will provide for increased residential density.
- Find common design elements that provide a means to integrate new density into the existing neighborhood structure. These may include continuation of street and open space patterns, completing or reinforcing a neighborhood focus, and bringing together old and new structures.
- Transition and merge the boundaries between existing neighborhood districts and new infill. Building heights, bulk, shape and appropriate scale are design methods that succeed to knit together districts.
- Avoid the design of isolated individual structures or uses. Integrate the density of new infill with the surrounding and adjacent neighborhoods.
- Design with sensitivity to existing residents use patterns and living environment. Solar orientation, views, privacy, circulation and parking patterns are factors that should be analyzed and accommodated in the design of infill development.
- Open space and parks can provide a complement to high density and mediate edges of new development.

Design Strategies for Civic Places

- Public or civil space is the structure of cities that allows them to function with public purpose and freedom of movement.
- Civic spaces succeed when they are compatible with private uses contained in adjacent buildings. Public places like streets, plazas, squares and parks are the public life of a city.
- The landmark potential of public buildings and uses can make and create readability and meaning to the city's organizational form.

Create Strategies for Parks and Open Space

- Open space and parks should be located in public view, and should be the focus of the built environment. Open space offers space for activity and is the contrast to man-made portions of a city.
- Parks and urban open spaces can define the quality of life in higher density infill development. Parks can be designed in infill development and where they are created, be surrounded by urban uses and defined edges.
- Open space should provide the linkage between blocks, neighborhoods, districts of the city and the landscape beyond. These green links are the network of connection as part of an open space system are significant recreational opportunities unto themselves as well as primary pedestrian circulation. Create trail corridors that are continuous and unbroken.
- Landscape setbacks for street trees and other pedestrian amenities should be provided and should balance the proportion of pedestrian use area and vehicular use in street sections to engender the right chemistry to the public way.

Design Strategies for Transit Oriented Infill

- Transit stations are points where special infill development can occur. These high pedestrian traffic zones should contain mixed-use services including retail, residential, office and entertainment.
- Transit stations are able to accept intensive uses and high residential density. Provide the land use and development envelope to encourage these districts to infill.
- Pedestrian circulation to transit will extend the potential of transit. Require seamless connections between modes of travel in infill projects.
- Where the benefits of transit exist, tailor parking requirements to the opportunity to reduce auto travel; both as a matter of need and as an auto disincentive. Reduced parking in transit oriented neighborhoods.

Design Strategies for Parking

- Parking to support infill should be located away from public view. Do not separate street frontage from buildings and uses. Parking should be below grade, in structures, on the street, or in small scaled surface lots.
- Design visual screening into all surface parking lots and divide parking lots with landscape incorporated into both the perimeter and interior of the lot.
- Mixed uses in a single project exhibit shared parking demand. Use this as a method to provide adequate parking, but capitalize on the off-peak use characteristics and share a parking supply between multi-uses.
- On-street parking should be factored into the calculation of parking need. This can be a reservoir of unassigned parking, and provide significant supporting parking.
- Avoid parking structures located on a street. Utilize the perimeters of a structure for uses or screen the facade from view.

Design Strategies for Connections

- Continuity between streets, walks, trails, and other means of circulation should be designed as an uninterrupted system. The systems need to be continuous, clear for users, and planned around desired destinations.
- Provide methods to access infill development that does not encourage pedestrians and auto conflict. This includes driveways and sidewalks, street and trail crossings, trail and highway crossings, and service and delivery access.
- Future infill should allow connections from residential areas to downtown core with easy connections for users.
- Local and regional destination should be linked by appropriate connections. The broader the possibility for access, the more people will choose alternatives to automobile travel. Ensure that connections to centers exist.

V. RECOMMENDATIONS FOR INFILL IN THE LAS VEGAS VALLEY

A. Introduction

Research, workshops, surveys, and practical experience indicate that private sector developers in the Las Vegas Valley hesitate to initiate infill development due to real or perceived obstacles and risks inherent in such projects. Developers expect a reasonable return on their investment if they are to finance and build a real estate project. They must feel confident that sufficient market demand exists for an intended project. Since the entities cannot, on their own, implement Valley-wide infill development, they should set the stage to enable infill development by the private sector.

What role can, and should, the SNRPC - a regional entity formed out of a collaboration between multiple independent jurisdictions - play in facilitating infill and redevelopment in the Las Vegas Valley? What are the logical steps the SNRPC can and should take to position infill more strategically to attract private sector investment?

This Infill Development Plan includes recommendations for the Southern Nevada Regional Planning Coalition and for the entities to consider when reviewing their policy plans.

B. REGIONAL INFILL PLAN RECOMMENDATIONS

RECOMMENDATION #1: *Create Valleywide infill districts based on the regional priorities. Each separate jurisdiction within SNRPC could update or initiate well-defined plans for each targeted infill and redevelopment area and use tools of public policy to direct infill growth.*

With regional infill priorities established, each participating jurisdiction could follow its own process to refine and update the goals, policies, implementation programs and boundaries for its specific infill and redevelopment target areas. Plan elements should include:

- Inventorying, prioritizing and describing specific infill and redevelopment parcels and districts.
- Identifying specific infill and redevelopment districts through a public process.

RECOMMENDATION #2: *Create sample or model zoning districts and design guidelines for potential adoption by the individual entities which establish flexible standards for land use and design in order to attract a mix of uses and private sector investment in targeted areas.*

- Zoning classifications should address mixed-use and Transit Oriented Developments.
- Zoning classifications and design standards should provide transitional areas and buffers, and ensure compatibility with adjoining residential neighborhoods (see Appendix D for sample guide lines)

RECOMMENDATION #3: *Create a widely applicable education program that will educate agencies, elected officials, community groups, the development industry, and the public about the possibilities of infill development. The programs could be targeted to advance knowledge about techniques, possibilities and results. The SNRPC could consider partnerships with other organizations to accomplish this recommendation such as ULI or universities.*

RECOMMENDATION #4: *Create a regionally based research effort that can develop specific information in the dynamics of urban growth. Research and documentation is suggested in the cost of new urban and suburban development; the comparative advantages of new suburban growth and infill development; the method for creating efficient utilization of utilities. The data would be used in a public outreach program.*

RECOMMENDATION #5: *Create, as regional infill development planning tools, geographic information analysis models that describe the potential urban futures available to the region. Modeling the effect of infill development could describe the cause and effect of the regional policy plan and the potential benefits or consequences of this Infill Development Plan. Additionally, these analysis tools could be useful in understanding the status of infill land supply, root causes of vacant parcels, and the regional land values that will be a central influence on the region's growth.*

A forum for all jurisdictions in the Southern Nevada Regional Planning Coalition to share the current infill program results would offer a method to share expenses. The potential for annual summits on infill will advance educational objectives and provide a method to learn from regional experience

RECOMMENDATION #6: *Prepare a method of evaluating the pace, amount, and location of public lands to be disposed of at auction under the Southern Nevada Public Lands Act. This evaluation should provide an understanding of how these factors are linked to successful infill development. This would also provide an audit of progress toward reaching SNRPC infill policy goals.*

C. INDIVIDUAL ENTITY RECOMMENDATIONS

The following recommendations are intended for local jurisdictions to incorporate in their policy plans and programs. Many jurisdictions have already incorporated aspects of these recommendations in their plans and are pursuing infill and redevelopment, while others have yet to begin such programs.

RECOMMENDATION #1: *Investigate the potential to establish a redevelopment authority in Clark County. The powers to take action are significant under the state of Nevada Redevelopment Act and not utilizing the act, is foregoing potential benefits for addressing blighted or declining areas. In many cases, only redevelopment agencies have the power required to accomplish significant infill and redevelopment.*

RECOMMENDATION #2: *Investigate the potential to legislatively change taxation and assessment methods for the urban area of the Las Vegas Valley region to more specifically reflect the "urban use value" and to establish a single tax rate for properties to replace the differential rate on land and improvements. The purpose of this change is to distinguish between urban and rural land and discourage the banking of private land within the urban developed areas. Taxation at a lower rate relative to potential use encourages holding of vacant land.*

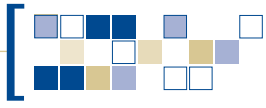
RECOMMENDATION #3: *Within each entity's organization, create a single consistent message about infill redevelopment opportunities. These available parcels can be marketed successfully at different venues and produce a unified understanding of efforts that are underway.*

RECOMMENDATION #4: *Review the benefits of creating a residential zoning district that would allow greater density in stagnant neighborhoods. The intent of this recommendation is to stimulate the diversity of housing design, type, and to make possible economically feasible development.*

RECOMMENDATION #5: *Revise zoning and design regulations for greater flexibility. Successful infill programs are often those that are not restrictive and overly regulatory. Code or land use limitations would require an audit of regulations in the context of infill objectives. Each jurisdiction will seek to define inconsistent code provisions in light of their objectives.*

RECOMMENDATION #6: *Address community safety perceptions of urban areas. There are several methods to address community safety perceptions of urban areas to make these places more marketable. One of these techniques would be to ensure that adequate police services were provided and to utilize code enforcement and other means to keep vacant properties and streets clean.*

RECOMMENDATION # 7: *Coordinate land use and capital improvement programs. Capital improvement programs plan the location and timing of public facility and infrastructure improvements. These programs could be used as a tool to guide and direct growth. By coordinating capital improvement programs with planning goals, the entities could encourage development in certain areas and discourage growth in others.*



Such focused public investment can fill the gaps where basic infrastructure is missing or needs upgrading. In addition, directing desirable amenities such as parks or libraries to these areas can bolster investor confidence in market potential and stimulate surrounding private investment. Focusing public investment to assure fully serviced neighborhoods is more effective than a dispersed pattern of funding.

The entities could establish special improvement districts and utilize tax increment financing to fund infrastructure improvements.

RECOMMENDATION #8: *Coordinate land use and transportation planning programs. Public transportation improvements can help direct growth. Existing road networks and accessibility to mass transit services add value to a site and make it more appealing to developers. Therefore, by aligning transportation programs and land use plans, the jurisdictions can encourage development in certain areas and discourage growth in others.*

RECOMMENDATION #9: *Consider offering development fee assistance, delayed fee payment, or fee abatement to encourage infill development. This could act as an incentive with a long-term positive effect of creating infill development.*

RECOMMENDATION #10: *Consider the available tools and incentives contained in this plan and apply them to the specifics of infill development in each entity or district. The tools can be implemented in combinations and adjusted to obtain results. Monitor the expenses, experiences, effect, and results of public entity initiatives as they are employed.*

CONCLUSIONS

Infill successes in the Las Vegas Valley have occurred and there are significant efforts to continue these initiatives. There is a "can do" attitude in the region. With the extraordinary pace of development and growth that the region has experienced in the last three decades, infill efforts by comparison seem slow. Redevelopment of an urban district is a complicated, multi-faceted endeavor. Perception of decline must be overcome to create new vision, energy and investment results. Therefore, a consistent vision, leadership, and political commitment are necessary to accomplish major change. This statement by urban and New Town developer Jim Rouse summarizes what is at stake.

> *"Urban growth is our opportunity, not our enemy. It invites us to correct the past, to build places that are productive for business and for the people who live there, places that are infused with nature and stimulating to man's creative sense of beauty – places that are in scale with people and so formed as to encourage and give strength to the real community which will enrich life; build character and personality; promote concern, friendship, brotherhood."*
>
> *"A Larger Vision…" Jim Rouse and the American City published 1995 by the ULI*

APPENDIX A – Common infill definitions

According to the Urban Land Institute (ULI):

"Infill development can bring new opportunity and improved quality of life for in-city residents. The migration of higher-income residents, together with the best jobs, educational opportunities and services from many central cities, has left low-income residents isolated....Infill offers living opportunities in neighborhoods with distinctive character and more opportunity for social interaction than sprawl development typically provides....Infill development can return jobs, purchasing power and new amenities to an urban neighborhood. ....Energy and Environment savings are an important by-product of infill development....Successful infill development refers to the planning, design, and construction of homes, stores, workplaces, and other facilities that make existing cities and towns more livable. It describes the reuse of property and buildings in a way that makes economic sense for property owners, local governments, and the regional economy. Successful infill development channels economic growth into existing urban and suburban communities and conserves natural resources at the periphery of the metropolis."

The National Association of Industrial and Office Properties (NAIOP) has this to say about infill as it relates to "smart growth":

"We support smart growth efforts that balance growth and development with natural resource preservation, promote higher densities around transportation hubs, support the revitalization of inner cities and older suburbs through policies that encourage infill development and redevelopment of brownfields sites, allow for concentrations of density outside the urban core that provide job centers with residential, commercial, industrial and mixed uses, and provide for the funding of future infrastructure through policies that fairly assess the cost of new infrastructure between the public sector and private sector...."

Groups known for their "smart growth" advocacy adopt a growth management approach towards infill, as evident in the definition reported by the Center for Livable Communities and the Greenbelt Alliance:

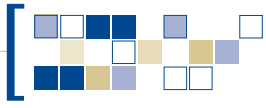
"....builders and buyers in urban centers where services are already established are actually subsidizing sprawl development by paying the same fees as open land developers, even though their projects require less new infrastructure and services. Cities need to develop fee schedules which more closely relate to the cost of serving new housing and/or commercial facilities....Infill is building homes, businesses and public facilities on unused and underutilized lands within existing urban areas. Infill development keeps resources where people already live and allows rebuilding to occur. Infill development is the key to accommodating growth and redesigning our cities to be environmentally and socially sustainable."

The Environmental Protection Agency, which funded the preparation of this Plan, states in its report "Our Built and Natural Environments - A Technical Review of the Interactions between Land Use, Transportation, and Environmental Quality" (EPA 231-R-01-002 January 2001):

"Infill development occurs in locations where some development has already taken place and infrastructure is already in place. In urban areas, infill development is typically executed by converting old buildings and facilities into new uses (redevelopment) or by filling undeveloped space within these areas."

The Urban Futures Program of the Reason Public Policy Institute, in a report by Tara Ellman titled "Infill: The Cure for Sprawl?" reports that:

"Infill policies attempt to encourage the development of vacant land within urbanized areas to prevent the further development of vacant land in non-urbanized areas. In principle, infill is supposed to be more efficient because it preserves undeveloped land, promotes the use of existing infrastructure, reduces public service costs, improves economic and social conditions, and generally promote 'order' in land markets."



APPENDIX B

THE DYNAMICS OF GROWTH IN THE LAS VEGAS REGION

The growth patterns of the Las Vegas region are a result of collective decisions made by the private sector, governments and public agencies.

Las Vegas is the quintessential 20th century city. The growth of the valley into a major metropolitan area has occurred over the last 100 years. As a consequence of this, development patterns in the Las Vegas Valley are influenced by modern technology, automobile transportation, and dispersed employment.

The growth of Las Vegas occurred when advances in transportation strongly influenced the density, distribution and structure of the city. Unlike older cities, such as Boston, Chicago, Philadelphia and others that originated when density was mandated by the forms of transportation available, the Las Vegas region does not have a concentrated central core. The age of a city has, in large measure, always determined the density and the clarity of the central core. Las Vegas represents what is most likely the youngest major metropolitan area in the continental United States.

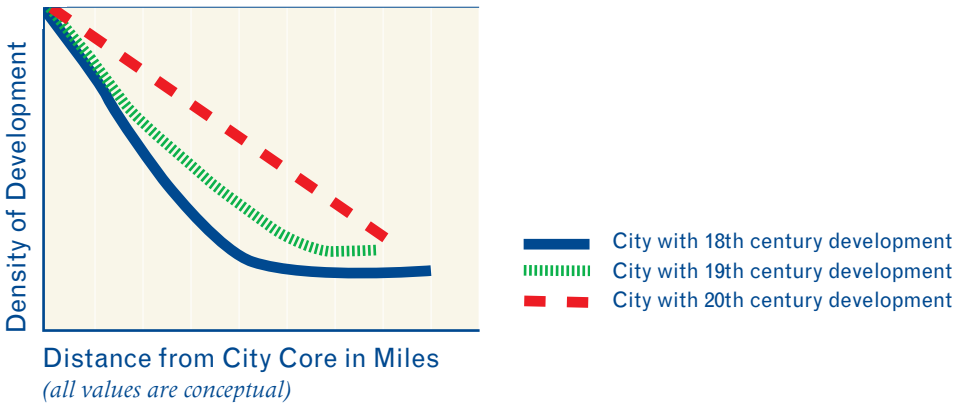
A. Employment

Employment and job generation create growth in the metropolitan area. Employment is the reason for the inmigration of population and the speed and horizontal growth of the region. As jobs are created, housing and commercial uses follow. The location of the employment source is the primary locational factor for other land uses.

The creation of employment centers in master planned communities disperses the job locations over the entire region, although The Strip remains the weighted center of employment in sheer number of jobs.

The structure of land use in any metropolitan region is due to the relationship between the location of the workplace and transportation. The distance from household to workplace is the central trade-off between land cost for housing and the cost of transportation in terms of out-of-pocket expenses and time.

The greater the distance from the metropolitan center, generally the less expensive the land is. The larger the land parcels available for development, the greater the cost advantage to locations far from the metro center. The cost of transportation between house and workplace increases the further the primary travel occurs. Therefore, housing selection will occur where the cost of transportation and land provide the optimal cross-over point.



B. Housing Choice

Housing purchases and rentals represent a "bundled" choice which includes the characteristics of house size, age, number of bedrooms, neighbors, public services, parks and schools. It is the equivalent of purchasing an entire package. Purchasers will like some choices and dislike others, but for the dollar amount, must purchase the entire bundle. Planned communities attempt to create a more desirable "bundle" and add the element of future predictability by planning. Growth will gravitate to locations where housing choice includes the best, affordable "bundle" for the greatest-number of people.

C. Public Infrastructure Investment

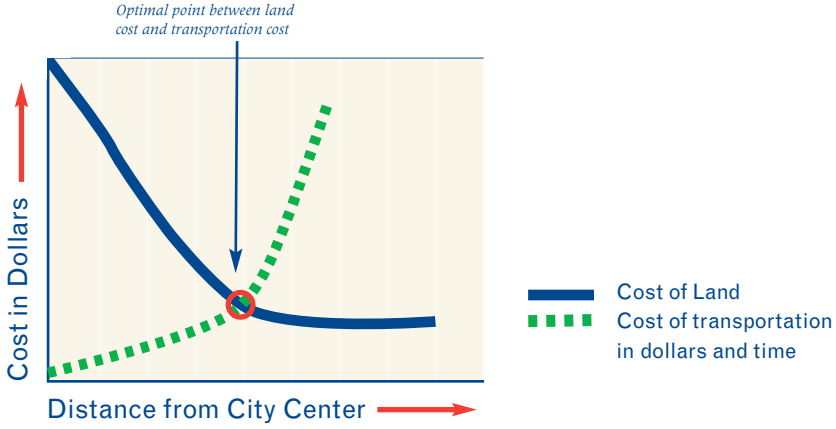
Public investment in infrastructure influences the location of development in the region. Investment in roads and highways creates accessibility and can reduce the transportation cost with higher levels of mobility. Therefore, as public investment takes place, the land use pattern is affected most often by moving development outward from the city center. In Las Vegas, the investment in major transportation infrastructure tends to be a private sector responsibility. The private sector, therefore, plays an exceptionally strong role in determining where and when development occurs.

The availability of public services and utilities also shapes growth. The region has provided services where development and population pressure occurs continually allowing for new areas to be urbanized. This is a public policy choice. An alternative public policy choice would be to set geographic service limits and thereby confine growth to locations of service availability.

D. Land Use and the Influence of Master Planned Communities

In the Las Vegas Valley, vacant or underutilized land is intermixed within all forms of development, from downtown sites to suburban locations, to master planned communities. On the edge of the city, vacant land is served and developed in a checkered pattern, in response to ownership, market and expansion of services. With master planned communities, a structured program of phasing and land use allocation is planned for, and high land efficiency is evident. The density in Las Vegas is estimated to be twice that of other western cities, which is partly due to the intensity of uses within the master planned communities.

In the downtown area, vacant land is traceable to impediments and development risk. The expansion of infrastructure was made possible by bypassing vacant lands and allowing the outer growth boundary to expand to less expensive land. The expanding system of arterial roads creates a network of outward accessibility. In a similar way, the new beltway and the interstate highways expand the accessible land area. In a time period characterized by relatively inexpensive fuel, transportation costs remain low, again contributing to "new land" urbanization rather than "infilling" vacant existing sites.



CONCLUSIONS

The Las Vegas region has encouraged growth, unimpeded by efforts to direct or overly define its character, and the Valley itself is broad, open and topography flat. As a result, market forces have organized the development patterns. The growth of the metro area chronologically radiates in all directions outward from a central beginning point along the Las Vegas Strip. Public land ownership factors into the outward expansion.

These patterns combine to explain why vacant land is common within the region, and why areas such as downtown Las Vegas will not attract development without interventions that place infill development in parity with the advantages offered by other locations.

APPENDIX C

ECONOMIC OVERVIEW

How the local economy affects infill and redevelopment

The demand for real estate development stems from changes in population (residential) and employment (nonresidential). As population and employment changes occur, so does the level of development throughout the Valley. Population, employment and economic-based industry trends are discussed below.

Figure 8: Major Hotel-Casino Inventory Additions, 1990-2001

Hotel-Casino	# of Rooms	Meeting Space (Sq. Ft.)
Boulder Station	300	5,000
Desert Inn closure	-715	-
Excalibur	4,008	12,2 26
Fiesta	100	6,00 0
Green Valley Ranch	200	9,00 0
Hard Rock	340	12,3 00
Luxor	4,46 7	20,0 00
Mandalay Bay	3,27 6	190, 000
Maxim closure	-795	-
MGM Grand	5,00 5	123, 000
Monte Carlo	3,00 2	21,9 00
NY, NY	2,033	11,9 00
Orleans	840	40,0 00
Palms	447	-
Paris	2,914	130, 000
Regent Las Vegas (Grand Palms Tower)	253	-
Reserve	224	-
Rio Suite	2,56 3	13,2 30
Silverton	300	3,60 0
Stratosphere	2,44 6	950 0
Suncoast Hotel & Casino	427	-
Sunset Station	457	10,0 00
Terrible's Casino Hotel	373	-
Texas Station	200	15,0 00
The New Aladdin	2,567	100, 000
Treasure Island	2,891	15,526
Tuscany Suites	716	7,500
Venetian	3,036	50,000
Totals	**44,880**	**930, 682**

A. Historical & Projected Population & Employment Growth

Historically, the Valley has seen extraordinary population and employment growth. Between 1995 and 2001, the Valley's population increased from one million to nearly 1.5 million people (Figure 5). Annual population growth during the past five years has averaged 6.2 percent, well exceeding national and regional growth averages.

Not surprisingly, employment growth has also been strong. The Valley's employment increased from 575,000 in 1995 to 760,000 in 2001, or at a compounded annual rate of 4.7 percent (Figure 6). Employment increases have largely been the result of a rapidly expanding resort-gaming sector, which has expanded at nearly nine percent, annually, during the 1990s.

Figure 9: Projected Room Inventory Growth, 2002-2004

Year	Additional Rooms	Year-End Total
Inventory as of December 31, 2001		127,369
2002 Additional Rooms	3,070	130,439
2003 Additional Rooms	3,761	134,200
2004 Additional Rooms	900	135,100
TOTAL:	7,731	135,100

Source: Las Vegas Convention & Visitors Authority.

Most local market observers believe that the rapid growth of the 1990s will give way to slower, more sustainable growth during the next decade. The Valley's population is expected to reach 1,680,000 by 2005 and 1,830,000 by 2010 (Figure 5). The compounded annual growth rate during this period, just two percent, represents a significant decline from the rates recorded during the previous decade. A similar trend is projected for Valley employment. Total employment is projected to reach 806,000 by 2005 and 870,000 by 2010. Where employment has historically grown in excess of five percent annually, it is projected to grow by one to two percent over the next ten years.

B. Urban Growth Determinants

From 1990 to 2000 the Valley's reported population and household growth rates were in the range of four to eight percent per year. By comparison, the national rate of population growth was about one percent per year during the same period. There are several reasons for the Valley's higher growth rate, including the following:

- Expansion of Hotel, Gaming, Recreation (HGR) Sector
- Expansion of Retirement Population
- Economic Expansion
- An increased number of families (households with members under the age of 18)
- Employment opportunities
- Warm climate
- Physical proximity to California

The University of Nevada-Las Vegas publishes a statistical report entitled *Migration Statistics: Drivers' Licenses Clark County.* This abstract reports on data gathered from the Department of Motor Vehicles, including from

which state a license was surrendered when a Nevada license was issued. The report does not track out-migration from Nevada by driver's license; however, it provides good information on the relocation statistics. These statistics indicate that the majority of new residents moving to Clark County are coming from western states, with more than 38 percent coming from California.

Figure 10: Employment by Industry

	1996	1997	1998	1999	2000	2001	Average Annual Growth 1996-2001
Goods Producing	81,800	88,500	93,400	95,500	95,300	98,800	3.8%
Mining	2,100	2,200	2,000	1,800	1,800	1,600	-5.3%
Construction	58,500	64,300	68,700	70,000	68,900	71,700	4.2%
Manufacturing	21,200	22,000	22,700	23,700	24,600	25,500	3.8$
Services Producing	510,700	542,900	569,600	617,000	656,900	680,200	5.9%
Transportations, Communication & Public Utilities	30,500	32,700	34,700	38,400	42,200	43,700	7.5%
Trade	120,300	129,700	138,400	149,100	159,500	166,700	6.7%
Finance, Insurance & Real Estate	28,900	30,400	32,500	33,800	35,600	38,000	5.6%
Services	269,200	284,200	293,200	321,400	340,400	348,600	5.3%
Government	61,800	65,900	70,800	75,000	79,200	83,200	6.1%
Total All Industries	592,500	631,400	663,000	713,200	752,200	779,000	5.6%

Source: Nevada Department of Employment, training & Rehabilition

The *Las Vegas Perspective* is a yearly publication of the Metropolitan Research Association sponsored by the Nevada Development Authority, the Nevada Power Company, the Las Vegas Review Journal, and Wells Fargo & Company. This publication contains information about the makeup of newcomers to the community, including an annual summary that illustrates the demographics of incoming residents to the Valley.

These statistics indicate that employment opportunity is the dominant motivation for moving to the Valley (Figure 7).

Approximately one-quarter of respondents in the Las Vegas Perspective survey listed "job transfer" or a "search for a better job" as the primary reason for moving to Las Vegas. Lifestyle and location preferences were also listed as significant motivations. Retirement was also a common response. The Las Vegas area has experienced an increase in retiree population (65 and over) from 14 percent in 1990 to approximately 20 percent of the population in 2000.

Another aspect of newcomer growth is the increase in the number of persons under 18. This is often referred to as the "echo boom" (i.e., the progeny of the baby boomers). In 1993, persons under 18 were approximately 22 percent of the Clark County population. In 2000, children under 18 represented approximately 25 percent of the area's population.

C. Economic-Base Industries

Service industries dominate the Valley's economic landscape, with the hotel, gaming and recreation sector comprising the majority of service-related employment. The Nevada Department of Employment, Training and Rehabilitation ("DETR") indicates that service industries represent 45 percent of total employment in the Las Vegas Metropolitan Statistical Area ("MSA") in January 2002. From a national perspective, only 31 percent of the population was concentrated in the services sector during this same period. This indicates a location quotient of 1.5 for the region, meaning that the Valley exceeds the nation in its concentration of service sector employment.

The opening of major casino-hotels has largely driven employment growth in the Valley, on the Las Vegas Strip and in suburban areas. Figure 8 lists the casino-hotel projects and rooms that have been added since 1990. These projects have had a material impact on employment and population growth in the Valley. While there are also other ancillary contributors to local employment growth, none are as significant as the gaming industry.

It is noteworthy to mention that casino-hotel growth reported during the past ten years is not likely to be repeated during the next decade. There are fewer projects currently under construction and planned than in years past. This is a significant factor underlying the Valley's slower economic growth projections (Figure 9).

Currently, gaming, the Valley's base industry, remains healthy, with visitor volume and visitor spending both rising. In 2001, 35 million people visited the Valley, spending about $31.6 billion. This represents a compounded annual growth rate of 4.8 percent from the 20.9 million people who visited the Valley in 1990. Moreover, the additional visitors are spending more money. The $31.6 billion spent by visitors in 2001 is more than double the $14.3 billion spent in 1990.

Concerns over casino industry growth have resurfaced since the September 11 attacks. Since September 11, 2001, visitor volumes and tourism spending have declined significantly, leading to a decline in visitor volume of almost 800,000 people from 2000 to 2001. Visitor volume growth is expected to continue throughout the next decade, however, at more modest rates than in the past ten years. This is attributed to the national economy, the September 11 attacks, the power crisis in California, and the growth of gaming on Indian reservations in California.

While current indicators suggest that the gaming industry will remain moderately healthy for the foreseeable future, some threats do exist. These include the expansion of gaming throughout California, as well as the potential for Federal regulation and/or taxation. Unforeseen developments in these areas could impact the health of the local industry, and consequently, the local economy.

D. Commercial Trends & Economic Diversity

Over the past decade, the Valley's local governments and other entities have increased their economic diversification efforts. It is recognized, however, that the gaming sector continues to dominate local employment. The region attracted new businesses throughout the 1990's. As the Valley passed the one million-population mark, new businesses entered the market in an attempt to capitalize on this rapid growth. The Nevada Development Authority reports that 39 new businesses moved to the Valley in 2001. These companies added more than 4,000 jobs and had an economic impact of nearly $300 million.

Figure 11: Clark County Taxable Retail Sales Growth, 1990-2001

Year	Retail Sales (in thousands)	% Change
1990	$8,172,025	20.1%
1991	$8,463,789	3.6%
1992	$8,296,740	-2.0%
1993	$9,153,434	10.3%
1994	$10,927,951	19.4%
1995	$13,902,971	27.2%
1996	$14,692,460	5.7%
1997	$16,554,771	12.7%
1998	$17,653,411	6.6%
1999	$19,818,485	12.3%
2000	$21,117,073	6.6%
2001	$22,629,121	6.5%

Source: Nevada Department of Taxation, Annual Report, Fiscal Years 1990-2001.

Many of these new companies are manufacturing and retailing firms attracted by low business costs and the region's proximity to major western markets. Business operation costs for industries in Las Vegas are among the lowest of any southwestern city, and Nevada is one of the few states with no income or franchise tax.

During the past few years, there has been a growing local sentiment that the Valley's economic health is overly reliant on its service industry, especially gaming, and accordingly, a movement to diversify the Valley's economy has emerged. There is some indication that the region's diversification efforts are succeeding. Between 1996 and 2001, employment growth in the Las Vegas MSA's transportation, communication and pubic utilities sector, its wholesale and retail trade sectors and its government sector outpaced the economy as a whole, while the services sector grew at a slower average annual rate (Figure 10).

Continual efforts to diversify the local economy by attracting new businesses will be a critical factor in the vitality of the Valley's economy in the future. During the past five years, the number of employees in the region has grown from 592,000 to 779,000; however, 25 percent of the Las Vegas MSA's employment continues to be directly related to the hospitality/gaming industry (a subsector of services employment, which currently comprises of 44 percent of the region's employment).

This does not suggest that Nevada's gaming industry will (or should) take a back seat in the Valley's continued economic evolution during the next ten years. It is very unlikely that Nevada will abandon the specialization (gaming) that supported its tremendous growth during the past 10 years, but rather, it will find that economic diversification can be achieved by the presence of multiple specializations. Nevada's continued diversification efforts, if effective, will improve the long-run stability of the state's economy.

E. Taxable Retail Sales

Retail spending in Clark County has seen tremendous growth over the last decade. In 1990, taxable retail sales totaled $8.2 billion. By 2001, they had almost tripled to over $22 billion, a compounded annual growth rate of 9.7 percent (Figure 11).

The large increase in spending is partially attributable to a change in visitor spending patterns. Shopping, dining and non-gaming entertainment opportunities outpace visitor spending on gaming. However, the largest contributor to the increase in spending has been the Valley's growing population. The fact that Valley residents, on average, are not generally upper-income consumers (based on the area's median income) is mitigated by the large increase in the total number of consumers.

II. Current Determinants of Supply

In addition to population and employment trends, as described in the previous section, factors that influence the location, quantity and type of supply introduced into the Valley's market include the direction and intensity of historical growth, release of federal lands, infrastructure availability and completion of the Las Vegas Beltway. These are discussed below.

Direction and Intensity of Historical & Projected Activity

Figure 12 illustrates the Valley growth and development trends between 1980 and 2000. Development historically has been concentrated in the central and northwest Valley. However, the supply of large, vacant tracts of land suitable for master-planned developments is depleted. A shift in the Valley's historical growth pattern is anticipated. Development in the central and northwest Valley is expected to decline, while North Las Vegas and Henderson are projected to see large increases in growth.

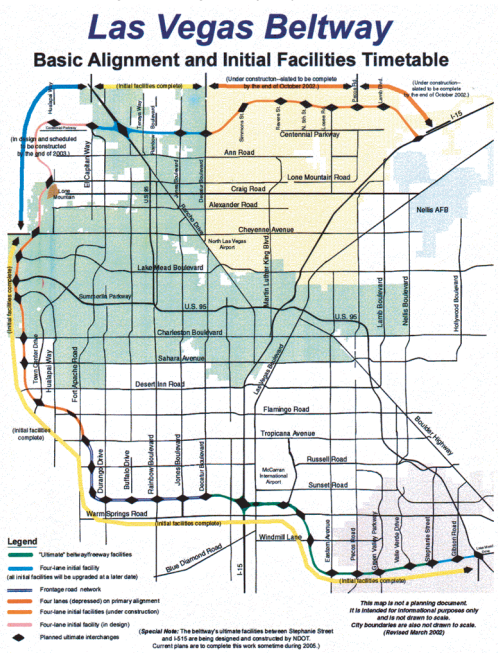
B. Release of Federal Lands

Land shortage in the Valley is attributed mainly to BLM land disposal policies, land speculation, and infrastructure

Figure 12: Growth of the Las Vegas Valley, 1980 - 2000

Source: Clark County Regional Flood Control District

Figure 13: Las Vegas Beltway Completion Schedule



constraints. The BLM owns much of the Valley's vacant land, totaling approximately 3.2 million acres, of which only 27,000 are available for future development. The Southern Nevada Public Land Management Act ("the Act"), legislated in 1998, directs the BLM to dispose of the 27,000 acres from its disposal boundary over a period of 20 years. To date, the BLM has sold 148 parcels, totaling 2,672 acres, at auction for $124.5 million.

However, most of the parcels auctioned by the BLM have been "too small to realize profitable and buildable development projects for the Valley's homebuilders." According to the Southern Nevada Home Builders Association, 86 percent of the parcels offered to date in the auction process have been less than 6.5 acres. An exception to the small parcel sizes has been 7,500 acres in North Las Vegas and 6,200 acres in west Henderson.

C. Infrastructure Availability

The availability of adequate infrastructure is also a factor that has the potential to constrict the supply of developable land, and by so-doing, enhance the appeal of infill in the marketplace. The most pressing infrastructure concern is the provision of an adequate water resource and delivery system.

Water is supplied to the Valley from several sources. Underground facilities contribute approximately 15 percent of Southern Nevada's water. The Colorado River is also a major water source. The Las Vegas Valley Water District redistributes the water to Clark County and the City of Las Vegas. North Las Vegas, Henderson and Boulder City have their own water distribution systems. The Southern Nevada Water Authority ("SNWA" or "the Authority") and its member agencies currently meet their water demands with Colorado River water, groundwater, and treated wastewater (also called "reuse" or "reclaimed water"), with 85 percent of the demands currently met by Colorado River water. After 2016, Southern Nevada's growth will hinge on tapping additional supplies.

To meet future demand, the SNWA intends to utilize its water in the Southern Nevada Groundwater Bank and the Arizona Demonstration Project. The SNWA also intends to exercise its 1992 contractual right to a portion of any unused apportionments and surplus flows of the lower Colorado River. However, these are only interim supplies, and there are many uncertainties associated with their availability. Therefore, the SNWA plans to continue to aggressively pursue long-term resources. While the Valley's water conservation policies will impact the way land is developed, it is not likely that it will materially restrict the supply of developable land throughout the Valley.

D. Completion of the Las Vegas Beltway

Timely development of the Las Vegas Beltway ("the Beltway"), also referred to as I-215, is understood to be of particular importance to the success of developments in the Valley's outlying areas, but will hinder attempts at infill and redevelopment.

When completed, the Beltway will form a three-quarter loop around the Valley. It will be 53 miles long and extend from U.S 95 (at Lake Mead Drive in Henderson) and continue around to I-15 in the Valley's northeast (near what is now Centennial Parkway). This project will alleviate congestion on surface arterials by providing motorists with an alternative roadway system on which to travel.

To date, approximately 33.5 miles of the Beltway's initial facilities are operational. Twenty-nine miles extend from Cheyenne Avenue on the Valley's Westside to I-515/U.S. 95 in Henderson. An additional 4.5 miles stretch runs from El Capitan Way to Decatur Boulevard in the Valley's northernmost area.

Currently under construction are the initial northern Beltway segments from Simmons Street to Pecos Road and Pecos to I-15. These two sections are scheduled for completion by the end of October 2002. The Beltway's northwest segments from Cheyenne to Ann Road, and Ann to El Capitan are slated to be under

Figure 18: Las Vegas Valley Office Market Activity by Submarket, 1999 - 2001

Submarket Area	Airport	Downtown	East Las Vegas	Henderson	North Las Vegas	Northwest	Southwest	West Central	Totals
TOTAL OFFICE MARKET - 1999									
Number of Existing Properties	62	93	143	40	11	139	37	166	691
Total Rentable Square Feet	1,589,163	2,311,713	5,481,593	1,031,301	124,805	3,449,068	687,527	4,441,046	19,116,216
Vacant Square Feet	180,968	247,096	802,012	118,171	7,000	306,782	146,375	262,206	2,070,610
Percent Vacant	11.4%	10.7%	14.6%	11.5%	5.6%	8.9%	21.3%	5.9%	10.8%
Total Annual Completions	261,540	25,600	312,122	163,326	0	541,960	176,729	112,212	1,593,489
Total Annual Net Absorption	3,532	37,206	59,594	16,409	-2,500	45,884	-1,009	35,620	194,736
	2%	19%	31%	8%	-1%	24%	-1%	18%	100%
Average Lease Rate	$1.85	$1.79	$1.75	$1.98	$1.95	$2.00	$1.82	$1.81	$1.83
Sq. Ft. Currently Under Construction	454,842	52,175	235,850	692,375	25,836	909,615	118,889	185,151	2,674,733
Sq. Ft. Currently Planned	225,240	103,199	242,500	477,000	110,000	441,661	258,453	111,750	1,969,803
TOTAL OFFICE MARKET - 2000									
Number of Existing Properties	77	95	147	56	13	161	40	175	764
Total Rentable Square Feet	1,963,825	2,348,388	5,606,593	1,421,566	150,641	3,828,898	729,523	4,548,654	20,598,088
Vacant Square Feet	169,982	318,754	489,267	118,339	18,980	193,672	55,958	341,678	1,706,630
Percent Vacant	8.7%	13.6%	8.7%	8.3%	12.6%	5.1%	7.7%	7.5%	8.3%
Total Annual Completions	375,594	36,675	125,000	390,265	25,836	379,830	41,996	107,608	1,482,804
Total Annual Net Absorption	132,357	-34,641	-22,103	13,174	-16,580	120,261	25,434	6,485	224,387
	59%	-15%	-10%	6%	-7%	54%	11%	3%	100%
Average Lease Rate	$1.95	$1.72	$1.79	$1.97	$1.80	$2.10	$1.76	$1.86	$1.85
Sq. Ft. Currently Under Construction	108,728	118,699	110,850	395,677	0	539,616	76,893	77,543	1,428,006
Sq. Ft. Currently Planned	225,240	0	242,500	532,239	110,000	476,661	258,453	111,750	1,956,843
TOTAL OFFICE MARKET - 2001									
Number of Existing Properties	97	96	155	74	13	183	62	176	856
Total Rentable Square Feet	2,220,941	2,467,087	5,688,443	1,882,027	150,641	4,466,699	1,078,468	4,597,436	22,551,742
Vacant Square Feet	332,153	328,229		303,136	6,856	445,558	195,493	474,132	2,648,826
Percent Vacant	15.0%	13.3%	9.9%	16.1%	4.6%	10.0%	18.1%	10.3%	11.7%
Total Annual Completions	257,116	118,699	81,850	462,174	0	637,801	348,945	48,782	1,955,367
Total Annual Net Absorption	94,945	109,224	7,848	277,377	12,124	385,915	209,410	-83,672	1,013,171
	9%	11%	1%	27%	1%	38%	21%	-8%	100%
Average Lease Rate	$1.84	$1.87	$1.53	$2.01	$1.65	$1.99	$1.88	$1.81	$1.82
Sq. Ft. Currently Under Construction	86,080	0	87,500	455,770	0	297,083	86,085	75,761	1,088,279
Sq. Ft. Currently Planned	326,763	0	59,463	925,960	180,000	527,604	216,804	56,000	2,292,594

Source: RCG/ Colliers International Quarterly Market Surveys

Figure 16: Las Vegas Valley Office Market Activity, 1999 - 2001

	1999	2000	2001	Average Annual	Average Annual Growth, 1999 - 2001
Number of Existing Properties	691	764	856	728	11.3%
Total Rentable Square Feet	19,116,216	20,598,088	22,551,742	19,857,152	8.6%
Vacant Sqare Feet	2,070,610	1,706,630	2,648,826	1,888, 620	13.1%
Percent Vacant	10.8%	8.3%	11.7%	9.5%	n/a
Total Annual Completions	1,593,489	1,482,804	1,955,367	1,538,147	10.8%
Total Annual Net Absorption	194,736	224,387	1,013,171	209,562	128.1%
Average Lease Rate	$1.83	$1.85	$1.82	$1.84	-0.2%
Sq. Ft. Currently Under Construction	2,674,733	1,428,006	1,088,279	2,051,370	-36.2%
Sq. Ft. Currently Planned	1,969, 803	1,956,843	2,292,594	1,963,323	7.9%

Source: RCG/ Colliers International Quarterly Market Surveys

Figure 17: Las Vegas Valley Office Market Submarket Map

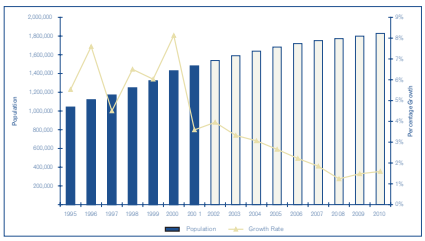
Figure 19: Las Vegas Valley Industrial Market Activity, 1999 - 2001

	1999	2000	2001	Average Annual	Average Annual Growth 1999-2001
Number of Existing Properties	2,633	2,752	2,913	2,766	5.2%
Total Rentable Square Feet	64,826,501	68,178,401	73,313,686	68,772,863	6.3%
Vacant Square Feet	4,622,748	3,766,405	2,724,970	4,704,708	11.3%
Percent Vacant	7.1%	5.5%	7.8%	6.8%	n/a
Total Annual Completions	3,697,188	3,354,949	5,171,095	4,074,411	18.3%
Total Annual Net Absorption	2,439,635	4,208,243	3,212,790	3,286,889	14.8%
Average Lease Rate	$0.45	$0.52	$0.61	$0.53	16.2%
Sq. Ft. Currently Under Construction	7,701,845	4,270,196	1,795,553	4,589,198	-51.7%
Sq. Ft. Currently Planned	2,868,844	2,905,844	3,575,120	3,116,603	11.6%

Source: RCG/Colliers International Quarterly Market Surveys

construction sometime this summer. Completion of these projects should occur by the end of 2003. Figure 13 illustrates the completion schedule for the Beltway.

Figure 5: Estimated Clark County Historical & Projected Population Growth, 1995-2010



Source: State of Nevada Demographer's Office, Clark County Assessor's Office.
Notes: Gray bars indicate projected years.

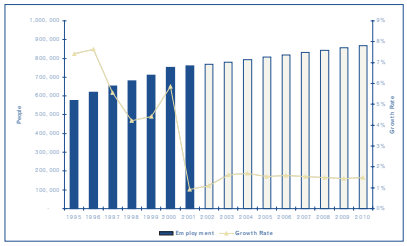
III. Real Estate Market Activity

A. Residential

Single family residential absorption remained constant during the past three years, growing at an average annual rate of two percent. Closings totaled 17,500 in 1999 and 18,100 in 2001. These sales were generated by an average of 390 total annual active subdivisions. This equates to an average of 44 units sold per active subdivision during this period. (See Figures 14-15.)

While Valley-wide residential absorption remained relatively constant over the past three years, growth in the Valley's submarkets did not. During the study period, activity gravitated largely toward the Southeast and the Northwest portions of the Valley. Between 1999 and 2001, those submarkets accounted for 64 percent of all reported closings, or 11,000 of the 17,350 closings. These submarkets, however, lost some market share during this period. In 1999, this submarket accounted for 73 percent of closings and in 2001 it accounted for only 55 percent of the Valley-wide total. This equates to an average annual decline in activity of about 12 percent. The Southwest's closings, on the other hand, grew by an average annual rate of 66 percent and the Northeast Valley and North Las Vegas saw an increase of activity at an average annual rate of 18 and 4 percent respectively.

Estimated Clark County Historical & Projected Employment Growth, 1995 - 2010



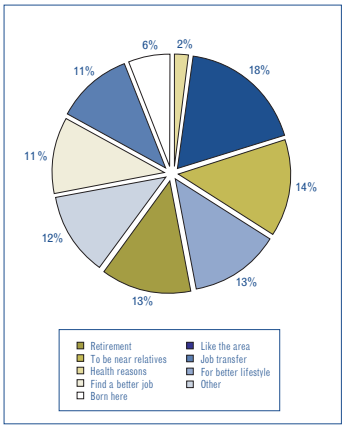
Source: Nevada Department of Employment Training & Rehabilitation, Regional Transportation Commission of Southern Nevada.
Notes: Gray bars indicate projected years.

In addition, market data shows that Valley residents prefer living in master-planned communities. On average, approximately 70 percent of all closings during the study period occurred in master-planned areas.

B. Office

Figures 16-18 summarize the Valley's office market activity for 1999-2001. Annual net absorption increased dramatically during this period, totaling 194,736 in 1999 and 1,013,171 in 2001. These were generated by an annual average of 728 properties. The strongest submarkets have been the Northwest and the Southwest, averaging a total of 60 percent of total absorption for this period. The weakest submarkets were the West Central and North Las Vegas, which both suffered from negative net absorption.

Figure 7: Reasons for Moving to Clark County, 2000



Source: The Las Vegas Perspective, 2001

C. Retail

Figures 19-21 summarize the Valley's office market activity for 1999-2001. Annual net absorption increased during this period by an average rate of 15 percent each year, totaling 2,439,635 in 1999 and 3,212,790 in 2001. These were generated by an annual average of 2,766 properties. *The strongest submarkets have been the Airport, North Las Vegas and the Southwest, averaging a total of 79 percent of total absorption for this period. The weakest submarket was the West Central, which suffered from negative net absorption during this three-year period.*

D. Industrial

Figures 22-24 summarize the Valley's office market activity for 2000-2001. Annual net absorption doubled during this two year period, totaling 2,155,509 in 2000 and 4,520,943 in 2001. These were generated by an annual average of 197 properties. The strongest submarkets have been the Northwest and Henderson, averaging a total of 69 percent of total absorption for this period. The weakest submarket was Downtown, which suffered from negative net absorption during this period.

IV. Economic Impacts on Infill Projects

Just as population and employment trends are expected to slow, annual net absorption in the Valley is expected to grow in the future, although at rates slower than historical averages. As evidenced by residential and commercial trends, growth has occurred in the Valley's suburban areas where large tracts of developable land were available. Submarkets in the Valley's outlying areas have experienced growth, while the Valley's downtown and inner-city submarkets have suffered from negative net absorption during the past few years.

Figure 20: Las Vegas Valley Industrial Market Submarket Map

Figure 22: Las Vegas Valley Retail Market Activity, 2000 - 2001

	2000	2001	Average Annual	Average Annual Growth, 1999-2001
Number of Existing Properties	167	226	197	35.3%
Total Rentable Square Feet	23,008,302	27,797,155	25,402,729	20.8%
Vacant Square Feet	474,511	874,421	674,466	84.3%
Percent Vacant	2.1%	3.1%	2.6%	52.5%
Total Annual Completions	1,885,153	4,920,853	3,403,003	161.0%
Total Annual Net Absorption	2,155,509	4,520,943	3,338,226	109.7%
Average Lease Rate	$1.52	$1.64	$1.58	8.1%
Sq. Ft. Currently Under Const.	4,804,830	2,403,224	3,604,027	-50.0%
Sq. Ft. Currently Planned	0	5,223,938	2,611,969	n/a

Source: RCG/ Colliers International Quarterly Market Surveys

Figure 23: Las Vegas Valley Retail Market Submarket Map

Figure 24: Las Vegas Valley Retail Market Activity by Submarket, 2000 - 2001

Submarket Area	Downtown	Henderson	North Las Vegas	Northeast	Northwest	Southwest	University East	West Central
TOTAL RETAIL MARKET - 2000								
Number of Existing Properties	9	32	10	17	34	4	32	29
Total Rentable Square Feet	1,093,014	4,655,081	1,294,701	2,192,502	4,783,223	595,618	4,834,882	3,559,281
Vacant Square Feet	13,360	74,008	20,020	25,590	77,027	1,400	204,085	59,121
Percent Vacant	1.2%	1.6%	1.5%	1.2%	1.6%	0.2%	4.2%	1.7%
Total Annual Completions	0	384,727	255,736	220,853	288,837	210,000	525,000	0
Total Annual Net Absorption	-3,880	507,263	246,116	225,602	489,535	208,600	516,705	-34,432
Average Lease Rate	$0.83	$1.59	$1.85	$1.44	$1.65	$2.20	$1.56	$1.19
Sq. Ft. Currently Under Construction	90,000	1,229,834	0	243,095	2,479,913	150,000	82,000	529,988
Sq. Ft. Currently Planned	0	0	0	0	0	0	0	0
TOTAL RETAIL MARKET - 2001								
Number of Existing Properties	8	59	10	18	60	6	34	31
Total Rentable Square Feet	961,014	6,490,615	1,294,701	2,435,597	7,050,023	832,193	5,083,731	3,649,281
Vacant Square Feet	16,120	454,023	37,298	17,958	158,600	1,400	145,669	43,353
Percent Vacant	1.7%	7.0%	2.9%	0.7%	2.2%	0.2%	2.9%	1.2%
Total Annual Completions	0	1,835,534	0	243,095	2,266,800	236,575	248,849	90,000
Total Annual Net Absorption	-2,860	1,465,519	-17,278	250,727	2,185,227	236,575	307,265	105,768
Average Lease Rate	$1.19	$1.64	$1.30	$1.48	$2.06	$2.13	$1.47	$1.25
Sq. Ft. Currently Under Construction	132,000	352,361	0	0	1,072,875	166,000	150,000	529,988
Sq. Ft. Currently Planned	95,900	1,646,200	475,000	0	2,078,198	732,640	196,000	0

Source: RCG/ Colliers International Quarterly Market Surveys

APPENDIX D

SAMPLE INFILL PLANNING AND DESIGN GUIDELINES FOR THE LAS VEGAS VALLEY

The following planning and design guidelines supplement the Infill Classification Matrix provided in the Plan and Design Strategies. The purpose of these guidelines is to provide a sample approach that local jurisdictions may wish to incorporate into their plans.

Large Regional Centers- Low Intensity/Greenfill Development

1) Bulk, height and scale of development:

a) On Large Vacant Sites: Strive for Monumentality:

i Use tall trees in landscaping - palm, pine and deciduous

ii Incorporate dramatic landforms scaled to hold large gatherings and/or remediate stormwater, on a large scale

iii Provide large-scale public structures and amenities, such as pergola's, arcades, tent structures, and ampitheatres

b) On Small Vacant Sites: Strive for Intimacy:

i Use shade and ornamental trees in plantings

ii Incorporate small-scale environmental remediation projects

iii Create vest-pocket parks and zoned landscapes according to use: (xeric/passive, irrigated/active, hardscape/active, softscape/passive)

2) Position and placement of buildings in relationship to roadways:

a) Match adjoining development in terms of scale, mass and setback unless the purpose is to provide a dramatic difference to serve a public purpose such as creating a landmark space

3) Site Area Utilization including organization of major program components:

a) This is highly site specific, but in general:

i place most active uses closest to the street

ii identify compatible groupings for "synergy"

iii include a variety of usage types - active and passive, open and secluded

iv adhere to "Defensible Public Space" guidelines

4) Public space integration into projects with respect to street frontage, parks, pedestrian circulation and emergency vehicle access:

a) Site Specific (refer to item 3 above):

i Place most public spaces closest to the street and to compatible private uses Locate parks strategically based on their function - ie. Regional parks can be placed in proximity to downtown, to museums, to a zoo, etc. Vest pocket parks need to have "eyes on the park" and be located or designed to provide a quiet, restful space

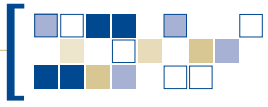
Pedestrian circulation is essential and should be scaled to the type of public space envisioned - monumental or intimate or somewhere in between

iv Parking lots/garages and transit stops are major origin/destination points for pedestrian traffic and have multimodal connection opportunities to consider in their design and location

v Emergency vehicle access is site specific - can be paved, special pavers, even vegetated surface; gated, clearly demarcated for safety

5) Design strategies for the creation of compatibility within the contextual structure of the place:

For GreenFill, refer to items 1-5 above.



6) Circulation design to formulate site access, linkage to the street network and provision of services and emergency vehicle access:

a) Provide access by all modes of travel, including bicycle, pedestrian, transit and automobile.

b) Provide emergency vehicle and service access in the least obtrusive manner possible:

i limit access to such uses only

ii use decorative pavers, gravel, or grass surface

7) Program and means of accommodating on-street and off-street parking.

a) GreenFill - provide shared parking lots and structures between parks and adjoining uses. Office parking is generally 8am to 5 pm. Retail peaks in late afternoon. Residential is primarily night-time 6 pm to 6 am, and weekends

b) Conceal parking behind berms, below grade, or in parking garage having retail and office frontage facing major streets and park spaces

c) Upper decks of parking garages can be used for plant material and recreation. Use porous pavement where feasible and install pollutant-remediation landscape treatments at locations where parking areas drain into greenspace. Remediate prior to entering storm drainage conveyance systems where possible

Large Regional Centers - Moderate Intensity Infill

1) Bulk, height and scale of development:

a) On large vacant sites: Strive for Moderation to mitigate abrupt changes in scale on abutting properties

i. In most regional centers in the Valley, development runs the gamut from one story single family homes to seven story infill office buildings to fourteen story and up office towers

ii. Infill can mitigate these disparities in scale by stepped massing, or achieving a scale that balances the others

iii. Infill, even at moderate densities/heights should always address the “street wall”

iv. Infill should always create interest at the street level in terms of uses and facade treatments - clear windows, display windows, clearly detailed entries, architectural interest at street level

v. Large blocks require multiple building entries to create a desirable pedestrian environment

vi. Moderate scale infill can make an appropriate transition between high-rise downtown core and low-rise adjoining neighborhoods

2) Position and placement of buildings in relationship to roadways:

a) Always address and repair the “street wall” unless there is a clear public purpose for making a dramatic counterpoint - ie. Large public institutional uses in a regional center will often introduce a large public “green” in front as a counterpoint to surrounding development.

3) Site Area Utilization including organization of major program components

a) Incorporate standard approaches to design of urban centers such as downtowns and large regional centers. Las Vegas has no pedestrian oriented, outdoor district. Even The Strip is largely internalized with second floor pedestrian connections over the street. Regional Centers in The Valley have a unique opportunity to position themselves as major pedestrian-oriented districts by doing all of the following:

i. Retail on the ground floor

ii. Office and Residential on the second floor and above

iii. Where retail is on the ground floor, provide wider sidewalks and on-street parallel parking - to encourage outdoor cafes, heavy pedestrian usage

iv. Focusing on residential infill and the amenities and services needed to attract it: specialty grocery stores and deli's, services such as caterers and dry cleaners, a good magnet school, parks and other public spaces, cafes and bookstores, etc.

4) Public space integration into projects with respect to street frontage, parks, pedestrian circulation and emergency vehicle access:

a) Strict attention paid to "Defensible Space" design, such as "eyes on the street (or the park)," clearly defined public and private realms, frequent public access points, good lighting, good maintenance of public spaces, local "ownership" of public spaces

b) All public spaces should be proximate to, and visible from the street as well as from adjoining uses

c) Walls and gates, when used, must open wide enough to allow emergency vehicles or, at a minimum, a stretcher to be carried through

5) Design strategies for the creation of compatibility within the contextual structure of the place:

a) Moderate density/intensity infill can provide a good transition between urban core and low intensity residential uses on the periphery

b) When abutting lower density residential areas, reflect the setbacks, massing and articulation of the lower density neighborhood on the side(s) abutting

c) Provide compatible uses, such as neighborhood-serving retail or services when abutting residential; office supply and related services when abutting office

d) Signage, architectural design guidelines, site amenities should reflect the character of surrounding areas, unless a dramatic change in image is warranted and can still be compatible with surroundings

e) Avoid uses that generate late night noise and lighting conflicts with residential uses, if abutting residential

f) Service access can be problematic - alleys provide a good solution; management options, such as limiting delivery times to off-traffic-peak daylight hours, can mitigate as well

6) Circulation design to formulate site access, linkage to the street network and provision of services and emergency vehicle access:

a) Maintain or create a standard spaced street grid of approximately 300' block lengths for convenient walking distance and in order to provide regularly spaced service and emergency access

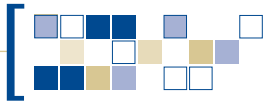
b) Where there are alleys in place, keep them for service access

c) Provide clear demarcation between pedestrian zones and service/emergency access. This can be as subtle as a change in pavement material or color

d) Where very large downtown blocks exist, provide midblock pedestrian connections. These can be partially interior to buildings if necessary

e) Major pedestrian concentrations can enliven major vehicular thoroughfares, but do provide a variety, including pedestrian/retail/service concentrations along minor streets as well

Strategically plan connections between parking garages, transit stops and major pedestrian district.



7) Program and means of accommodating on-street and off-street parking.

a) For moderate density infill, surface parking may still be an option, particularly on the periphery. However, downtown does offer a unique opportunity for publicly financed and strategically located parking structures to encourage infill

b) Shared parking and reduced parking requirements are key to infill's success in downtown. In order to attract residential infill, some cities eliminate the parking requirement altogether

c) Surface parking lots must be landscaped and/or screened with walls in order to maintain the "street wall"

Security - in the landscape design, general visibility, access and lighting - is essential

Large Regional Center- Urban Intensity Infill

1) Bulk, height and scale of development:

a) On Large Vacant Sites: Strive for Monumentality

b) The following remains true even for the most urban infill: development in Valley regional centers runs the gamut from one story single family homes to seven story infill office buildings to fourteen-story and up office towers.

i. Infill can mitigate these disparities in scale by stepped massing, or achieving a scale that balances the others

ii. Infill, at all densities should always address the street space

iii. Infill should always create interest at the street level in terms of uses and facade treatments - clear windows, display windows, clearly detailed entries, architectural interest at street level

iv. Large blocks require multiple building entries to create a desirable pedestrian environment

v. The highest, most massive buildings should be clustered within the core and along major arterials to create an exciting, urban district that is distinctively different from The Strip and from the low-rise residential/commercial development that dominates the rest of the Las Vegas area

vi. Design appropriate transitions in scale between the most urban infill sites and the residential neighborhoods that abut centers

2) Position and placement of buildings in relationship to roadways:

a) It is as critical for high rise buildings to address the "street wall" as it is for any other use or density. High rise buildings do, however, offer unique opportunities to create public squares and entry courtyards that enhance the image of the property and create usable public spaces. These require careful, site specific design with regard to wind funnel effects, winter shading, and summer sun. The higher the buildings that surround a district, the wider the sidewalks should be and the more intensive the streetscape in terms of landscaping, pedestrian amenities, lighting and quality signage.

3) Site Area Utilization including organization of major program components:

a) Standard pedestrian-oriented urban design elements apply to high rises as well as midrise locations. Las Vegas has the potential for a year-round outdoor pedestrian district to be established within a regional center, if careful attention is paid to wind, shadow and the seasons. Even in a predominantly office district, the street level story must address pedestrian scale and interests, in many of the same ways described for moderate density infill, such as:

i. Retail on the ground floor

ii. Office and Residential on the second floor and above

iii. Where retail is on the ground floor, provide wider sidewalks and on-street parallel parking - to encourage outdoor cafes, heavy pedestrian usage

iv. Focusing on residential infill and the amenities and services needed to attract it: specialty grocery stores and deli's, services such as caterers and dry cleaners, a good magnet school, parks and other public spaces, cafes and bookstores, etc.

4) Public space integration into projects with respect to street frontage, parks, pedestrian circulation and emergency vehicle access:

a) All the previously stated guidelines remain important for high rise infill: Strict attention paid to "Defensible Space" design, such as "eyes on the street (or the park)," clearly defined public and private realms, perhaps with less frequent public access points, but still good lighting, good maintenance of public spaces, local "ownership" of public spaces

b) All public spaces should be proximate to, and visible from the street as well as from adjoining uses

c) Walls and gates, when used, must open wide enough to allow emergency vehicles or, at a minimum, a stretcher to be carried through

d) ADA standards must be met for circulation and access and use of public spaces

e) High rise infill introduces the "quasi-public" space - spaces that may be accessible just for tenants, guests and clients. This can be removed somewhat from the public realm, by either distance or height above street level, but can still add tremendous vitality to the street, such as recreational areas or outdoor restaurant spaces located on second and third story decks and plazas, visible, but separated from, the street

5) Design strategies for the creation of compatibility within the contextual structure of the place:

a) High density infill is most compatible adjacent to moderate density/intensity infill, and is inappropriate adjacent to low density single family residential areas, unless buffered by substantial GreenFill

b) High density infill should be planned in conjunction with high concentrations of pedestrian oriented goods and services, and with close proximity to high quality public amenities and accessible by public transit

c) High density infill would provide a complimentary use to a high intensity GreenFill site

d) High density infill would also be highly complimentary to a multi-modal transit station

6) Circulation design to formulate site access, linkage to the street network and provision of services and emergency vehicle access:

a) Maintain the existing downtown grid - it is a convenient walking size; provides regularly spaced service and emergency access

b) Keep alleys for service access

c) Provide clear demarcation between pedestrian zones and service/emergency access. This can be as subtle as a change in pavement material or color

d) Where very large downtown blocks exist, provide midblock pedestrian connections. These can be partially interior to buildings if necessary

e.) Major pedestrian concentrations can enliven major vehicular thoroughfares, but do provide a variety, including pedestrian/retail/service concentrations along minor streets as well. Strategically plan connections between parking garages, transit stops and major pedestrian districts

7) ***Program and means of accommodating on-street and off-street parking:***

a) High density infill demands structured parking whether above or below grade

b) There are many strategies for incorporating parking into the urban context. Among these are:

i. Shared costs and facilities

ii. Underground and above grade connectors (This plan recommends keeping the street life at grade)

iii. Lining a parking structure with small retail and service spaces for aesthetic reasons and to fill certain market niches

iv. Incorporating parking structures into building footprints rather than creating large, stand-alone parking facilities that undermine pedestrian activity at the street level

v. Strategically locating parking as an origin/destination point for a pedestrian-oriented district

vi. Combine structured parking with on-street parking. Price and meter appropriately to encourage long-term parking within a structure, short term, frequent turn-over parking on the street

vii. Traffic demand management systems become more feasible when employment and/or residential is intensely concentrated in a single area. Consider providing employee incentives to use transit or ridesharing; develop voluntary flexible work hours within concentrated employment centers

APPENDIX E: INFILL AND REDEVELOPMENT CASE STUDIES

BOSTON - Prudential Center and "The Central Artery"

What began with a protest over Prudential Development's plan to build a regional center in 1986 ultimately became a model for public/private cooperation. Over 22 neighborhood, civic and business groups assisted in the creation of a new plan, establishing design guidelines in the process. The Mayor was instrumental in keeping the collaboration moving forward, resulting in a master plan that provides for a 36-story, 850,000-square foot office tower; a 130,000- square foot residential building, an 11-story, 200,000-square foot office building; a 70,000-square foot neighborhood market; a 400,000-square foot, mixed-use building with a large residential component; and 90,000-square feet of retail space. City government and the Boston Redevelopment Authority facilitated the development through the approval process, and the city constructed a 1.2-acre park and contributed tax breaks.

Boston's $14 billion Central Artery/Tunnel Project (also known as the "Big Dig") is nearing completion, resulting in an underground replacement for the Interstate 93 elevated highway which sliced through downtown Boston. In 1987, it took an act of Congress to override a presidential veto and approve funding for the project, which has experienced delays and cost over-runs. Nevertheless, the undergrounding of the central arterial has freed up substantial surface area for redevelopment. The Massachusetts Turnpike Authority (MTA) has hired an urban design team to create a master plan that varies district by district as it emphasizes restoring neighborhood connections, vitality, landscape and public places, and establishes a guide for private sector reinvestment in income-producing infill sites.

NASHVILLE RENAISSANCE

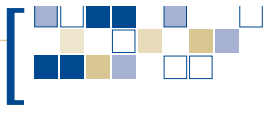
Ten years ago, downtown Nashville was active only during the workday, its periphery home to adult businesses and pawn shops. A series of public/private initiatives produced a nationally recognized renaissance of the downtown core. A leading effort was the creation of the "District," an economic revitalization program created to preserve the historic core. The concept originated with the Broadway Committee, an ad hoc group consisting of the mayor's office, the Metropolitan Development and Housing Agency (MDHA), the Metro Historical Commission, the Metro Arts Commission, and Historic Nashville, Inc.

THE DENVER COMMONS

The Denver Commons is a 60-acre former railyard immediately adjacent to Denver's existing downtown. The project has moved from idea to reality when Mayor Willington Webb pubicly announced the City of Denver was encouraging residential development and that developers would receive a cooperative city administration.

The City took the following steps:

- Created and adopted a Vision Plan through public/private collaboration and with substantial media attention.
- Identified opportunities for new development.
- Facilitated the ability for owners of small parcels to participate as well as owners and developers of large properties.
- Adopted new regulations and procedures including such features as:
    - Reduction in parking requirements
    - Allowances for greater square footage and height



- Formalized building setbacks and massing to encourage greater intensity of use
- Invested in creating a regional park and a multi-modal transit hub along the badly neglected Platte River, creating in effect a "Front Door Amenity" and, with the transit station, created opportunities for a Transit Oriented Development District to evolve.

A master plan that includes the intermodal transit facility located next to the existing Denver Union Terminal Train Station and a new commons park at the river are public components of the project. The transportation facility will allow commuter rail, light rail, regional bus routes and the 16th Street Mall shuttle to converge, forming the heart of public transit in the region.

Additional transit strategies incorporated into the zoning for the Commons Neighborhood include the creation of a parking district responsible for the provision and pricing on non-residential shared parking, and a Traffic Demand Management (TDM) Plan to encourage workers and residents to utilize alternative modes of transportation. Streets for the Commons Neighborhood will be the critical ties between the new development and neighboring downtown Denver.

A hierarchy of new streets were constructed resulting in a distinct and identifiable image for the public domain, with elements that create a pedestrian friendly environment, enhanced retail frontage and a desirable setting for sidewalk cafes.

The end result includes over six million square feet of mixed-use development with residential, hotel, retail, office and intermodal uses. The plan evolved through collaboration with the client, Trillium Corporation, the City of Denver planning staff and a 20-person citizen task force. The underlying principles are:

- The neighborhood must be urban in character, maximizing building street frontages and achieving urban densities.
- The plan must be sensitive to surrounding residential neighborhoods, providing a residential scale along important public spaces.
- The plan must establish a strong transit program.
- The zoning must provide every opportunity for development to succeed as a real estate venture.

SOUTH LAKE TAHOE REDEVELOPMENT PROJECT

The Park Avenue Redevelopment Plan represents a major step in the redevelopment process for South Lake Tahoe, a community of about 20,000 residents. Situated at the edge of Lake Tahoe, the city had historically put little effort into updating amenities and infrastructure, resulting in a state of disrepair and lack of quality visitor experiences. A significant decline in the tourism-based economy resulted.

The Plan proposes improved accommodations, updated commercial space and public facilities, new gondola access to Heavenly Valley, improved architectural character, and the creation of a pedestrian environment.

The project required public acquisition of approximately 27 properties by the City's redevelopment agency and the establishment of development agreements to guide redevelopment. The redevelopment agency used eminent domain, in some cases, to acquire the 19 acres of redeveloped land. The project has been actively under consideration for 12 years prior to actual construction. The City spent $60 million constructing amenities, infrastructure and environmental enhancements and in the process, leveraged $300 million in private investment. The City worked hard to strategically locate the Gondola, then acquired, planned and entered into development agreements with private investors.

PORTLAND, OREGON

Portland offers a wide menu of infill incentives, including property tax abatement for affordably-priced infill housing and for rehabilitated housing. Under the tax abatement policies for new infill, the property owner pays no tax on the value of improvements for up to ten years.

Portland's Zoning Code and Comprehensive Plan also support infill at higher densities, particularly along Transit Corridors. For example, Portland requires only one parking space per residential unit; two spaces per 1,000-square feet of floor area; and 2.5 spaces per 1,000-square feet of office space.

Portland's Zoning Code allows duplexes and attached houses as infill in corner lots where their appearance and impact are compatible with surrounding single-family homes. The Zoning Code also encourages increased densities in transitional areas between residential and non-residential zones that buffer residential uses. The increased densities are allowed on the residential side of the zoning boundary.

ALBUQUERQUE, NEW MEXICO

Albuquerque's former Mayor, Jim Baca, was instrumental in creating and publicizing a new vision for the downtown, which had not had any major new construction in over a decade. He selected Bob McCabe, a well-respected local architect and urban planner, to serve as Planning Director for his administration, knowing that he shared the same vision.

The City hired consultants to perform the initial marketing and feasibility studies for downtown. City staff prepared the Vision 2001 Plan through a series of public workshops and charettes. The City Council adopted the Plan, which identified future land uses and infrastructure needs and established greater design and land use flexibility for the downtown redevelopment area. The Plan also specified that projects meeting all the criteria would be reviewed administratively, thus significantly streamlining the development approval process.

The McCuen Foundation became an investment partner, contributing $5 million in "patient" investment seed money intending to recoup their initial investment and realize a profit over a 15 to 20 year time period. Other foundations and private investors followed McCuen's lead, resulting in an intensive period of construction during which a new multi-plex theatre, a number of retail shops, two new public parking garages and several hundred housing units have been built in downtown.

SCOTTSDALE, ARIZONA - ARIZONA CANAL

Downtown Scottsdale maintains a distinctive arts flavor. New development at Camelback and Scottsdale Roads includes regionally scaled shopping centers, new hotel development and infill parking structures. The City of Scottsdale is intent on using the Arizona Canal as a focal point and is prepared to develop a major open space along 2000 lineal feet of the canal and provide trolley and pedestrian crossing bridges.

The redevelopment of adjacent lands has been stalled despite developer interest due to land assembly and reluctant sellers. Additionally, resistance from adjacent existing retail owners has required delays and responses to the master planning effort. The controversial use of eminent domain has delayed the project, resulting in loss in investors and ultimately, the project redevelopment of private property abandoned. The park, open space, bridge and public infrastructure portions of the redevelopment will approximate 13 million dollars.