3 LAND USE AND ZONING ASSESSMENT

Land use is a significant driver of transit demand. Understanding existing and planned land use and zoning patterns along Charleston Boulevard and in surrounding areas is essential to assessing the potential for rapid transit in the study area.

STUDY AREA

Land use planning and zoning regulation fall within the purview of local governments. The Las Vegas City Charter and NRS Chapter 278 enable the City to divide its jurisdiction into districts for planning and zoning purposes. NRS Chapter 278 also establishes the legal requirements for the contents of master plans, procedural requirements for zoning entitlements, variances, and special exceptions, and requirements for a zoning ordinance.

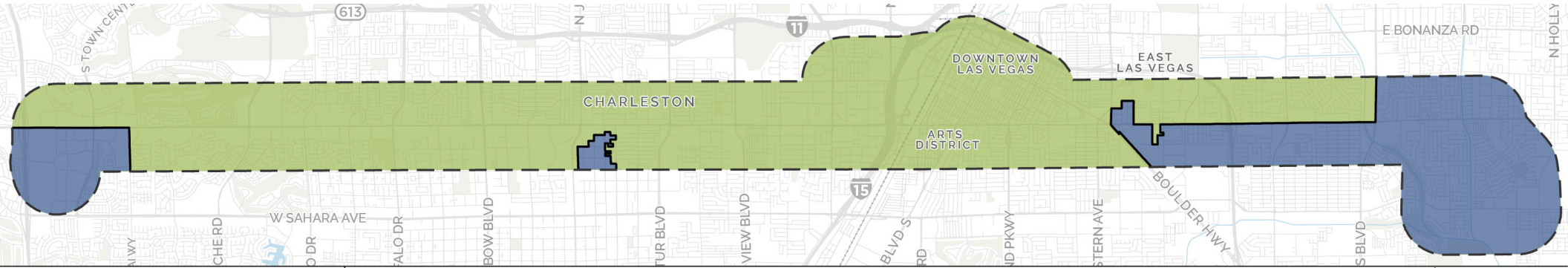
This chapter looks at existing land use and zoning, the locations of key trip generators and historic properties, and major planned land use changes. Understanding these patterns will help evaluate the potential for high-capacity transit to stimulate growth and economic development along Charleston Boulevard.

The study area covers nearly 21 square miles, spanning the region from Clark County 215 in Summerlin to N Hollywood Boulevard. Within this area, approximately 15 square miles fall within the boundaries of the City of Las Vegas, and the remaining 6 square miles are within Clark County (Figure 28). These jurisdictions are governed by separate zoning and land use regulations, which will be discussed in this chapter.

Table 2 Study Area Jurisdictions

Jurisdiction	Area (sq mi)	Area (acres)	Percentage Area
Clark County	6.09	3,896	29%
City of Las Vegas	14.82	9,482	71%
Study Area Total	**20.91**	**13,378**	**100%**

Figure 28 Study Area Jurisdictional Boundaries



To allow for consistent analysis and mapping across the full corridor, zoning and land use types found in the City of Las Vegas and Clark County were reviewed and grouped into corresponding overarching categories as described in each section below.

Methods

Zoning and land use data for the Charleston AA study area was provided by the City of Las Vegas and Clark County. Further contextual information was found in the City of Las Vegas 2050 Master Plan, the Transform Clark County Master Plan, Las Vegas Municipal Code Title 19, and the Clark County Code Title 30. Other planning documents from the City of Las Vegas and Clark County were also referenced as cited in this chapter.

EXISTING LAND USE

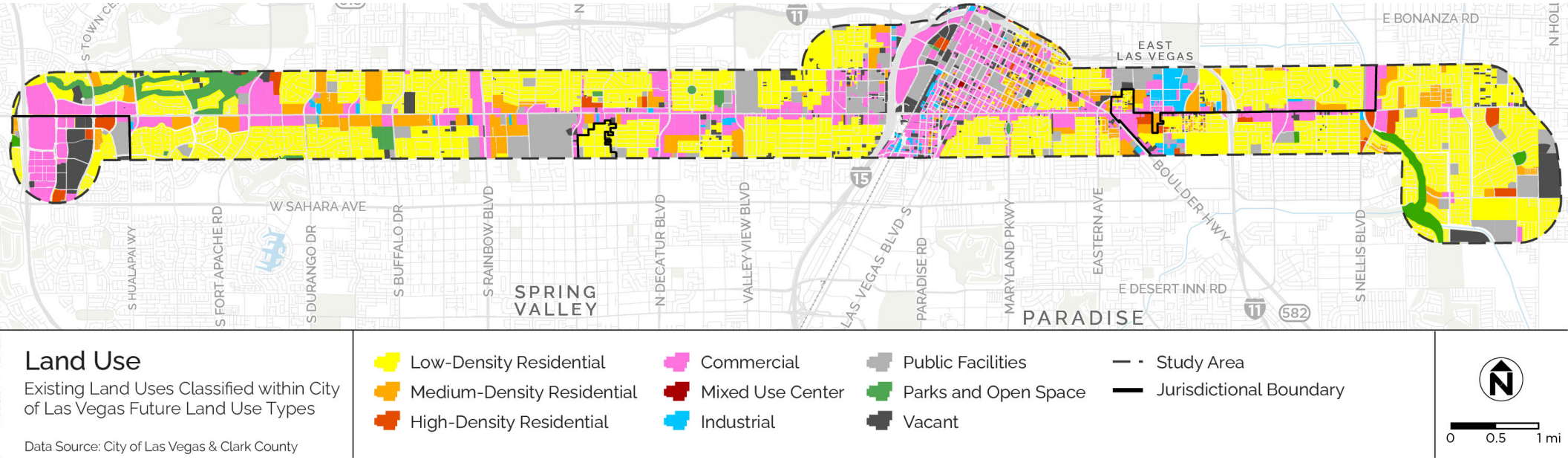
Land use describes what purpose properties serve within the community and what activities may occur there. Land use plans are typically laid out in a comprehensive vision by a municipality's General Plan and updated periodically.

Zoning, which is described in the study area in the following section, regulates development and uses of properties, and is the legal tool that implements land use plans. While different, land use and zoning regulations are closely related.

The existing land use in the study area is shown in Figure 29. Existing land uses in both the City of Las Vegas and Clark County were classified into the relevant City of Las Vegas 2050 General Plan future land use categories so that they could be visualized consistently across the corridor.

Residential uses are the most common throughout the study area, comprising nearly 58% of parcels. Low-density residential uses are found throughout approximately 48% of the study area, although these are primarily not located directly adjacent to Charleston Boulevard. Medium- to high-density housing types, primarily low-rise multifamily apartments, are distributed throughout the study area as well. Many of these developments are located along Charleston, especially on the west side of the corridor between Durango Drive and Decatur Boulevard. A mixture of housing types are located downtown as well.

Figure 29 Study Area Existing Land Use



Commercial uses comprise the majority of the property that fronts Charleston throughout the corridor and covers nearly 20% of the study area; a variety of business types ranging from commercial retail, neighborhood and regional shopping centers, medical and financial services offices, and restaurants are served by this corridor. These uses are also heavily concentrated downtown along with gaming and resort establishments geared toward both residents and tourists.

The public facilities land use type, which makes up about 11% of the study area, includes a variety of civic and governmental offices, schools, as well as community resources like libraries, religious institutions, and museums. Communications infrastructure and utilities are also included in this category. The study area is the location of a number of important public facilities, including the Clark County government center offices east of downtown, several major hospitals, the Las Vegas Metropolitan Police Department headquarters, and the College of Southern Nevada. Some light industrial uses are also present in the study area, primarily logistics, wholesale, and warehousing businesses. These are largely located in East Las Vegas north of Charleston between N Pecos Road and N 28th Street, as well as in small pockets located downtown, along Boulder Highway, and on the west side of the corridor. This comprises only about 2% of the study area

The remaining approximately 10% of the study area includes parks, recreation, drainage, and other open space; a number of vacant parcels spread throughout the corridor; and a limited number of mixed use properties.

The distribution of these land use patterns is shown in Table 3.

Table 3 Study Area Existing Land Use Within the City of Las Vegas and Clark County

Land Use Type	Area, City of Las Vegas (Acres)	Number of Parcels, City of Las Vegas	Area, Clark County (Acres)	Number of Parcels, Clark County	Total Area (Acres)	Total Number of Parcels	Percent of Study Area
Low-Density Residential	3,294.74	17,650	1,617.58	10,270	4,912.32	27,920	47.57%
Medium-Density Residential	727.46	714	169.22	885	896.68	1,599	8.68%
High-Density Residential	51.13	17	126.01	25	177.15	42	1.72%
Public Facilities	853.43	272	258.60	33	1,112.03	305	10.77%
Commercial	1,566.51	1,925	392.20	212	1,958.72	2,137	18.97%
Mixed Use Center	8.11	6	0.00	0	8.11	6	0.08%
Industrial	158.45	131	18.69	18	177.14	14	1.72%
Parks & Open Space	306.53	27	140.62	6	447.15	33	4.33%
Vacant	344.13	676	293.38	127	637.51	803	6.17%
Total	**7,310.49**	**21,418**	**3,016.31**	**11,576**	**10,326.80**	**32,994**	**100%**

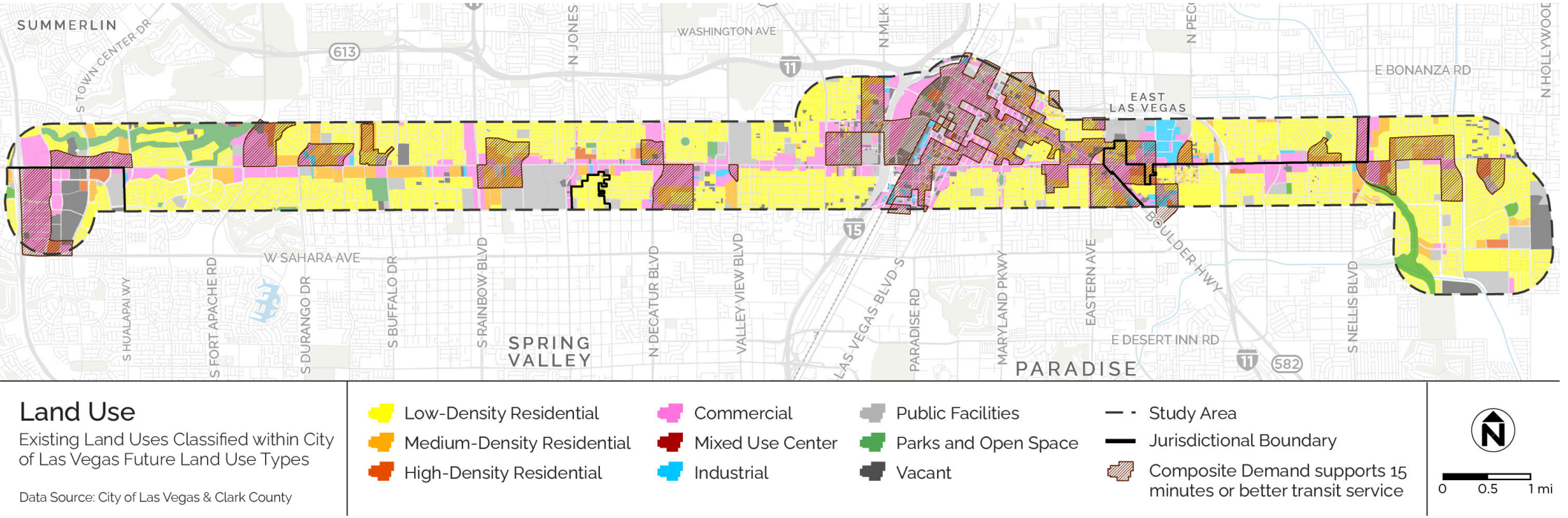
**The total acreage of the study area does not match Table 1 due to the exclusion of ROW between parcels*

Land Use and Transit Demand

Figure 30 shows the Charleston Boulevard corridor's existing land use patterns overlain with the TAZs that showed the highest transit demand in the Transit Market Analysis (discussed in Chapter 7). These areas have the level of population and employment density that typically support high-frequency transit service running at least every 10 to 15 minutes.

The land use patterns underlying this demand show that the areas with the highest population and job density also tend to have a mix of commercial and medium- to high-density residential uses in close proximity to one another. Many of these areas are activity hubs that attract both residents and employees, such as Downtown Las Vegas, the Las Vegas Medical District, and Downtown Summerlin. However, high demand for transit is not limited to these destinations. It can also be seen near major intersections with smaller shopping centers and a mix of low- to medium-density housing, such as at the intersections of Charleston and Durango Drive, Decatur Boulevard, Boulder Highway, and Nellis Boulevard.

Figure 30 Study Area Existing Land Use and Composite Transit Demand



ANTICIPATING FUTURE LAND USE

The City of Las Vegas and Clark County both maintain planning documents that set out the vision for how land use will develop over time.

City of Las Vegas 2050 Master Plan

The 2050 Master Plan was adopted in 2021 and contains an overarching vision for the city's growth and development. Paramount to achieving the goals laid out in the plan is the City's 2050 General Plan, the future land use map which aims to guide development toward sustainable, transit-friendly outcomes. The land use vision included in the plan was developed with the explicit goal to help concentrate transit-supportive land uses along key corridors like Charleston Boulevard, enhance access to diverse, affordable housing options, and encourage infill development to help limit suburban sprawl.

The 2050 General Plan includes place types that aim to promote compact, walkable neighborhoods near transit along commercial corridors. These include:

Mixed Use Center – Includes new Transit-Oriented Development (TOD) land uses which consist of mixed use development and higher-density housing. Some areas allow up to 30 units/acre, and others require a minimum density of 15 units/acre with no upper limit.

Corridor Mixed Use – Includes new Transit-Oriented Corridor (TOC) land uses which consist of mixed use development and higher-density housing along linear corridors. Allows up to 30-40 units/acre depending on the corridor.

Neighborhood Mixed Use Center (NMXU) – Includes new NMXU land uses consisting of moderate intensity, neighborhood-oriented mixed use town centers. Allows for variable density depending on location.

Regional Center – Includes the FBC land use category discussed above which permits transect zoning within the Downtown Las Vegas Overlay, as well as Town Center land uses, which consist of mixed use suburban developments of medium-density housing. Allows for variable density of at least 5.5 units/acre with no upper limit in some areas, and others allow up to 25 units/acre.

These place types are shown in Figure. They are heavily concentrated along a significant part of the Charleston Boulevard corridor and major intersecting streets. Of the 698 City of Las Vegas parcels that front Charleston Boulevard in the study area, 501 or 72% of them fall within these future land use types. These areas are expected to change in form and character to increasingly reflect the above land use patterns as development occurs.

Transform Clark County

Transform Clark County, the County's Master Plan, was adopted in 2021 and is the guiding document for growth in the areas of the county that are not incorporated municipalities or Tribal lands. Some of these unincorporated towns, including Paradise, Sunrise Manor, Summerlin South, and Spring Valley, are adjacent to the Charleston Boulevard corridor. As such, future land use types are provided that will promote similar patterns of density along Charleston Boulevard within both the County and the City. In addition to a variety of residential densities, County land use types include:

Corridor Mixed Use – Encourages a mixture of uses and moderate residential density, especially concentrated near transit. Allows up to 18 units/acre, or higher near high-frequency transit stops.

Entertainment Mixed Use – Encourages a mixture of uses and high residential density, as well as tourist-oriented services. Encourages active street-level frontages and higher pedestrian traffic. Requires at least 18 units/acre, or lower in some transitionary areas.

Neighborhood Commercial – Encourages a mixture of non-residential uses of moderate intensity.

The future land use types included in Transform Clark County are similar yet distinct from those in the City of Las Vegas 2050 General Plan, however, for the purposes of consistent analysis, they were grouped into corresponding City of Las Vegas future land use categories.

Figure 4 City of Las Vegas Transit-Supportive Future Land Use Types

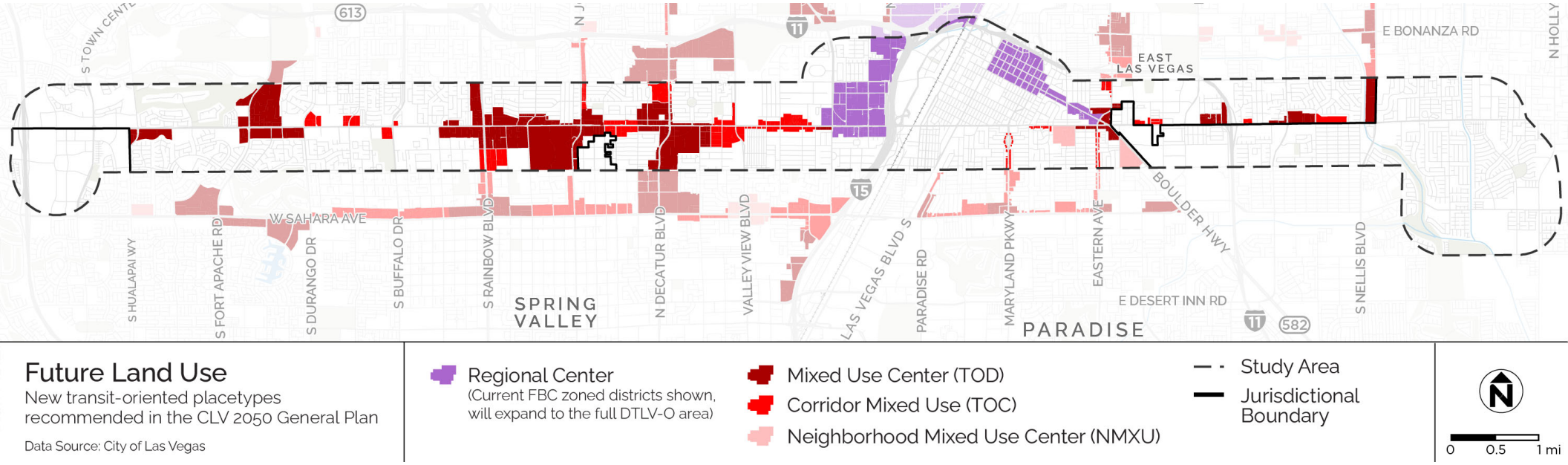
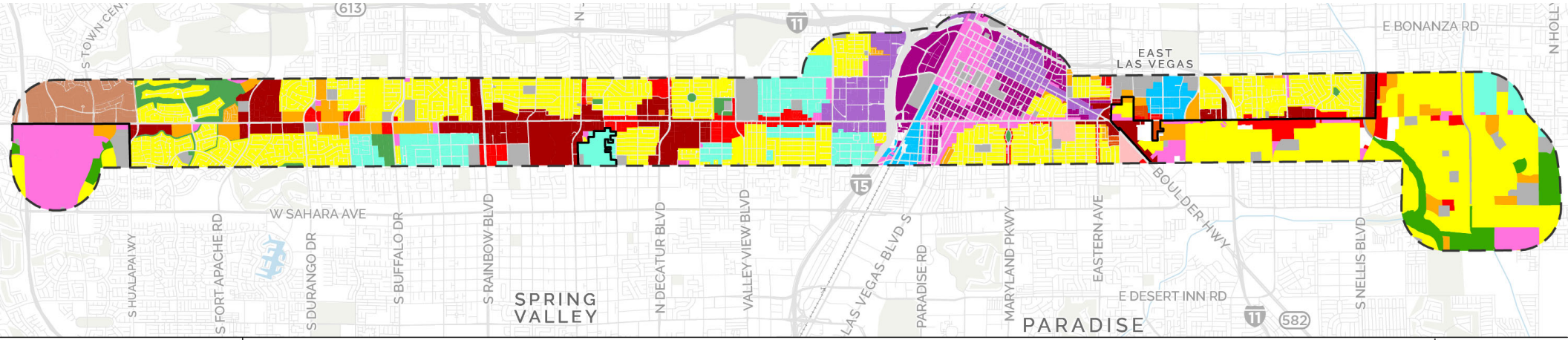


Figure 5 Study Area Future Land Use



ZONING

Zoning is the legal entitlement that determines how land can be developed in a municipality. Zoning codes contain regulations for what uses are permitted and where, as well as physical and aesthetic characteristics of development, including standards for items such as building heights and setbacks, residential density, street design, or architectural design standards.

Zoning is important when assessing the potential for transit-supportive land uses near proposed high-capacity transit projects. Its requirements can facilitate transit-friendly environments that concentrate people and jobs near rapid transit, or it can discourage them by prohibiting high-activity or multiple uses.

Zoning in the Charleston AA study area, shown in Figure 31, is primarily residential. The total area zoned for residential use is approximately 60%, with 48% zoned for low-density residential uses like single-family homes. Medium- and high-density housing zones cover around 10% and 1.6% of the study area, respectively, allowing for housing typologies like fourplexes and multifamily apartments.

Commercial zoning is the most common non-residential zoning type along the corridor, covering 12.5% of the study area. These zones are concentrated within Downtown Las Vegas, the Arts District, and along Charleston Boulevard and other major roads that intersect it. Civic zones, where government buildings, schools, and other community resources like libraries and parks are found, comprise around 10% of the study area and are distributed throughout the corridor.

The distribution of these zoning patterns is shown in Table 4.

Figure 31 Study Area Existing Zoning

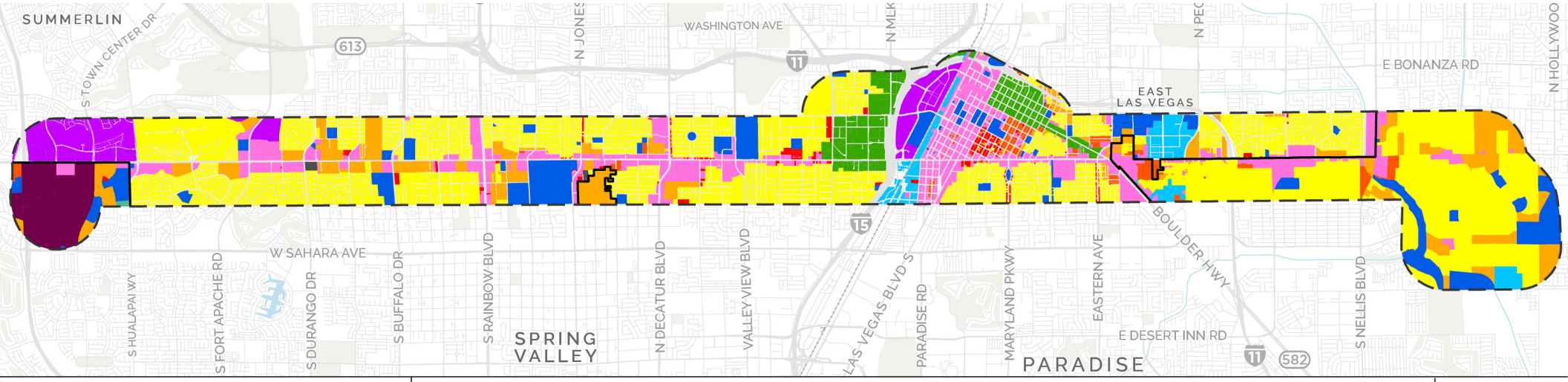


Table 4 Study Area Zoning Within the City of Las Vegas and Clark County

Zone	Area, City of Las Vegas (Acres)	Number of Parcels, City of Las Vegas	Area, Clark County (Acres)	Number of Parcels, Clark County	Area, Full Study Area(Acres)	Number of Parcels, Full Study Area	Percent of Study Area
Low-Density Residential	3,511.8	16,990	1,916.0	27	5,427.8	17,017	47.95%
Medium-Density Residential	541.4	631	621.5	33	1,162.9	664	10.27%
High-Density Residential	98.2	309	89.3	10	187.5	319	1.66%
Civic	664.7	107	451.9	12	1,116.6	119	9.86%
Commercial	1,156.3	1,440	260.7	39	1,417.0	1,479	12.52%
Office	122.2	426	2.0	1	124.3	427	1.10%
Industrial	210.2	223	85.9	13	296.1	236	2.62%
Form-Based Code	458.0	800	0.0	0	458.0	800	4.05%
Planned Community or Development	575.4	746	0.0	0	575.4	746	5.08%
Undeveloped	13.2	6	0.0	0	13.2	6	0.12%
Rural Open Space	0.0	0	6.4	1	6.4	1	0.06%
No Zone	72.4	107	0.0	0	72.4	107	0.64%
Multiple Zones	0.0	0	461.7	3	461.7	3	4.08%
Total	**7,424.0**	**21,785**	**3,895.3**	**139**	**11,319.3**	**21,924**	**100%**

**The total acreage of the study area does not match Table 1 due to the exclusion of ROW between some parcels*

Industrial zones are not as common along Charleston, although some Industrial zoning is present in Downtown between Main St and the UPRR, in the East Las Vegas neighborhood, and in the southeastern portion of the study area at the Sun Peak natural gas power plant. Zones for planned housing, commercial, and mixed use developments also cover about 4% of the study area and are located just west of I-15 at the Las Vegas Premium Outlets and Expo at World Market Center, as well as in Summerlin.

Zoning Overlay Districts

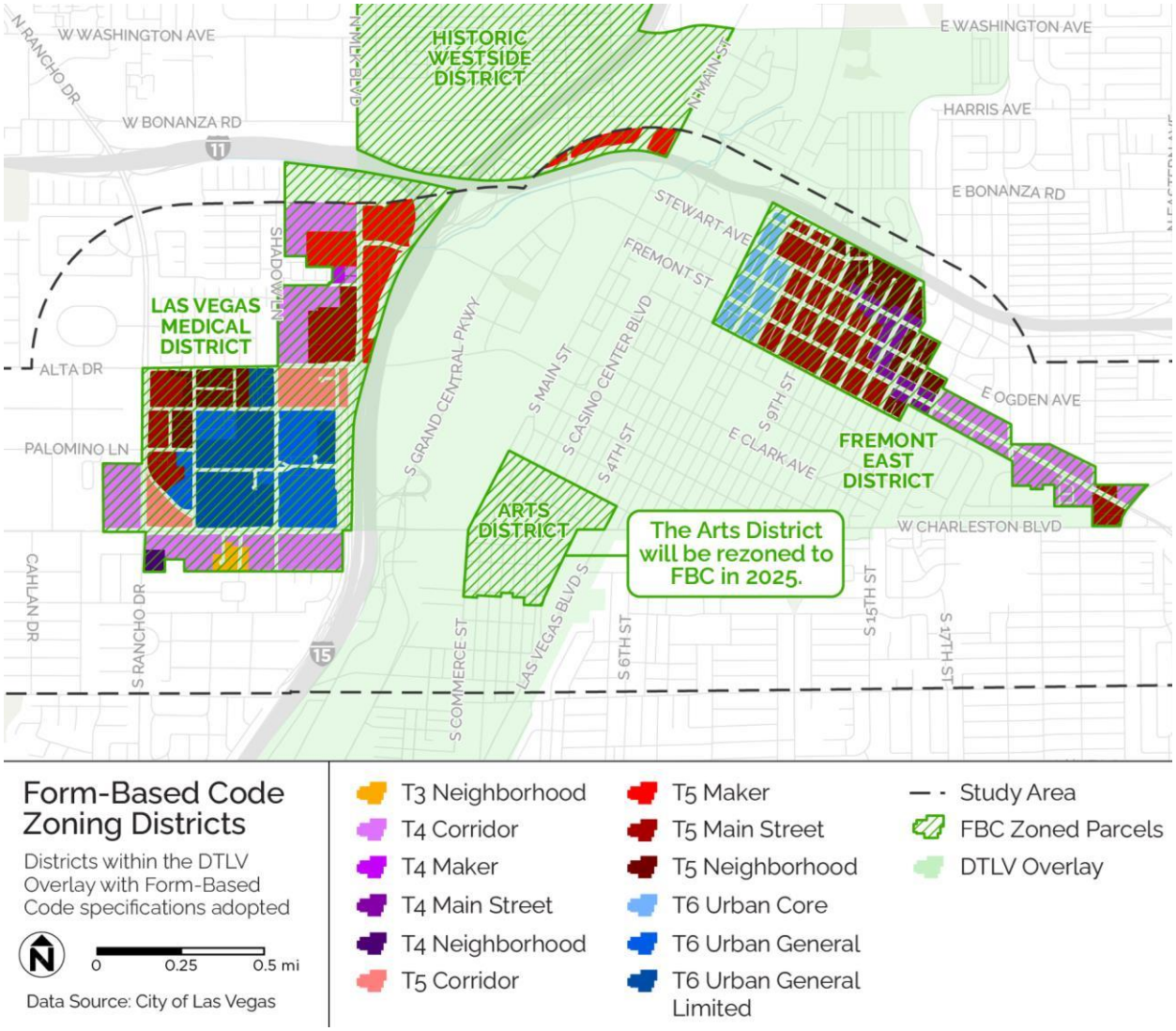
The City of Las Vegas and Clark County have established several overlay districts that impact zoning requirements in certain areas. An overlay is a zoning tool that applies regulations or guidelines to properties within its boundary in order to create development outcomes or regulate the aesthetic character of an area. Regulations specified in overlays may apply in addition to or in place of the base zoning of these properties. The overlays shown in Figure 33 may impact land use and development potential along or near the Charleston Boulevard corridor.

City of Las Vegas Zoning Overlays

Downtown Las Vegas Overlay (DTLV-O) – The DTLV Overlay establishes design and development criteria for the city's urban core. As part of the Downtown Master Plan, a form-based code (FBC) was created and adopted for the area covered by this overlay. The FBC uses a transect structure that classifies parcels along a spectrum from rural to suburban to urban. In an effort to promote a walkable, vibrant environment that remains context sensitive, properties in the overlay are exempt from the standard regulations for maximum building heights, minimum setbacks, lot coverage, and standard parking requirements. Instead, design guidelines based on each transect zone are applied.

Each transect zone has unique requirements for permitted land uses, urban form, street design, and intensity. The FBC is intended to be tailored to each of the twelve districts within Downtown; at this time, standards have been created and adopted for three of these districts, including the Historic Westside, Fremont East, and the Las Vegas Medical District. An FBC will be developed for the Arts District in 2025, with the 8 remaining districts' specifications to be developed over time. Transect zone details for the districts that fall within the study area are shown in Figure 32.

Figure 32 DTLV Form-Based Code Zoning Districts



Designed Commercial (CD-O) – Establishes design standards for light commercial uses so that the character of the surrounding neighborhood is maintained. Building heights may not exceed one story or 20ft, whichever is less, if they front Charleston Boulevard between Rancho Drive and Valley View Boulevard; or two stories or 35ft, whichever is less, for other parcels.

Downtown Entertainment (DE-O) – Encourage redevelopment within the Fremont East area of Downtown Las Vegas. Parking requirements are waived, licensing restrictions are adjusted to allow music venues and nightclubs, and certain signage requirements are imposed.

Gaming Enterprise Overlay (G-O) – Exempts properties with licensed gaming establishments from height limitations.

Rural Preservation Overlay (RP-O) – Maintains a low-density residential character within the included neighborhoods, except in areas that are within 330ft of a road that is at least 99ft wide. Charleston Boulevard has an approximate right-of-way (ROW) width of at least 100 feet for the extent of the study area

Live/Work Overlay (LW-O) – Allows owners and/or employees of a business to live and work in the unit, building, or an accessory unit. Commercial and office uses are permitted in accordance with a parcel's base zoning.

Historic Designation Overlay (HD-O) – Preserves districts and properties that are of cultural, architectural, or archeological importance to the City of Las Vegas' heritage.

Airport Overlay (A-O) – Regulates maximum building heights in the area surrounding Harry Reid International Airport and the North Las Vegas Air Terminal to between 140 and 200ft, depending on the distance from the airport.

Clark County Zoning Overlays

Residential Neighborhood Preservation Overlay (RNP) – Ensures that rural and residential areas is preserved. Properties must remain low density residential at no more than 2-4 units per acre with a minimum lot size of 7,000 sq ft.

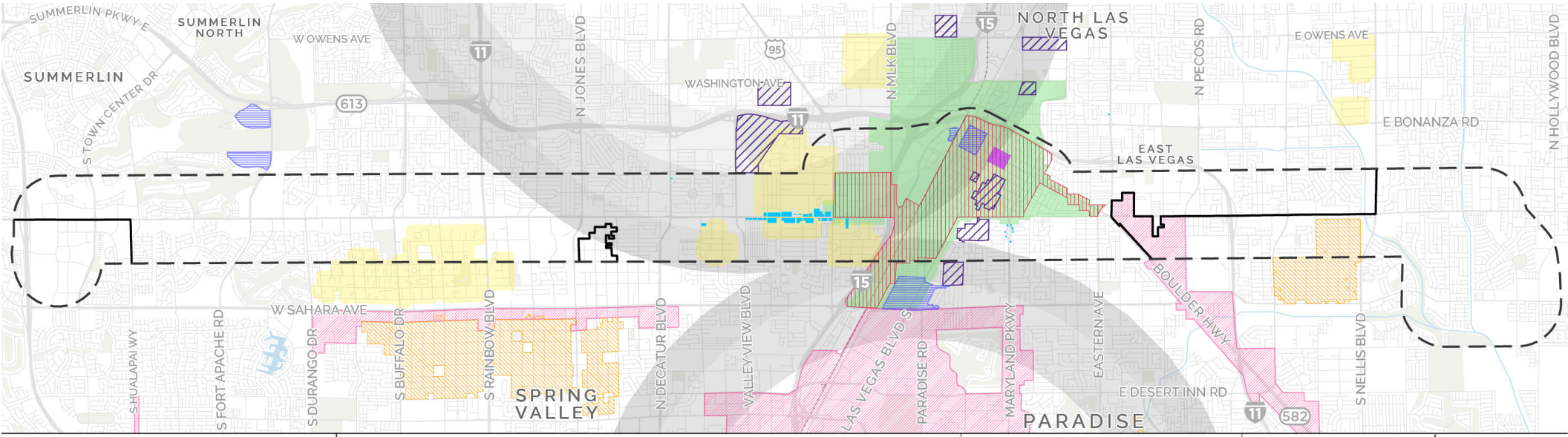
Mixed Use Overlay – Encourages a mixture of residential use with office, commercial, retail, educational, or other uses to facilitate an urban environment that is pedestrian-oriented and less dependent on auto travel.

Airport Airspace Overlay – Restricts building structures that would infringe upon airspace or create hazards for aircraft within the county. The restrictions apply to the area lying beneath airspace used for flight operations as defined by the Federal Aviation Regulation. (Not pictured in Figure 33).

Planned Unit Developments and Planned Communities

The City of Las Vegas and Clark County both have provisions for the development of Planned Unit Developments (PUDs) and planned communities. These are comprehensively planned neighborhoods developed under singular ownership and adhering to approved consistent design standards. The zoning codes for both the City and County include flexible requirements for site plans, open space, mobility infrastructure, and permitted uses within these districts. Several PUDs, planned communities, and residential planned developments are found in the study area. (Not pictured in Figure 33).

Figure 33 City of Las Vegas and Clark County Zoning Overlays



Zoning Overlay Districts

Overlays that may impact Charleston Blvd land use & development

Data Source: City of Las Vegas & Clark County

City of Las Vegas Overlays

- Downtown Las Vegas Overlay
- Designed Commercial Overlay
- Downtown Entertainment Overlay
- Gaming Enterprise Overlay
- Rural Preservation Overlay
- Live/Work Overlay
- Airport Overlay
- Historic Designation Overlay

Clark County Overlays

- Residential Neighborhood Preservation Overlay
- Mixed Use Overlay

County Airport Airspace Overlay not pictured

- Study Area
- Jurisdictional Boundary

N

0 0.5 1 mi

Figure 34 Study Area Existing Land Use

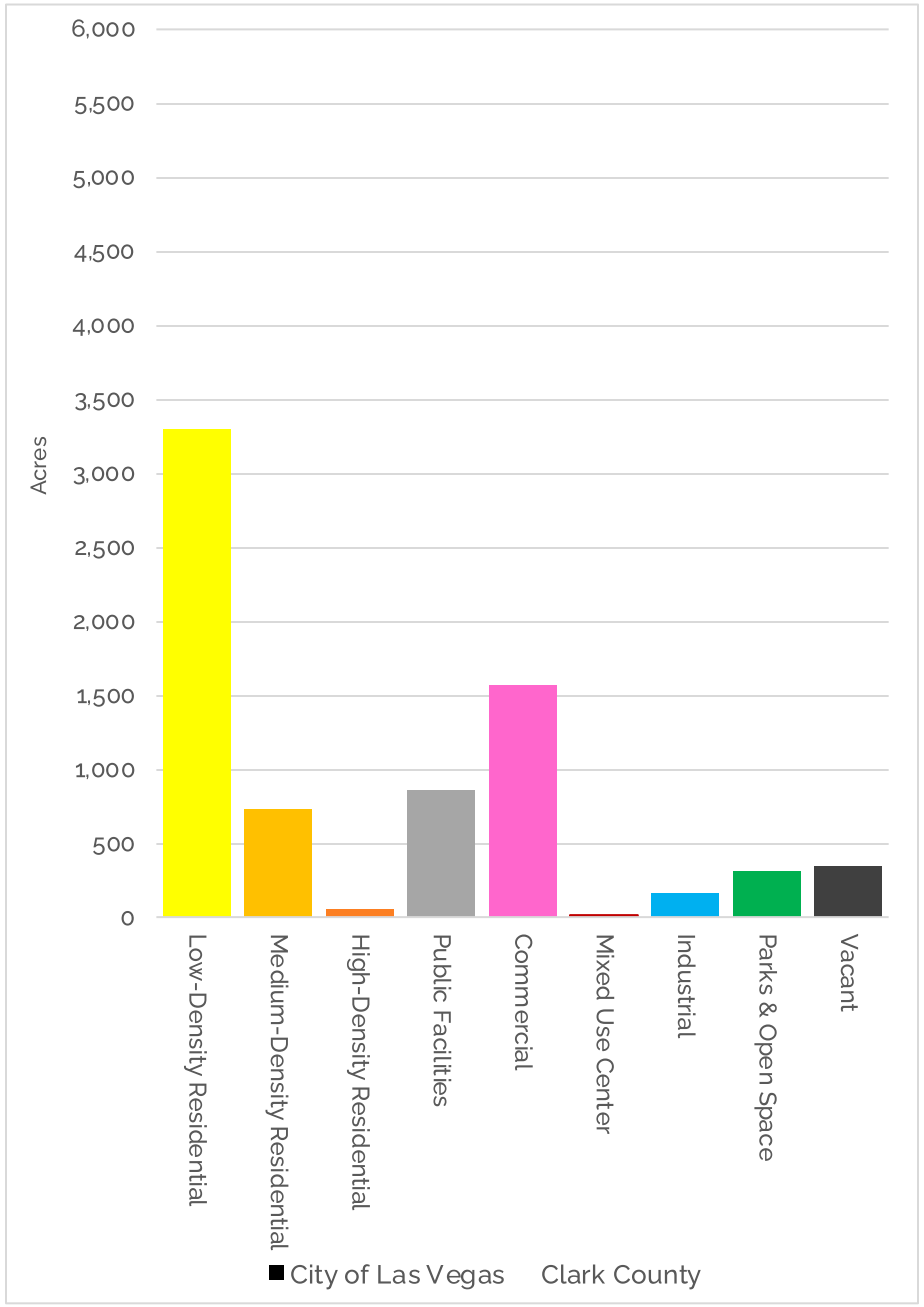
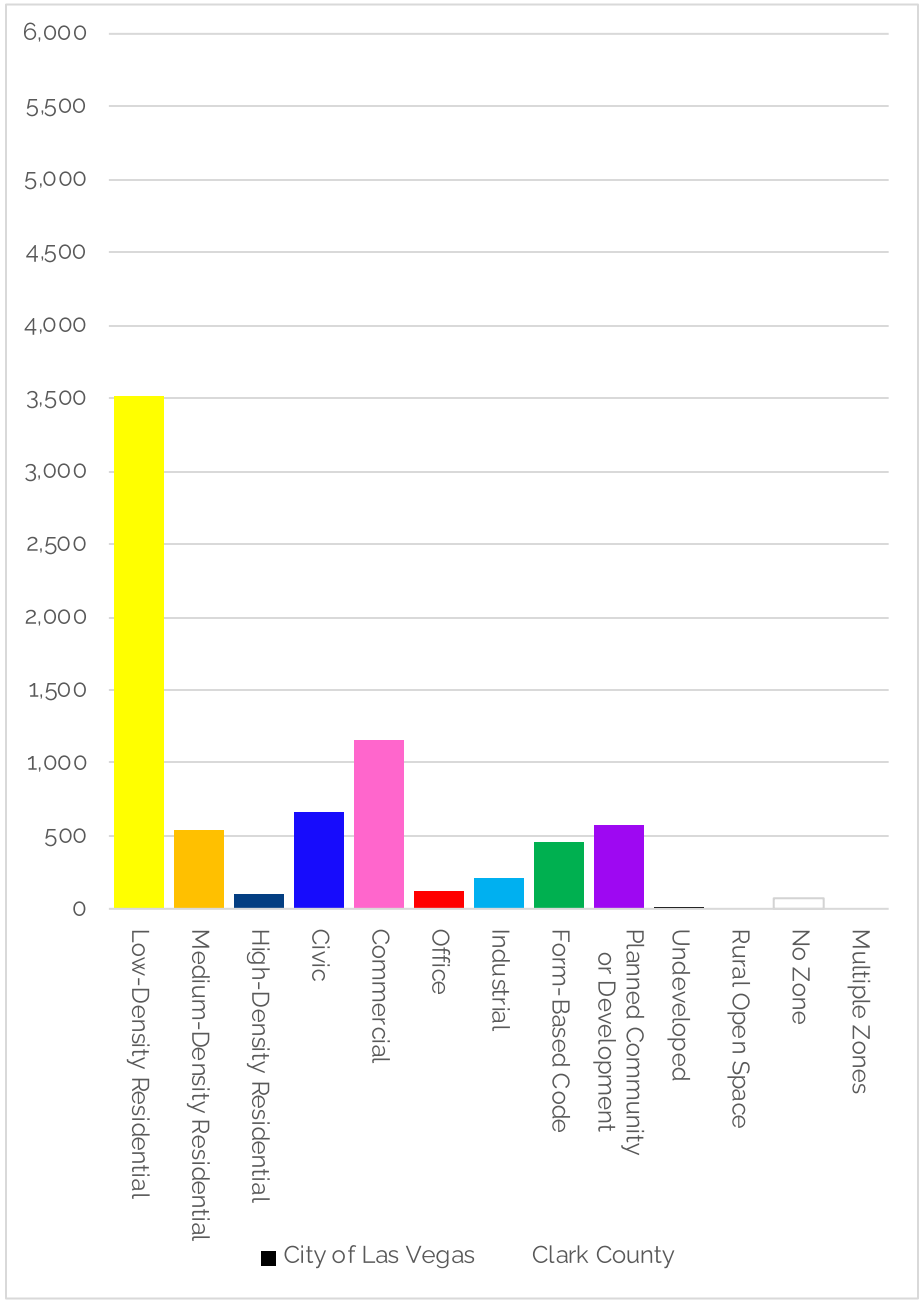


Figure 35 Study Area Existing Zoning



KEY TRIP GENERATORS

Trip generators are destinations that typically attract many trips on an average day. As discussed in Chapter 5, job sites that attract customers, clients, patients, and students tend to drive transit demand more than job sites that do not. These often include hospitals and doctor's offices, important retail locations like grocery stores, schools and daycares, and other public or civic destinations like libraries or government offices. Jobs located at these destinations are also less likely to shift to remote work, so transit access will remain essential even as work from home continues in other industries. Similarly, trips to meet basic needs (such as food shopping or medical appointments) will remain essential and unlikely to be displaced.

In addition, major activity centers such as performance venues and conference centers can support transit ridership for both routine trips and for major events.

An inventory of key trip generators and activity centers is shown in Figure 36. These include:

Medical facilities – Hospitals, urgent care, Veterans Affairs clinics, other medical offices

Schools – Elementary, middle, and high schools and the College of Southern Nevada

Civic buildings – Government and social service offices, library branches, community centers, courthouses, and police stations

Grocery stores – Chains such as Walmart, Albertsons, Smiths, Trader Joe's, Dollar Tree as well as cultural markets

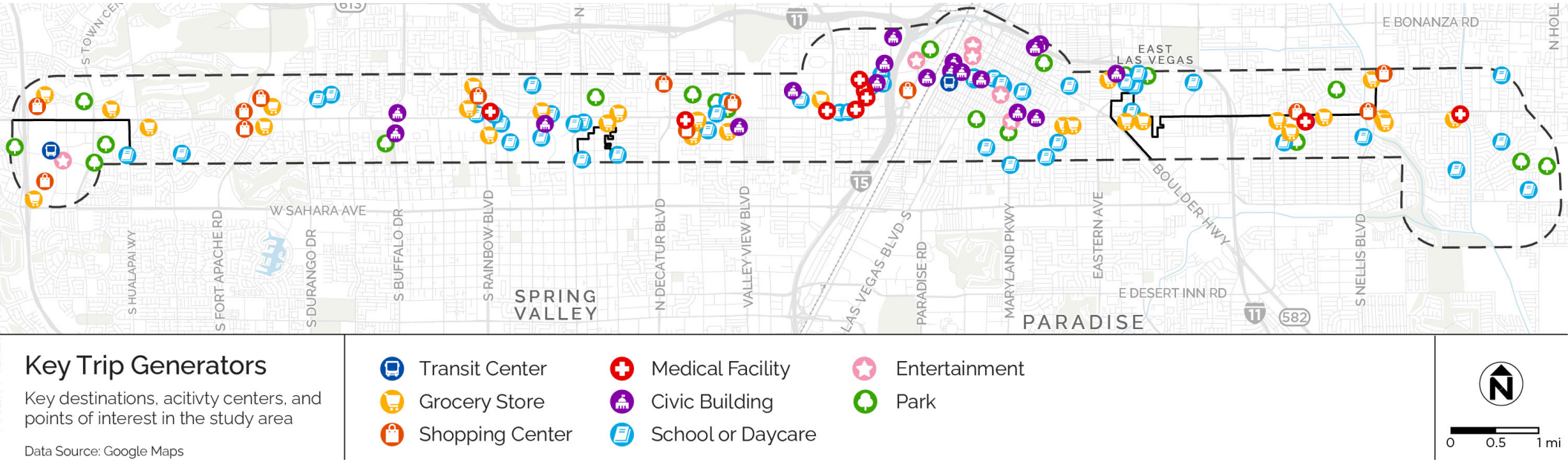
Shopping centers – Large strip centers with multiple retail or grocery destinations

Entertainment destinations – Theaters, expo centers, athletic venues and stadiums

Transit centers – Bonneville Transit Center and Downtown Summerlin

Public parks – Major parks that serve as community gathering spaces and recreational destinations

Figure 36 Key Trip Generators



HISTORIC PROPERTIES

The City of Las Vegas Historic Preservation Commission is responsible for preservation of important buildings, structures, sites, and districts of historical significance. The Commission maintains the City's Historic Property Register and coordinates local applications for the Nevada and National Registers of Historic Places. The City's Historic Preservation Overlay, discussed above, helps enforce requirements that protect these areas and properties.

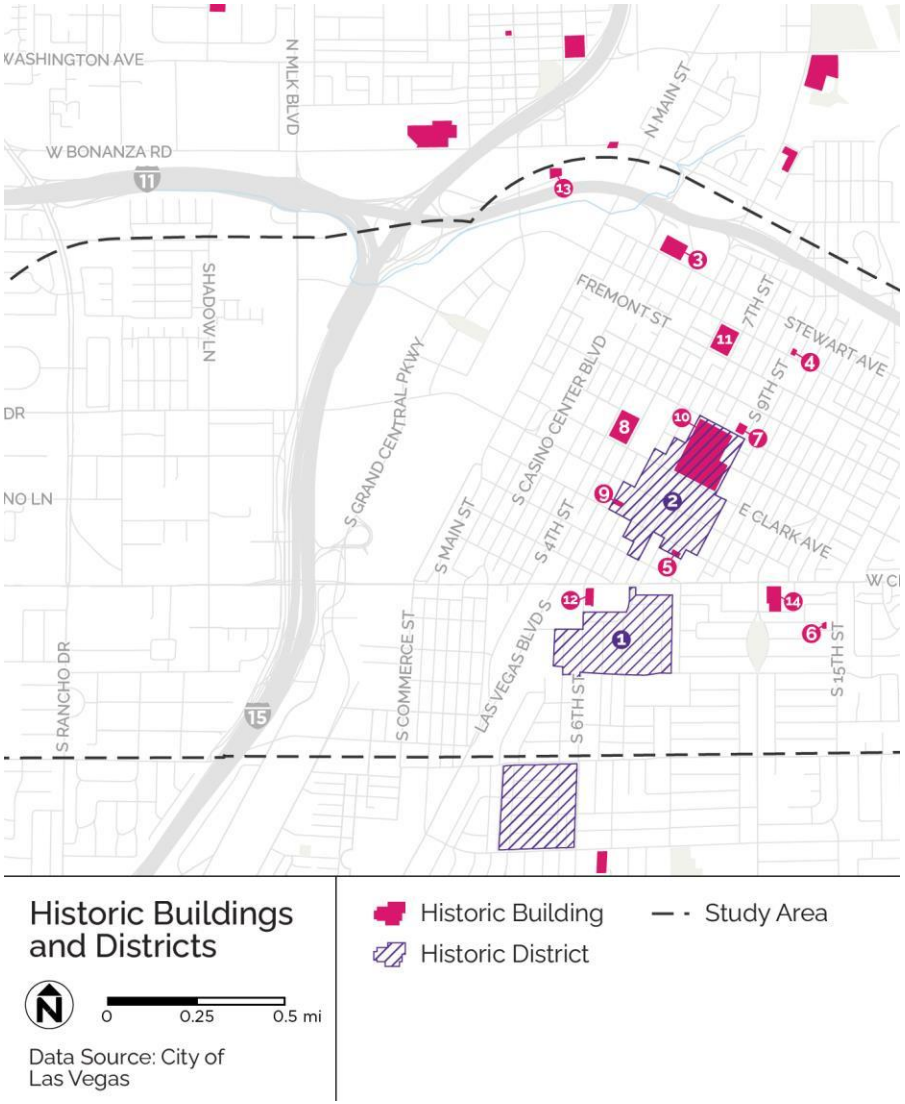
In order to maintain the identity of these historically significant places, standards for the treatment of properties within historic districts are provided by the Commission in the Las Vegas Historic Design Guidelines. These span treatments to individual buildings as well as their surroundings, including landscaping, street art, and signage. Historic properties must also maintain their historic use or a use that requires little to no change in the design or character of the building.

There are 12 historic buildings and two historic districts located within the study area (Table 5, Figure 37). The potential high-capacity transit project on Charleston Boulevard is not likely to pass through the John S. Park and Las Vegas High School Neighborhood Districts, as their streets will not provide the most direct route through the area. Evaluation of potential alignments that run adjacent to historic properties will remain in the right of way and take care to mitigate any potential impact to these buildings.

Table 5 Study Area Historic Districts and Buildings

#	Name	Address
1	John S. Park Historic District	N/A
2	Las Vegas High School Neighborhood District	N/A
3	U.S. Post Office and Courthouse	300 Stewart Ave
4	Frank Wait House	901 E Ogden Ave
5	The Henderson House	704 S 9th St
6	Huntridge Home	1425 Francis Ave
7	Morelli House	861 S Bridger Ave
8	Fifth Street School	401 S 4th St
9	Jay Dayton Smith House	624 S 6th St
10	Old Las Vegas High School	315 S 7th St
11	El Cortez Hotel and Casino	600 Fremont St
12	Wengert House	600 E Charleston Blvd
13	Mesquitewood, LLC	418 W Mesquite Ave
14	Huntridge Theater	1208 E Charleston Blvd

Figure 37 Historic Buildings and Districts



SUMMARY AND OPPORTUNITIES

- Charleston Boulevard is a key regional corridor that serves a range of land uses. A variety of housing types are present along with many essential destinations, including grocery stores, medical facilities, parks and recreation facilities, schools, and entertainment destinations. Residents can meet many of their daily needs by traveling along this one corridor.
- The study area also includes many key neighborhoods and destinations, including Downtown Las Vegas, the Arts District, major hospitals in the Las Vegas Medical District, the College of Southern Nevada, Downtown Summerlin, Charleston Commons Shopping Center, and the Northeast Las Vegas VA Clinic and Community Resource Center.
- Transit-oriented, mixed use development is not only permitted but actively encouraged along Charleston Boulevard. Higher-density housing ranging from 15 to 40+ units per acre is permitted along much of the corridor. As development occurs, the existing transit demand is likely to increase with this growth. A high-capacity transit service will in turn encourage further development. Mixed-use development patterns will also facilitate walkable, safe pedestrian environments along Charleston and its intersections with other major thoroughfares.
- Areas with higher composite transit demand as discussed in Chapter 7 can be found in many of the areas with transit-oriented development and transit-oriented corridor future land uses, such as the intersections of Charleston Boulevard and Fort Apache Road, Decatur Boulevard, Rainbow Boulevard, Rancho Drive, Nellis Boulevard, and Boulder Highway.