

IN THE SUPREME COURT OF THE STATE OF NEVADA

CITY OF LAS VEGAS, A POLITICAL  
SUBDIVISION OF THE STATE OF  
NEVADA,

Appellant,

vs.

180 LAND CO., LLC, A NEVADA LIMITED-  
LIABILITY COMPANY; AND FORE STARS,  
LTD., A NEVADA LIMITED-LIABILITY  
COMPANY,

Respondents.

180 LAND CO., LLC, A NEVADA LIMITED-  
LIABILITY COMPANY; AND FORE STARS,  
LTD., A NEVADA LIMITED-LIABILITY  
COMPANY,

Appellants/Cross-Respondents,

vs.

CITY OF LAS VEGAS, A POLITICAL  
SUBDIVISION OF THE STATE OF  
NEVADA,

Respondent/Cross-Appellant.

No. 84345

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**AMENDED  
JOINT APPENDIX  
VOLUME 76, PART 7**

LAW OFFICES OF KERMITT L. WATERS

Kermitt L. Waters, Esq.

Nevada Bar No. 2571

[kermitt@kermittwaters.com](mailto:kermitt@kermittwaters.com)

James J. Leavitt, Esq.

Nevada Bar No. 6032

[jim@kermittwaters.com](mailto:jim@kermittwaters.com)

Michael A. Schneider, Esq.

Nevada Bar No. 8887

[michael@kermittwaters.com](mailto:michael@kermittwaters.com)

Autumn L. Waters, Esq.

Nevada Bar No. 8917

[autumn@kermittwaters.com](mailto:autumn@kermittwaters.com)

704 South Ninth Street

Las Vegas, Nevada 89101

Telephone: (702) 733-8877

*Attorneys for 180 Land Co., LLC and  
Fore Stars, Ltd.*

LAS VEGAS CITY ATTORNEY'S OFFICE

Bryan K. Scott, Esq.

Nevada Bar No. 4381

[bscott@lasvegasnevada.gov](mailto:bscott@lasvegasnevada.gov)

Philip R. Byrnes, Esq.

[pbyrnes@lasvegasnevada.gov](mailto:pbyrnes@lasvegasnevada.gov)

Nevada Bar No. 166

Rebecca Wolfson, Esq.

[rwolfson@lasvegasnevada.gov](mailto:rwolfson@lasvegasnevada.gov)

Nevada Bar No. 14132

495 S. Main Street, 6th Floor

Las Vegas, Nevada 89101

Telephone: (702) 229-6629

*Attorneys for City of Las Vegas*

CLAGGETT & SYKES LAW FIRM

Micah S. Echols, Esq.

Nevada Bar No. 8437

[micah@claggettlaw.com](mailto:micah@claggettlaw.com)

4101 Meadows Lane, Suite 100

Las Vegas, Nevada 89107

(702) 655-2346 – Telephone

*Attorneys for 180 Land Co., LLC and  
Fore Stars, Ltd.*

McDONALD CARANO LLP

George F. Ogilvie III, Esq.

Nevada Bar No. 3552

[gogilvie@mcdonaldcarano.com](mailto:gogilvie@mcdonaldcarano.com)

Amanda C. Yen, Esq.

[ayen@mcdonaldcarano.com](mailto:ayen@mcdonaldcarano.com)

Nevada Bar No. 9726

Christopher Molina, Esq.

[cmolina@mcdonaldcarano.com](mailto:cmolina@mcdonaldcarano.com)

Nevada Bar No. 14092

2300 W. Sahara Ave., Ste. 1200

Las Vegas, Nevada 89102

Telephone: (702) 873-4100

LEONARD LAW, PC

Debbie Leonard, Esq.

[debbie@leonardlawpc.com](mailto:debbie@leonardlawpc.com)

Nevada Bar No. 8260

955 S. Virginia Street Ste. 220

Reno, Nevada 89502

Telephone: (775) 964.4656

SHUTE, MIHALY & WEINBERGER, LLP

Andrew W. Schwartz, Esq.

[schwartz@smwlaw.com](mailto:schwartz@smwlaw.com)

California Bar No. 87699

(admitted pro hac vice)

Lauren M. Tarpey, Esq.

[ltarpey@smwlaw.com](mailto:ltarpey@smwlaw.com)

California Bar No. 321775

(admitted pro hac vice)

396 Hayes Street

San Francisco, California 94102

Telephone: (415) 552-7272

*Attorneys for City of Las Vegas*

\$53.7 million to fund immediately needed road improvements.<sup>9</sup> The Senate Bill 112 Funding Program (Fair Share Funding), is the newest source of additional transportation funding.

#### Fair Share Funding Program

The Clark County Board of Commissioners proposed a ten year Fair Share Funding Program to provide over \$100 million in revenue for needed transportation improvements in Clark County. In November, 1990, the Clark County voters passed Question 10 which approved the County's request to seek state legislation to allow the County Commissioners to implement the proposed plan. In March, 1991, the state legislature approved and the governor signed Senate Bill No. 112 which allows the County to implement this program. The cost of transportation improvements will be shared among four groups. Figure 5, Primary Origins of Annual Revenues, summarizes this breakdown.

The proposed revenue will come from increased taxes in several areas and will effect transportation improvements in the following categories:

- **Beltway Development** - A combination of several taxes to include: one percent increase in motor ve-

hicle privilege tax; a tax on all new development to \$500 for each residential unit and fifty cents per square foot on all commercial construction; five percent tax on gross receipts for rental cars; five percent tax on gross receipts for taxis and limousines; and five cents per gallon tax increase on fuel.

- **Streets and Highways** - A phased motor vehicle fuel tax increase of five cents: one cent in 1992; two cents in 1993; one cent in 1994; and one cent in 1995.
- **Resort Corridor** - A one percent increase in the hotel-motel room tax and a ten cent increase in the property tax levied in the Resort Corridor Transportation Improvement Districts to be designated.
- **Transit** - A quarter-percent increase in sales and use taxes.
- **Airport Access** - A one to five cent tax on aviation fuel and additional revenues funded from airport rates and charges.
- **State and Federal Highway Projects** - 54.2% of the State Capital funds for transportation generated by user fees to be returned to Clark County.<sup>10</sup>

Over \$ 1.625 billion in revenues is projected over the next ten years. Figure 6, Projected Transportation Revenues, 1992 - 2002, summarizes the dollars expected to be raised in each of the transportation categories noted above.<sup>12</sup>

#### 5.1.5 Alternative Circulation Modes

##### Fixed Route Transit

The fixed route transit services currently available in the City include the Las Vegas Transit Service, Inc. (LVTS), the Downtown Transportation Center, and the Las Vegas Trolley.

- **Las Vegas Transit Service, Inc.:** LVTS, a subsidized private for-profit carrier, currently provides fixed route public transportation services in the Las Vegas Valley. LVTS operates fifteen routes with an average of thirty-three buses serving Las Vegas, North Las Vegas, Henderson and the surrounding areas of Clark County and carries approximately 6,800,000 passengers annually. The fifteen routes of LVTS can be divided into the three functional groups shown in Map 5, Existing Transit Routes.

An analysis done by SR Associates for the RTC, revealed several deficiencies of LVTS, and certain aspects of their service do not conform to the recently adopted RTC standards for fixed route service. The study concluded that service coverage appeared to be adequate but because of the lack of interlining of buses on the majority of the routes, traveling from one side of the city to another by public transit is difficult and time consuming. Interlining increases the opportunity to match bus trips with passenger origin and destination demands. This involves routing, which alternates between one set of neighborhoods and another, based on observed origin and destination pat-

Figure 5

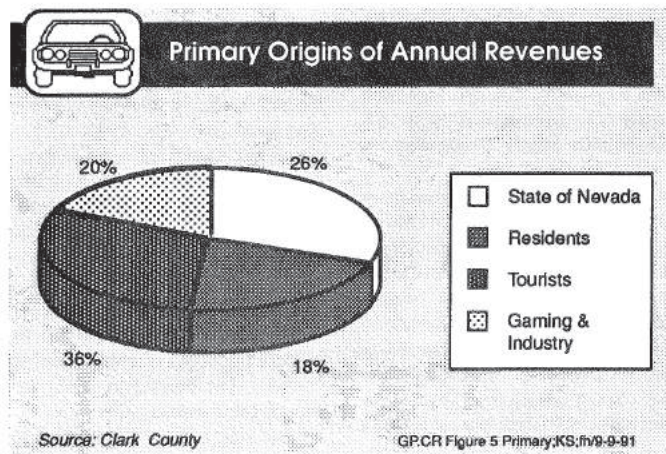
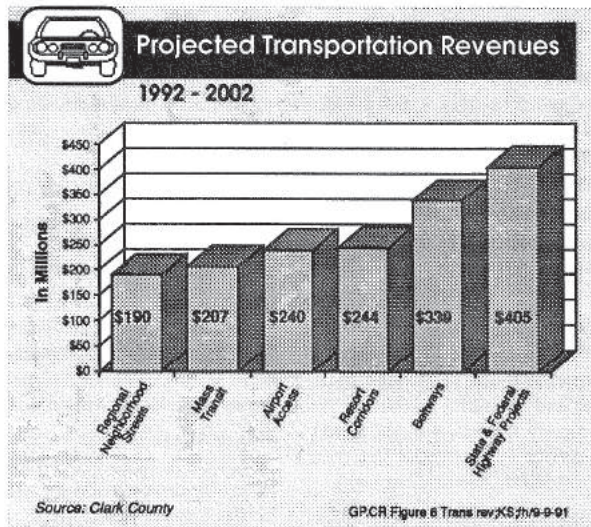




Figure 6



terms. This decreases the number of passenger transfers required and improves travel times for some passengers.

- Downtown Transportation Center and the Downtown Trolley:** The City of Las Vegas began its Downtown trolley service on June 27, 1987 in conjunction with the opening of the Downtown Transportation Center (DTC). The DTC is the hub of mass transportation for the Downtown and links the Las Vegas Transit System, the trolley system and any future mass transit options. The DTC building is a 10,000 square foot facility which includes a restaurant, rest rooms, waiting areas, a newsstand and security offices. Originally, the Trolley System was operated and managed by a private firm, but on January 1, 1989, the City assumed management and operational responsibilities for the trolleys and the DTC. Map 6, Trolley System Downtown Route, presents the only route currently in the system other than an express route to the Mead-

ows Mall and service from Cashman Field to Main Street Station.

#### Demand Responsive Transit

Demand Responsive Transit, also known as paratransit, utilizes smaller vehicles requires a reservation of a trip in advance, thereby offering a greater flexibility in routing. (Within the Las Vegas area there are thirteen private taxicab companies and nine non-profit agencies operating a total of 620 vehicles in varying forms of demand responsive services.) The local taxicab industry, regulated by the Nevada Taxicab Authority, holds the largest portion of the paratransit network with 551 permits issued among thirteen companies. The Economic Opportunity Board (EOB), the largest non-profit paratransit agency, operates 30 vans and buses servicing senior citizens and disabled persons throughout Clark County and are UMTA/RTC funded. Currently, service is determined by trip purpose with medical trips being of the highest priority, although, this may change due to the 1990 Americans with Disabilities Act that does not

allow for prioritization of trips on demand responsive services which are UMTA funded. There are also eight other agencies which own and operate demand responsive vehicles but they currently do not make a significant impact in the paratransit market.

#### Bicycle Facilities

The Las Vegas City Council adopted the City of Las Vegas Bicycle Program in February 1991 and approved the following recommendations:

- Adoption of the Bicycle Facilities Design Standards.
- Repeal of City Code Sections 11.40.050 (Report of Sale or Purchase), 11.40.220 (Violation - Juvenile warning citations) and 11.40.230 (Violation - Bicycle safety school).
- Commit to a program, beginning in July 1991, of annual capital expenditure to be made toward staged implementation of City wide bicycle route system.
- Recommend to the RTC that a position be added to the RTC staff for a Bicycle Coordinator.

In order to provide for bicyclists the City has adopted alternative standard sections for 80 and 100 foot rights-of-way as shown in Figure 7: Bicycle Lane Delineations. These new cross-sections will reduce the usual through traffic lane to 11 feet, and the lane closest to the curb will then be widened for bicycle use. Bicycle Facility Design Standards have also been adopted which will be utilized in the design of new roadways. Map 7, Existing Bike Routes, indicates those routes adopted as part of the Bicycle Plan by the City Council.

This bicycle plan is designed primarily for the bicycle commuter and does not address the needs of recreational bicyclists. The Recreation Trails Section of the Community Facilities Element discusses the needs and develop-



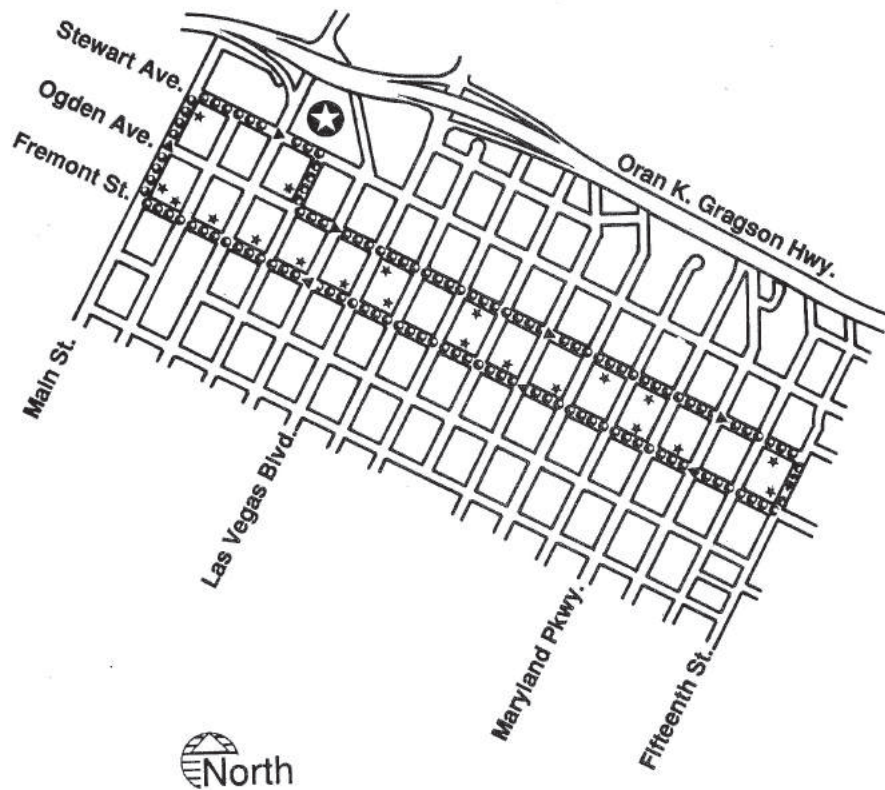
- Strip  
Neighborhood  
Crosstown

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## Trolley System Downtown Route



### Legend

----->----- Trolley Route

★ Trolley Stops

★ Downtown Transportation Center

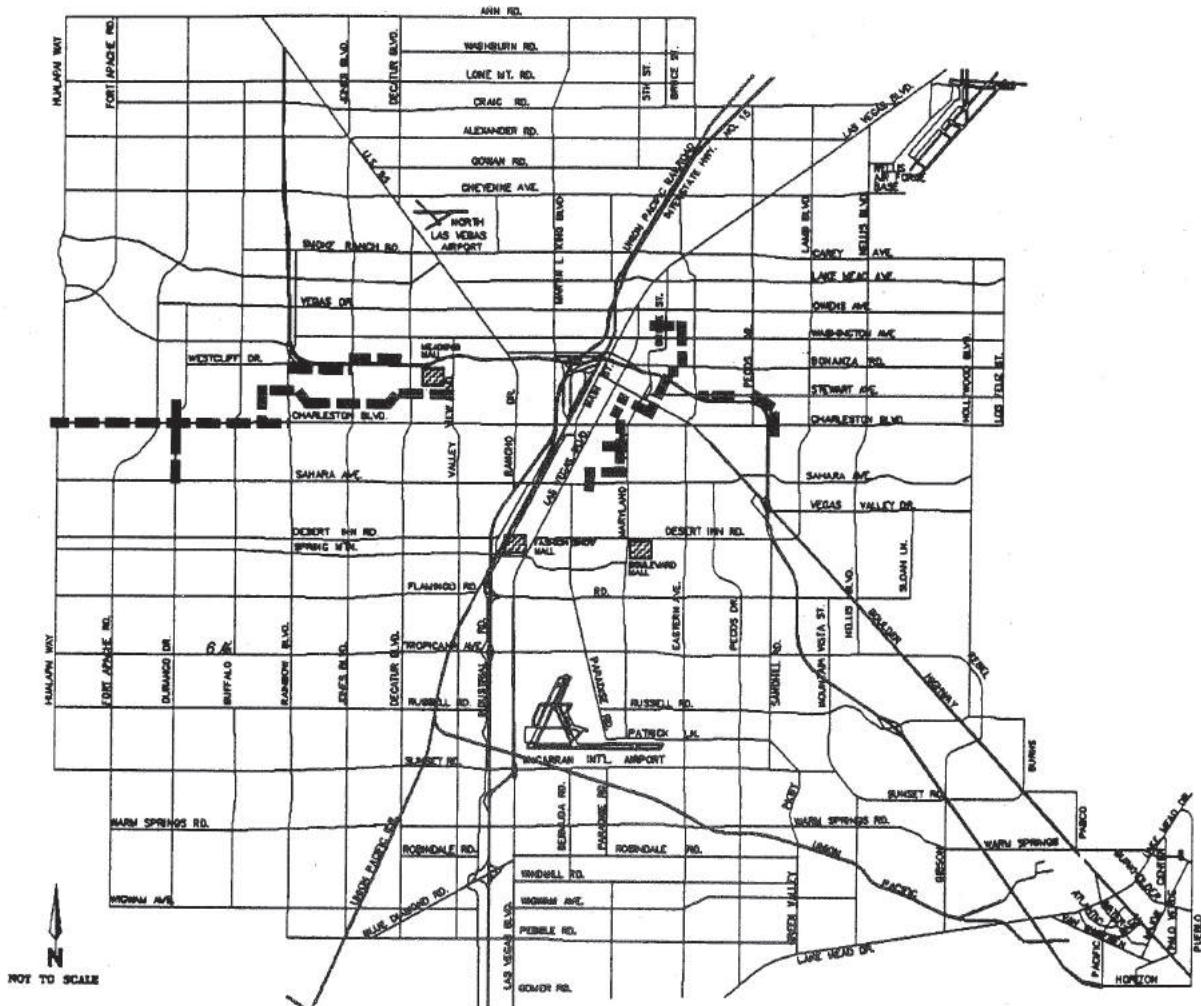
Source: City of Las Vegas Dept. of General Services

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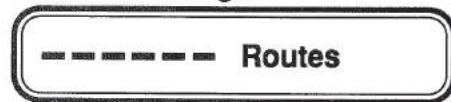
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# Existing Bike Routes



## Legend



Source: City of Las Vegas, Dept. of Public Works

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ment of a recreational trails plan.

#### **Super Speed Train Development**

The City of Las Vegas has supervised the preparation of a series of studies to determine the feasibility of building a high speed ground transportation system between Las Vegas and Southern California. In February, 1986, a task force appointed by the Las Vegas City Council concluded that the project was feasible and recommended to City Council that the Super Speed Train be moved toward implementation. A Bi-State Commission carried out the

implementation.

The Commission awarded the franchise to Bechtel Corporation, but due to unforeseen global economic events, they are having difficulty finding the financing for this project.

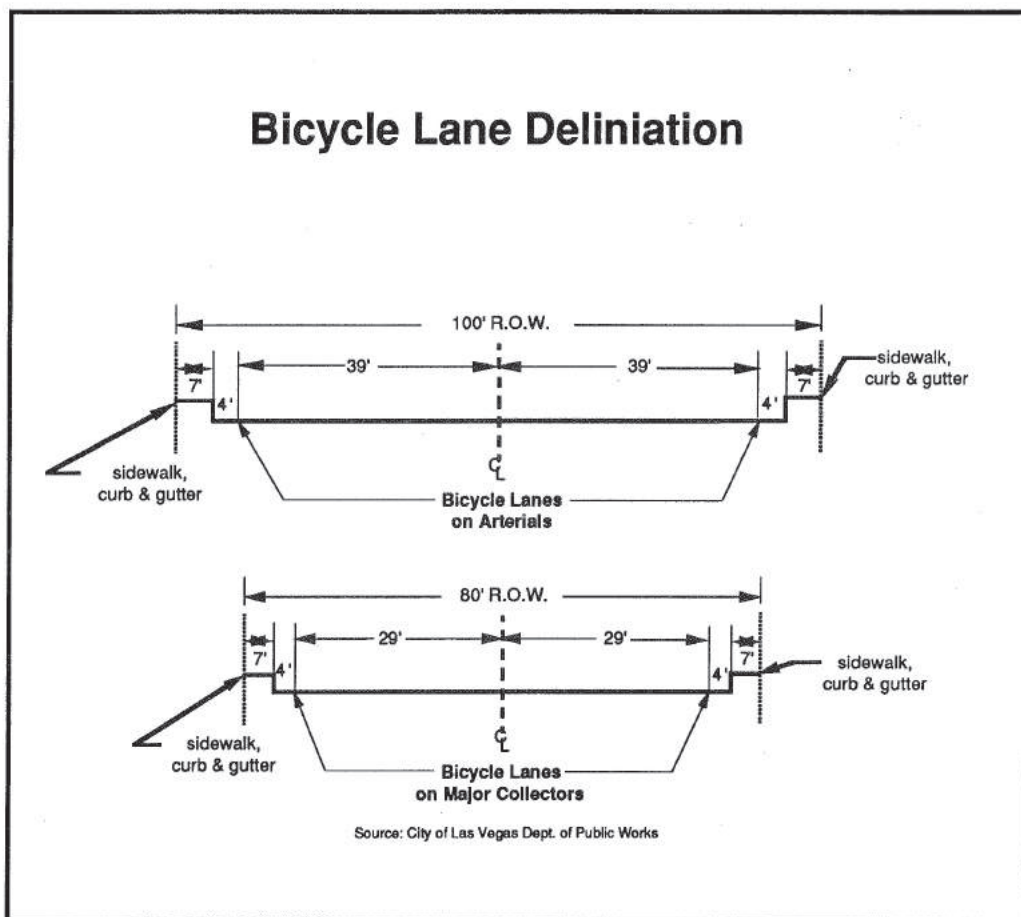
#### **Rail Transport**

The Union Pacific rail yard has had a significant impact on Las Vegas since 1905 when east/west railroad freight service began here. The Union Pacific mainline runs generally parallel to and between I-15 and Main Street/Las

Vegas Blvd. creating a barrier to east/west surface traffic. The only at grade crossing in the City is at Oakley Blvd.

The Union Pacific will be moving their railyards from the current location west of the Downtown and will make this property available for development. As development occurs on this 270 acre site it will have a major impact on the traffic in the Downtown, the adjacent freeways and the surrounding areas. The Downtown Traffic Congestion Issues Section of this document discusses the potential impacts and the

Figure 7





necessary steps to mitigate these problems.

#### *Air Services*

There are three public airports in the Las Vegas Valley. McCarran International Airport, located in Clark County, accommodates all commercial airlines serving the area. Approximately 17 million passengers a year utilize this facility.

Clark County purchased the North Las Vegas Air Terminal in October, 1987. The County is completing improvements to the facility to provide reliever facilities to McCarran International Airport. An analysis of aircraft noise impacts is covered in the Noise Section of the Conservation Element.

Sky Harbor Airport is a privately owned airport located seven miles south of McCarran Airport in Henderson. The airport contains approximately 2,000 acres, most of which are undeveloped. It is a "reliever" airport for McCarran and serves industries and businesses in Henderson.

### **5.1.6 Transportation Actions of the "Las Vegas 2000 and Beyond" Strategic Plan**

The Transportation Committee of the "Las Vegas 2000 and Beyond" Strategic Plan focused on ways to improve traffic by making the circulation system more accessible and convenient and proposed several actions. These actions are:

- Establish a single transit agency, inclusive of all affected governments and transportation agencies identified and charged with planning and implementing a mass transit system.
- Identify and select appropriate sources to provide required funds to construct, operate and maintain a mass transportation system.

- Promote the implementation and use of mass transit by using an intensive marketing plan that will be implemented by the single transit agency.
- Design a one-way grid system for the downtown core area from the east leg of the freeway to Charleston and I-15 east to Maryland Parkway.
- Build elevated pedestrian crosswalks.
- Complete Desert Inn Road by bridging the "Strip," I-15 and the Union Pacific railroad tracks.
- Designate major arterial streets to limit turning and number of lights to speed up traffic flow (Desert Inn, Tropicana, Flamingo, Spring Mountain, Sahara, and Charleston).
- Update study for the computerized signal system.
- Widen I-15 and reconstruct substantial interchanges.
- Complete the west leg of the beltway to divert north/south I-15 traffic.
- Identify and commence purchase of needed right-of-way for major beltway system around the Las Vegas Valley.
- Develop a plan to acquire land further in advance of anticipated needs so land is not used for other development.
- Designate the Las Vegas Strip for one-way traffic.

### **5.2 Issues**

Travel within the Las Vegas Valley has become increasingly more difficult over the past several years due to increased growth and traffic congestion. Growth is expected to continue; the City projects a 51% increase in population over the next ten years.<sup>12</sup> As a result, the City needs to improve both its circulation facilities and services so

it can meet the circulation needs of its citizens and visitors throughout the decade.

Five circulation issues have been identified and are discussed below.

### **Issue 1: Balance Between the Circulation System and Land Use Development**

The relationship between circulation and land use is particularly important. The circulation system has a direct impact on the pattern of land development, while the various forms of land development place diverse requirements on the circulation system. It is vital that the proposed planning and zoning consider the impact on the transportation network. The reverse is also true: the circulation system should be planned in conjunction with ongoing land use planning to provide a compatible hierarchy of roads, highways, and multi-use trails. From this broad perspective, five more specific areas of concern have been identified:

- **Transportation Impacts of New Development** - A reliable estimate of the projected traffic generated by all new development proposals, in the early phase of the development review process, is necessary to simplify coordination of the required improvements. Criteria need to be developed for use in determining when a traffic impact analysis is required.

Innovative transportation-land use alternatives will promote creative development while also encouraging trip reduction. Some examples of such alternatives are: providing incentives for developers to include transportation management in their project design; encouraging employers to promote alternative modes of transportation for their employees; or implementing park-



ing management programs.

- **Summerlin Development** - The 23,180 acre Summerlin Planned Community (see Element II, Land Use) will have a major impact on the transportation system of the entire Las Vegas Valley due to the tremendous number of additional vehicle trips it will add to the transportation network. According to Summerlin's 1991 *Planning Report*, "The Summerlin development, in its 'ultimate' form, [after the year 2025] has the potential to produce about 150,000 vehicle trips in the PM peak hour. This translates into about 1.75 million auto trips on a daily basis.<sup>13</sup> Of these trips, almost fifty percent are expected to remain within the development. Of the balance, approximately sixty percent will be destined to or will originate between Cheyenne Avenue and Flamingo Road and the remaining forty percent will be destined to or will originate south of Flamingo Road. A portion of this increase in vehicle trips is projected to be accommodated on the proposed Outer Beltway but, it will still require expanded capacity on the east/west arterials to the east of Summerlin to provide an adequate level of service. The U.S. 95/Summerlin Parkway interchange and U.S. 95 from Rainbow to Downtown also will be greatly impacted. Careful coordination with Summerlin will be maintained to mitigate the potential traffic problems.

The 1991 *Planning Report* suggests considering the use of existing rights-of-way to create, at a minimum, an "Intermediate Capacity Transit System/High Occupancy Vehicle" operation in two corridors:

- U.S. 95/Summerlin Parkway from the Town Center Area in Summerlin to the Downtown area of Las Vegas.

- Desert Inn Road or Sahara Avenue from the Town Center Area in Summerlin to Las Vegas Blvd.

Besides mass transit corridors, Summerlin is also considering the implementation of a comprehensive Transportation Demand Management (TDM) program including rideshare, flextime, variable work hours, and telecommunicating programs.<sup>15</sup>

- **Sawtooth Alignment** - The improvement of roadways by property owners, within, adjacent to, and outside their property is important to the development of a compatible hierarchy of roads and highways. Property owners are responsible only for "half-street" improvements of master planned, arterial streets that are adjacent to new subdivisions. One consequence of these "half-street" improvements in outlying areas is a "sawtooth" alignment. This occurs when there is a sequence of developed and undeveloped property adjacent to the arterial streets, resulting in a street pattern of varying widths with missing street segments. In addition, the "half-street" improvements are not always completed in a timely manner because of phasing.<sup>15</sup> A strategy to resolve this problem is necessary.
- **Arterial Development Impacts on Rural and Low Density Areas of the Northwest Area** - Preservation of the rural lifestyle within the northwest sector of the City is one goal of the proposed Land Use Plan. The development of standard, full width arterials on section lines and major collectors on quarter-section lines, could have a serious impact on this lifestyle. Alternative circulation plans and a future travel demand analysis using the proposed land uses would be useful in determining the viability of the alternatives.

- **Implications of Rancho Road (U.S. 95) as a Limited Access Facility** - Rancho Road (U.S. 95), north of its convergence with the Oran Gragson Fwy., is planned to become a limited access facility. Diamond interchanges are planned at Centennial Pkwy., Durango Rd., and Kyle Canyon Rd. Also, frontage roads are planned along the entire length of this segment on both the east and west sides of the road. Based on the proposed Land Use Plan and on approved and proposed developments in this area, there is a need to reevaluate the implementation of frontage roads and a need to review the type of interchanges currently recommended.

## Issue 2: Promotion of Safety, Efficiency, and Adequate Levels of Service

One of the City's primary circulation objectives is to maintain a safe and efficient roadway system which operates at an adequate level of service. Unfortunately, the level of service on the City's roadways has deteriorated over the past several years due to tremendous growth and the resulting travel demand and inadequate funding of improvements. In addition, increased congestion has compromised safety and efficiency. Several areas of concern are discussed below:

- **Level of Service Improvements** - Most road segments within the City currently operate at acceptable levels of service (LOS). Map 3 shows those segments that operate at level of service D, E, and F (see Section 5.1.3 for Capacity Analysis and Levels of Service) during peak hours.

Many other road segments throughout the City are approaching LOS D and will require improvements to prevent future unac-



ceptable levels of service. BRW Inc., has determined that within the Las Vegas Valley there are forty-two intersections near capacity (LOS D and E) or over capacity (LOS F) in the PM peak hour. Within the City, there are twenty-four locations operating near or over capacity in both the AM and PM peak hours. Based on this roadway and intersection data, current LOS conditions in the City, although poor at certain locations, are generally adequate.

Improvements to alleviate many of the existing problem areas are planned and in some cases, funds are already committed. The use of travel demand modeling, to evaluate various growth and land-use scenarios and their impact on the roadway network in the future, will be essential to funding priorities.

- **Downtown Traffic Congestion** - The future growth and revitalization of the Downtown is dependent on improved freeway access to and from the Downtown and improved circulation within the Downtown area. Based on mid-growth estimates prepared by Mountain West Research for the Las Vegas Redevelopment Agency, the population in the Downtown will increase from 13,255 to 15,220 and employment will increase from 28,875 to 44,360<sup>16</sup> by the year 2000. Several Downtown intersections already operate at LOS D or E and others are approaching that level. Additional growth will result in increased traffic congestion unless efforts are made to improve regional access and interior circulation.

I-15 and U.S. 95, though adjacent to the Downtown, provide only limited direct freeway access to the Downtown from the surrounding region. At present, access to/from U.S. 95 is confined to Las Vegas Blvd. and 4th Street/Casino Center

which are both expected to experience increased congestion in the future with Downtown growth. Access to/from I-15 is available only at Charleston Blvd. which currently operates with significant delays during peak hours. The I-15/U.S. 95 interchange (Spaghetti Bowl) is planned for reconstruction to resolve weaving problems and additional access to the Downtown and the Union Pacific property will be addressed in the scope of the project. In the future, additional access to and from these freeway corridors will be crucial in distributing traffic efficiently and maintaining an adequate level of service.<sup>17</sup>

- **Beltway Bypass-Loop** - Map 8, Historic Beltway Corridors, depicts the Las Vegas Valley outer beltway proposed routes.

The determination of a final beltway alignment and the subsequent acquisition of right-of-way is a complex and lengthy process. There are two basic steps to the development of a beltway alignment: identification of the alignment, and right-of-way acquisition.

The RTC *Beltway Scoping Study*, documented the environmental, social, economic and infrastructure factors which will influence location of the beltway. It also initiated a process for the RTC and NDOT to participate in the Federal Highway Administration's corridor preservation program to allow state and local governments to begin taking the steps required to secure the necessary right-of-way before land costs become prohibitive.

The RTC has also initiated a Tier I Environmental Impact Study (EIS) for a western and northern beltway. This will begin evaluation of potential corridors and provide environmental clearance to proceed with

right-of-way acquisition. This study does not include design of the facilities.

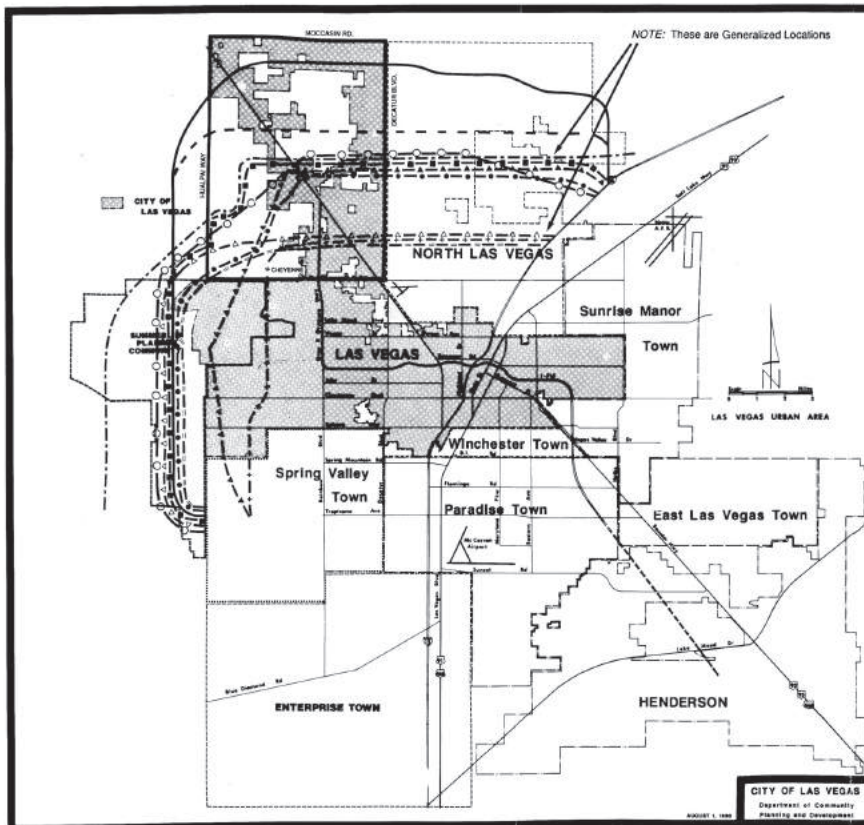
Due to the low density planned in the northwest sector, as well as the lack of a major eastern destination to be served, the City supports terminating the beltway at Rancho Road (U.S. 95) north of Ann Road. That termination site, as well as the corridor for the western beltway, needs to be determined after a thorough assessment of the impacts on the surrounding area.

- **Access Management** - Excessive access (too many driveways and/or poorly designed driveways) on arterials or major collectors increases the number of possible conflicts among vehicles. One consequence is unnecessary capital investment for roadway improvements. One solution is the development of guidelines to control access on arterials and major collectors in order to provide reasonable access while maintaining traffic safety and efficiency.
- **Special Improvement District (SID) 1320 Foot Rule** - State statute places a restriction on government required SIDs which do not allow improvement districts when the portion to be improved, between existing improvements, exceeds 1320 feet. The City has found this limitation very restrictive and there is a need to change the statute to expand this limit.

### Issue 3: Multi-modal Approach to Transportation Planning

A comprehensive circulation system offers several modal choices ranging from a variety of transit alternatives to pedestrian walkways. Currently, the private automobile is the preferred





Map 8

# Historic Beltway Corridors

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mode of transportation in the Las Vegas Valley. Mass transit is severely limited at best. A focus on alternatives to the automobile is needed and appropriate areas of interest include:

- **Linking Transit to Affordable Housing** - The interim report of the *Transit Technical Study* found that transit service is most widely utilized by persons in the lower median income brackets as well as the elderly and those who do not own a vehicle.<sup>18</sup> These groups typically are also in need of affordable housing and therefore it is important that areas planned for affordable housing projects are linked to the transit service areas.
- **Bicycle Program** - The adoption of the City of Las Vegas Bicycle Program is the first step in developing a comprehensive network of bicycle routes for both the commuter and recreational bicyclist. Commitment to a program of annual capital expenditure for the staged implementation of a City-wide bicycle route system is essential to the success of this bicycle program. Also, regional coordination is essential to the development of a bicycle system which links all areas of the Las Vegas Valley.
- **Pedestrian Circulation** - This is an important component of the Circulation Plan but transportation planning often ignores pedestrian considerations. Walking was previously essential to most social and economic activities and the urban environment within cities reflected facilities scaled to pedestrians. Increasing use of the automobile, however, changed the original street systems. They now serve a much larger population and a very dissimilar range and distribution of land uses. This, and the space devoted to the automobile, has forced the pedestrian into unbalanced competition for available circulation space.

The automobile made pedestrian activity obsolete in low density environments. However, pedestrian travel is still important in these areas, particularly for children going to school, and for all citizens going to recreation facilities. In urbanized areas and major activity centers, pedestrian traffic is also important because of its unique combination of capacity, accessibility and flexibility.

*The Downtown Traffic Circulation Study*, done for the Downtown Redevelopment Agency by BRW, Inc., analyzed current and future pedestrian activity. The top priority was to study the Downtown Core to establish a circulation zone for pedestrians and visitors. This also includes improvements to streetscape, directional/informational signage and other techniques to enhance opportunities and safety for pedestrians.

- **Multi-Use Trail System** - A multi-use trails system (bicycle, pedestrian and equestrian trails) is another important element of a successful multi-modal circulation system. Such a multi-use trail system will utilize dedicated rights-of-way or easements to connect other existing trail systems and selected recreational facilities. This topic is dealt with in greater detail in the Recreational Trails Section of the Community Facilities Element.

#### Issue 4: Intergovernmental Cooperation

The physical proximity of all political entities within the Las Vegas Valley demands cooperation and coordination in planning an effective and efficient circulation system. The City's active participation in the RTC is critical in protecting its interests within the regional context.

#### Issue 5: Air Quality

The Air Quality Section of the Environmental Quality and Conservation Element discusses the impacts to air quality. Gasoline powered vehicles are responsible for approximately ninety-six percent of the carbon monoxide in the Valley, which reaches unhealthful levels many times during the winter season due to temperature inversions. The Clean Air Act Amendments of 1990 requires all transportation plans and programs be evaluated for their conformity with the State Implementation Plan (SIP); the program for attainment of air quality standards.

Besides implementation of transportation system management techniques to improve street capacity, alternate methods of circulation and an active program to reduce the number of single occupant vehicles on the roadway are important. The implementation of transportation demand management strategies in new development, including activity centers, could have a significant impact on this reduction.



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## 5.3 Goal, Objectives, Policies and Programs

The following hierarchy of the overall Goal, and supporting Objectives, Policies and Programs, reflect applicable "actions" of the "Las Vegas 2000 and Beyond" citizen's strategic planning program, and subsequent review by the General Plan Citizens Advisory Committee of the 1985 General Plan Goals, Objectives, Policies and Programs, revised to address current conditions and issues.

**GOAL:** Develop a comprehensive circulation system serving local as well as regional needs for existing and future developments.

**Objective A:** Develop and maintain a balance between the circulation system and land use development.

**Policy A1:** Evaluate the roadway systems near all proposed developments for capacity and safety, and to determine coordinated improvements needed to support the additional traffic generated.

**Program A1.1:** By 1992, revise the zoning ordinance to require, early in the development review process, a Traffic Impact Analysis for all development projects which generate more than 100 vehicle trips during peak hour traffic and others as needed.

**Program A1.2:** By 1993, evaluate the integration of transportation management opportunities into the development review process.

**Policy A2:** Continue to require of property owners, all right-of-way and frontage improvements which are necessary to handle traffic generated by the property and necessary to implement the goals and objectives of the General Plan.

**Program A2.1:** By FY 1993, form a task force of staff and private citizens to investigate options to remedy the sawtooth alignment problem created by piecemeal development in outlying areas, and to examine the improvement of adjacent roadways during the earlier phases of development.

**Policy A3:** Plan for the extension and expansion of the City roadway systems to complement the Circulation goal and objectives of the General Plan.

**Program A3.1:** By FY 1992, institute an annual review and update of the Master Plan of Streets and Highways.

**Program A3.2:** By FY 1993, revise the City Subdivision Ordinance to allow for flexibility in street improvement requirements that would be more conducive to low traffic generating rural development.

**Program A3.3:** By FY 1992, initiate discussions with NDOT to reevaluate the proposed plan to construct frontage roads along Rancho Rd. north of its convergence with the Oran Gragson Fwy., and reevaluate the design of the proposed interchanges within this area.

**Program A3.4:** By FY 1993, initiate a circulation study of the Northwest Sector to evaluate circulation alternatives which may be more appropriate to rural development.

**Objective B:** Plan, develop and operate a safe and efficient roadway system at a level of service acceptable to the citizens of the City.

**Policy B1:** Continue to evaluate priorities for traffic control and other street and highway improvements through the analysis of current traffic operations data.

**Program B1.1:** By FY 1992, institute a biannual review of warrants for traffic control devices, updating as shown to be appropriate, after review of operational and safety records.



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**Program B1.2:** Work with NDOT and the RTC to effectively implement TRANPLAN and utilize this travel demand model to assist in future circulation decisions.

**Program B1.3:** By 1993, develop a Transportation Criteria Manual to include such items as, but not limited to, street design standards, parking lot standards, and traffic impact analysis criteria, which will aid in the proper planning, design and coordination of all circulation facilities.

**Policy B2:** Seek the means to improve regional access to and from the Downtown area, as well as improve access within the area, and develop a strategy to accomplish these improvements.

**Program B2.1:** Work with NDOT and the RTC in pursuing a solution regarding access of the Union Pacific property in conjunction with the upgrading of the I-15/U.S. 95 interchange.

**Program B2.2:** Develop a strategy to increase traffic capacity on those roadways in the Downtown area which are experiencing severe congestion.

**Program B2.3:** By FY 1993, develop alternatives for the upgrading of the Charleston/I-15 interchange and street system in order to improve access to and from I-15 and to improve through traffic on Charleston Blvd.

**Policy B3:** Support the completion of an outer beltway expressway or freeway to the west and south of the City and an outer beltway by-pass loop connection to U.S. 95 in the northwest.

**Program B3.1:** By FY 1992, in conjunction with the RTC, implement a program to identify the appropriate corridor for the northwest by-pass loop between the northern end of the western beltway, and the optimum termination point along U.S. 95 for the northern by-pass loop.

**Policy B4:** Utilize system management techniques to achieve maximum efficiency and safety of the existing roadway system.

**Program B4.1:** Continue to implement the provision of left turn signals and left turn lanes at congested intersections as well as protected/permissive left turn signals at certain intersections.

**Program B4.2:** By FY 1994, complete expansion, enhancement and/or upgrade of the computerized, coordinated traffic signalization system which will include the City of Henderson.

**Program B4.3:** By FY 1993, develop Access Management Guidelines which will assist in controlling access to major thoroughfares from adjacent developments.

**Program B4.4:** Prohibit parking along all primary thoroughfares.

**Program B4.5:** By FY 1992, develop a procedure which evaluates the implementation of high-capacity, travel efficient, one-way couplets in areas of significant congestion.

**Program B4.6:** Inventory at-grade railroad crossings and analyze for the cost, benefit and timing of removal.

**Policy B5:** Continue to maintain public streets to ensure their maximum useful life through a timely program of maintenance, resurfacing and rehabilitation.

**Program B5.1:** By FY 1994, with the cooperation of RTC, identify other efficient funding sources for roadway maintenance.

**Policy B6:** Continue to participate with local property owners in the formation of Special Improvement Districts, where appropriate, to provide street improvements to serve properties in a designated area and seek ways to facilitate this process.

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**Program B6.1:** By FY 1992, research the feasibility of seeking a change of NRS, Chapter 271: Local Improvements, regarding the 1320 foot maximum rule regarding improvement districts so as to increase the number of feet that can be improved.

**Policy B7:** Ensure that all city transportation facilities and services comply with the American With Disabilities Act.

**Policy B8:** Seek opportunities which facilitate the safe movement of trucks.

**Program B8.1:** Continue to evaluate the network of streets and highways to determine which streets are most appropriate for truck operations.

**Program B8.2:** Continue to install and enforce truck route directional signs on preferred truck routes.

**Objective C:** Develop and promote a multi-modal circulation system.

**Policy C1:** Support expansion of transit service to serve all areas of the City, particularly those areas which have transit dependent populations.

**Policy C2:** Support the concept of express buses and high occupancy vehicle corridors along routes which warrant increased level of service in order to improve transit service long distance commutes, or between major Activity Centers which generate large numbers of transit trips.

**Policy C3:** Support the implementation of traffic design features (e.g., exclusive bus lanes, bus turnouts, transit loading/unloading areas) which will improve the operation of transit vehicles on new roadways and roadways scheduled for improvement.

**Policy C4:** Continue to operate the Downtown Transportation Center to facilitate transfers between all modes of circulation in downtown Las Vegas.

**Policy C5:** Support public and private organizations which provide special transit services to city residents who, because of age, handicap or socioeconomic status, are unable to provide their own transportation.

**Policy C6:** Continue to provide a system of designated bicycle routes and facilities, including storage considerations that provide a convenient and safe alternative to the automobile.

**Program C6.1:** Organize and conduct an annual bicycle path network meeting with all adjacent government entities to create a metropolitan bicycle network.

**Program C6.2:** By FY 1993, implement a biennial review of the Bicycle Plan.

**Program C6.3:** Continue to budget installation of bicycle racks at public facilities.

**Program C6.4:** By FY 1993, revise zoning ordinances to add requirements for provision of bicycle storage facilities in all new, multi-family and commercial developments.

**Policy C7:** Require the provision of pedestrian facilities which complement the city roadway system, particularly in areas with access to schools and areas of intense pedestrian activity.

**Program C7.1:** By FY 1994, develop a comprehensive City Pedestrian Plan which emphasizes the development of a variety of pedestrian facilities in the Downtown, major activity centers and other pedestrian oriented areas.



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**Policy C8:** Provide multi-use trails (trails for horseback riding, bicycling, hiking and jogging) within and/or between certain designated areas to provide alternative circulation opportunities.

**Program C8.1:** By FY 1993, develop and submit for adoption a multi-use Trail Plan linking together other trail systems and recreation facilities in Las Vegas and adjoining jurisdictions.

**Policy C9:** Continue to pursue the development of the proposed Las Vegas to Los Angeles Super-Speed Train to increase accessibility between the City of Las Vegas and the Southern California area.

**Objective D:** Coordinate with other governmental entities to ensure the efficient development of a regional transportation system.

**Policy D1:** Support regional long-range planning efforts through continued city membership on the Planning and Technical Committees of the Regional Transportation Commission (RTC). This membership will allow the City to assist with the general circulation plan, transit plans, transportation system improvement plans and appropriate policies and procedures of the RTC. This effort will also ensure the identification of regional transportation needs, the establishment of priorities for roadway development and safety enhancement projects, and the continuity of the circulation system as it crosses jurisdictional boundaries.

**Policy D2:** Require all privately and publicly sponsored circulation improvements to be in conformance with local and regional circulation plans of the RTC and the other governmental entities, including NDOT, to ensure the continuity and consistency of the street and highway system.

**Policy D3:** Coordinate with the Regional Transportation Commission in the development of an intermodal (highways, transit, terminal facilities, and new technologies) circulation system aimed at complementing the Circulation goals and objectives of the General Plan.

**Policy D4:** Coordinate with Clark County regarding the Nuclear Waste Repository Program as it affects transportation.

**Policy D5:** Attempt to coordinate with the Clark County School District to provide for the safe walking and transportation of students who walk or ride to school.

**Program D5.1:** Continue the Safe Route to School Program.

**Program D5.2:** By FY 1994, develop a standard policy which outlines the regulations for installation of speed limit flashers and school speed zones.

**Objective E:** Develop a circulation plan which supports improvements and programs to enhance air quality in the Las Vegas Valley.

**Policy E1:** Utilize system management techniques to aid in the improvement of roadway levels of service, particularly during peak hours, to aid in the reduction of air pollution.

**Policy E2:** Promote the reduction of the single-occupant vehicle on the areas roadways.

**Program E2.1:** Work with the RTC in developing and promoting transportation management techniques for Las Vegas area employers and developers.

**Program E2.2:** Continue to offer the Share-A-Ride program to City employees and look for ways to improve the program.

**Program E2.3:** By FY 1993, evaluate the impact on the reduction of traffic during the peak hours of a four day work week for City employees.



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## 5.4 Evaluation and Implementation Matrix

The following Circulation Evaluation and Implementation Matrix (EIM - see next page) was prepared as a measurable summary of the above Policies and Programs. The EIM is to be used:

- as a method to implement the General Plan
- as a way to measure the implementation of the General Plan
- as a document to assist in justifying a budget for specific work programs
- as a tool to assign responsibility for completing work programs

The following abbreviations apply to each Evaluation and Implementation Matrix

### *City Departments*

CP Community Planning and Development  
DD Design and Development  
DE Detention and Enforcement  
ED Department of Economic and Urban Development  
GS General Services  
PL Parks and Leisure  
PW Public Works

### *Other Agencies/Jurisdictions*

BLM Bureau of Land Management  
CC Clark County  
CCSD Clark County School District  
NDOT Nevada Department of Transportation  
RTC Regional Transportation Commission

## 5.4 Circulation Evaluation and Implementation Matrix

POLICY (PROGRAM)	SUMMARY	RESPONSIBLE DEPARTMENTS	DATE OF IMPLEMENTATION	ACTION/PRODUCT (RELATED PROGRAM)	REMARKS
A1	Evaluate roadways near all new development for capacity and safety to determine necessary improvements.	PW	Ongoing	Approval and/or requirement of a traffic impact analysis and other necessary improvements.	
A1 (A1.1)	Revise zoning ordinance to require a traffic impact analysis for all projects generating more than 100 vehicle trips.	PW, CP	1992	Change to zoning ordinance.	
A1 (A1.2)	Evaluate integration of transportation demand management measures into the development review process.	CP, PW	1993	Report and recommendation.	
A2	Continue to require right-of-way and frontage improvements by property owners.	PW	Ongoing	Off site improvements.	
A2 (A2.1)	Form task force to look at two problems: one having to do with the lack of adequate roads installed by developers of "leap frog" development; two, the sawtooth alignment problem resulting from the phasing techniques used by developers.	CP, PW & the private sector	1993	Report and recommendations.	
A3 (A3.1)	Annual review and update of Master Plan of Streets and Highways.	CP, PW	1992	Map.	
A3 (A3.2)	Revise Subdivision Ordinance to allow flexibility in street improvement standards in rural areas.	PW, CP	1993	Revision of Subdivision Ordinance.	
A3 (A3.3)	Initiate reevaluation of plan to construct frontage roads along Rancho Rd., north of its convergence with Oran Gragson Fwy.	PW, CP, NDOT	1992	Coordinated review with NDOT.	
A3 (A3.4)	Initiate a circulation study of the Northwest sector to explore circulation alternatives.	CP, PW, RTC, CC	1993	Study/report and modification to Master Plan of Streets and Highways if appropriate.	
B1	Evaluate priorities for traffic control and street improvements through the analysis of current traffic operations data.	PW	Ongoing	Traffic and facility improvements.	
B1 (B1.1)	Biannual review of warrants for traffic control devices.	PW	1992	Criteria and standards based on latest information.	
B1 (B1.2)	Implementation of the TRANPLAN travel demand model.	PW	Ongoing	Testing of proposed network to aid in making informed transportation facility decisions, both for improvements and new facilities.	NDOT has license.

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POLICY (PROGRAM)	SUMMARY	RESPONSIBLE DEPARTMENTS	DATE OF IMPLEMENTATION	ACTION/PRODUCT (RELATED PROGRAM)	REMARKS
B1 (B1.3)	Develop a Transportation Criteria Manual	PW	1993	Consolidated manual of all existing standards and criteria which impact transportation and development.	
B2	Seek improvement of regional access to and from the Downtown area as well as within.	ED, PW, CP	1993	Improved access to the Downtown area.	
B2 (B2.1)	Pursue solution of access to Union Pacific property in conjunction with the upgrading of the I-15/US 95 interchange.	ED, PW, CP	1992	More direct access to the Union Pacific property from the freeway corridors.	
B2 (B2.2)	Develop a work plan to increase through capacity on roadways in Downtown experiencing severe congestion.	PW, ED	1993	List of streets to be improved and a time frame for improvement.	
B2 (B2.3)	Pursue alternatives for the upgrade of the Charleston/I-15 interchange, to improve access to/from I-15, and improve through traffic on Charleston Blvd.	PW, ED	1993	Alternative plans for improvement.	
B3 (B3.1)	Identify the appropriate corridor for the expressway in the northwest, west of Rancho Rd. and the termination point of a bypass route along Rancho Rd.	PW, RTC, CC, CP, NDOT	1992	Report and map of proposed routes and termination points.	
B4 (B4.1)	Continue implementation of left turn signals and lanes as well as protected/permissive left turn signals.	PW	Ongoing	Left turn signals, left turn lanes and protected/permissive left turn signals.	
B4 (B4.2)	Completion of expansion and enhancement of LVACTS.	CONSULTANT, PW	1994	Completed study.	Implementation of improvements based on available funding.
B4 (B4.3)	Develop Access Management Guidelines.	PW, RTC, NDOT	1993	Policy and guidelines which can be uniformly applied regarding access to and from adjacent properties for both in place and proposed roadways.	Revision to current City codes may result.
B4 (B4.4)	Prohibit parking on all primary thoroughfares.	PW, RTC	Ongoing	Designate thoroughfares for prohibition.	Designated at 70% capacity.
B4 (B4.5)	Procedure for evaluation of implementation of one-way couplets.	PW	1992	Develop procedure, adopt for review and use.	
B4 (B4.6)	Inventory at-grade RR crossings - analyze for cost, benefit and timing of removal.	PW	1992	Inventory and analysis.	
B5	Continue to maintain streets to ensure maximum useful life.	PW	Ongoing	Maintenance and resurfacing program.	



POLICY (PROGRAM)	SUMMARY	RESPONSIBLE DEPARTMENTS	DATE OF IMPLEMENTATION	ACTION/PRODUCT (RELATED PROGRAM)	REMARKS
B5 (B5.1)	Identify other funding sources for roadway maintenance.	PW, RTC	1994	Publish funding sources.	May pursue change to NRS.
B6 (B6.1)	Determine feasibility of seeking change to state law regarding 1320 ft limit for SIDs.	PW	1992	Task force to recommend legislative action to increase 1320 ft limit.	Legislative action would have to wait until '93.
B7	Transportation facilities and services to comply with American Disabilities Act.	GS, PW	Ongoing	Compliance with American Disabilities Act.	
B8 (B8.1)	Evaluate the street network for determination of truck routes.	PW	Ongoing	Annual review and update via map.	
B8 (B8.2)	Installation of truck route signs to be continued	PW	Ongoing	Installed truck route signs.	
C1	Support expansion of transit service to serve all areas and particularly areas of transit dependent populations.	RTC, PW	Ongoing	Expanded transit service.	
C2	Support express bus routes and HOV corridors to improve transit service.	RTC, PW	Ongoing	Express bus routes.	
C3	Support the implementation of traffic design features to improve operation of transit vehicles.	RTC, PW	Ongoing	HOV corridors, bus turnouts, transit loading/unloading areas.	
C4	Continue to operate the DTC.	GS	Ongoing	DTC	
C5	Support public and private organizations which provide paratransit services.		Ongoing		
C6 (C6.1)	Conduct an annual bicycle path network meeting to develop a metropolitan bicycle network.	PW, CP, PL, RTC	Ongoing	Publish results of meeting, map of annual projects, funding and responsibility.	
C6 (C6.2)	Biennial review of Bicycle Plan.	CP, PW	1993	Publish review results and update map.	Informal, interlocal agreement may be necessary.
C6 (C6.3)	Continue to install bicycle racks at public facilities.	PW, PL	Ongoing	Continued installation per contract for building construction.	
C6 (C6.4)	Revise zoning ordinances to require bicycle storage facilities in all new multi-family and commercial developments.	CP	1993	Revision of zoning ordinances.	
C7 (C7.1)	Develop a comprehensive City pedestrian plan.	CP, DD, PW,	1994	Plan for adoption and for use in future development.	Coordinate with Urban Design studies.
C8 (C8.1)	Development of a multi-use trail system.	CP, PW, RTC, RFC, NDOT, BLM, CITIZENS	1993	Trails plan and map.	
C9	Pursue development of the Super Speed Train.	ED	Ongoing	Super Speed Train in place.	

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POLICY (PROGRAM)	SUMMARY	RESPONSIBLE DEPARTMENTS	DATE OF IMPLEMENTATION	ACTION/PRODUCT (RELATED PROGRAM)	REMARKS
D1	Continued City participation on RTC committees.	CP, PW	Ongoing	Participate and report as necessary.	
D2	Require circulation improvements to be in conformance with local and regional circulation plans.	PW	Ongoing	Conformance with local and regional plans.	
D3	Coordinate with RTC in development of intermodal circulation system.	PW	Ongoing	Attend meetings.	
D4	Coordinate with Clark County regarding the Nuclear Waste Repository Program.	CP	Ongoing	Attend meetings.	
D5 (D5.1)	Continue Safe Route to School Program	PW, CCSD	Ongoing	Map for each elementary school.	
D5 (D5.2)	Develop standards for installation of school speed zones and speed limit flashers.	PW, CCSD	1993	Adopt standards, implement via budgeting.	Currently, this is an arbitrary decision.
E1	Utilize system management techniques to aid in improving roadway LOS to help reduce air pollution.	PW	Ongoing	Improved roadway capacity.	
E2 (E2.1)	Cooperate with RTC in developing and promoting TDM techniques for LV employers and developers.	CP	Ongoing	Implementation of TDM techniques.	
E2 (E2.2)	Continue to offer Share-A-Ride program to City employees.	DE	Ongoing	Improved participation in Share-A-Ride.	
E2 (E2.3)	Evaluate impact of 4 day work week for City employees on traffic during peak hours.	PW	1993	Analysis and report.	

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