2026

JACKSON AVENUE ECONOMIC IMPACT REPORT



CITY OF LAS VEGAS NEVADA

HR&A

SUMNU

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HISTORIC ROOTS

The Assets of a Cultural Treasure

Beginning in the 1940s, Las Vegas's Historic Westside emerged as one of America's great centers of Black culture and enterprise — a national destination where artistry, activism, and aspiration converged. The neighborhood stood at the crossroads of the Civil Rights and Welfare Rights Movements, nurturing generations of Black leaders, intellectuals, and entrepreneurs who shaped not only Las Vegas but the nation's social and cultural trajectory.

Jackson Street was the beating heart of this vibrant community, a corridor alive with music, commerce, and possibility. Its integrated gaming halls, entertainment venues, and hospitality landmarks made it a unique symbol of Black prosperity and creativity. Chief among these was the Carver House at 400 W. Jackson Avenue, an 88-room, five-story hotel and casino that opened in 1961, serving as both a luxury destination and a civic hub until its closure in 1965. Just down the street, the New Town Tavern drew national stars, Sonny Liston, Chubby Checker, and Sammy Davis Jr., and hosted the first NAACP cocktail party in 1957, featuring performances by Nat King Cole, Cab Calloway, and the Ink Spots.

Though fires and disinvestment have erased many of these once-prominent establishments, the cultural spirit they embodied endures, and so does the potential for renewal. Today, the Historic Westside stands poised to reclaim its role as a driver of economic and cultural vitality in Las Vegas. By strategically designating, restoring, and reinvesting in its historic properties and fully activating underutilized and vacant sites, the neighborhood can once again serve as a national model for cultural-centered economic development.

Integrating heritage assets into new developments, rather than replacing them, offers a once-in-a-generation opportunity to create an inclusive, sustainable economy rooted in history, creativity, and community pride. Historic preservation here is not merely an act of memory; it is a strategy for growth — one that strengthens tourism, supports local entrepreneurs, and safeguards the identity of the Westside's long-standing residents.

To chart this path forward, a comprehensive historic property conditions scan was conducted. The findings that follow reveal not only the challenges but also the extraordinary promise that remains embedded in the streets and structures of the Historic Westside.

Though many of the physical structures that once defined Jackson Street have been lost, the cultural legacy they represent endures, and so does the opportunity for replenishment and renewal.

Today, as Las Vegas continues to expand and diversify its economy, the Historic Westside sits at a pivotal inflection point, where legacy, location, and market momentum converge.

Note to the Reader: Throughout this report, **"Jackson Street"** and **"Jackson Avenue"** are used interchangeably to refer to the same corridor. While "Jackson Avenue" reflects the current official designation, "Jackson Street" acknowledges the corridor's historic identity. References to present-day conditions generally use "Avenue," while "Street" is used to evoke the corridor's legacy and future aspirations.

Jackson Street Then



Jackson and D Street, 1967



Carver House Hotel and Casino, 1961

Cotton Club, early 1950s





New Town Tavern, 1960



Love's Lounge, 1978

1950s – 1960s

Sources: UNLV Special Collections & Archives/Lloyd Gill Photograph Collection, Stan Armstrong Community Photo Collection, Clinton Wright and Stan Armstrong Photograph Collections

Historic Asset Conditions Scan

This analysis utilized the Intensive Level Survey of Historic African American Resources in the West Las Vegas Neighborhood (2023) and Clark County Assessor's Office property data to catalog current historic resources in the neighborhood, their eligibility for National and Local historic designations, and strategies for utilizing historic properties and funding sources in the economic and cultural revitalization of Jackson Street.

Historic Asset Scan Takeaways

→ **Historic properties on Jackson Street represent one of Las Vegas' most compelling opportunities for culture-centered economic development and placemaking.** Once cornerstones of national Black entertainment and entrepreneurship, these sites can authentically anchor a district that celebrates heritage while generating new investment, jobs, and tourism.

Two profound examples are the former Cotton Club, opened by Moe Taub for the African American community in the early 1940s, and the former Louisiana Club, opened by Theodore "Ted" Richards in 1955.[1] Both currently owned by churches, these two venues were national cultural destinations. The Cotton Club attracted performers from across the country in the late 1940s such as the Treiners from Mobile, Alabama, and Johnny Crawford's Orchestra, making it a fixture in the national rhythm and blues circuit.

→ **The Historic Westside's historic sites can serve as destinations for cultural tourism and keepers of community, preventing cultural displacement.**

Today, these buildings and others like them can serve as vital bridges between the Historic Westside's celebrated past and its economic future. Within a four-block radius of Jackson Avenue, **five properties are eligible for both local historic designation and listing on the National Register of Historic Places, two are eligible for local designation only, and one property is already listed at both levels.** Three of these sites are located directly along Jackson Avenue, a corridor now poised for significant reinvestment.

Protecting these properties through formal designation could open access to federal and state Historic Tax Credits, creating catalytic opportunities for adaptive reuse and small business activation. Restored venues could serve as culinary, arts, and cultural destinations, generating year-round visitation and reinforcing the Westside's unique identity within Las Vegas's broader tourism economy.

→ **1312 F Street** – Former Louisiana Club, eligible for national and local historic designation.

→ **500 Jackson Ave** – Former Cotton Club/ Cotton Bowl Bowling Alley and Bar, eligible for national and local historic designation.

→ **620 Jackson Ave** – Former barber shop and used car lot. Eligible for national and local historic designation.

1 Intensive Level Survey of Historic African American Resources in the West Las Vegas Neighborhood, North Wind Resource Consulting, 2023, 149-150.

Jackson Street Now







2024

Source: HR&A Advisors

These sites all have the potential to serve as unique destinations for visitors and community gathering spaces for long-time residents of the Westside. Designation can provide access to funding for rehabilitation and protection from demolitions or drastic changes.

→ **Because many historic buildings along Jackson Avenue have already been lost, it is important to prioritize preserving remaining assets, and encourage future developments to channel the cultural past of the neighborhood.** These buildings could once again function as gathering places for long-time residents while attracting new audiences who seek authentic cultural experiences. Formal designation also provides critical protection against demolition or insensitive redevelopment, ensuring that the corridor's historic character remains intact even as it grows.

→ Because so many structures along Jackson Avenue have already been lost, **time is of the essence.** Preserving the few remaining historic buildings is not simply about conservation; it is about creating the foundation for a **thriving, inclusive cultural economy** that honors the Historic Westside's history while fueling its future. The demolition of landmarks such as the New Town Tavern, first built in 1955 and later known as the Tokyo Nights Casino, underscores the urgency of safeguarding the assets that remain.

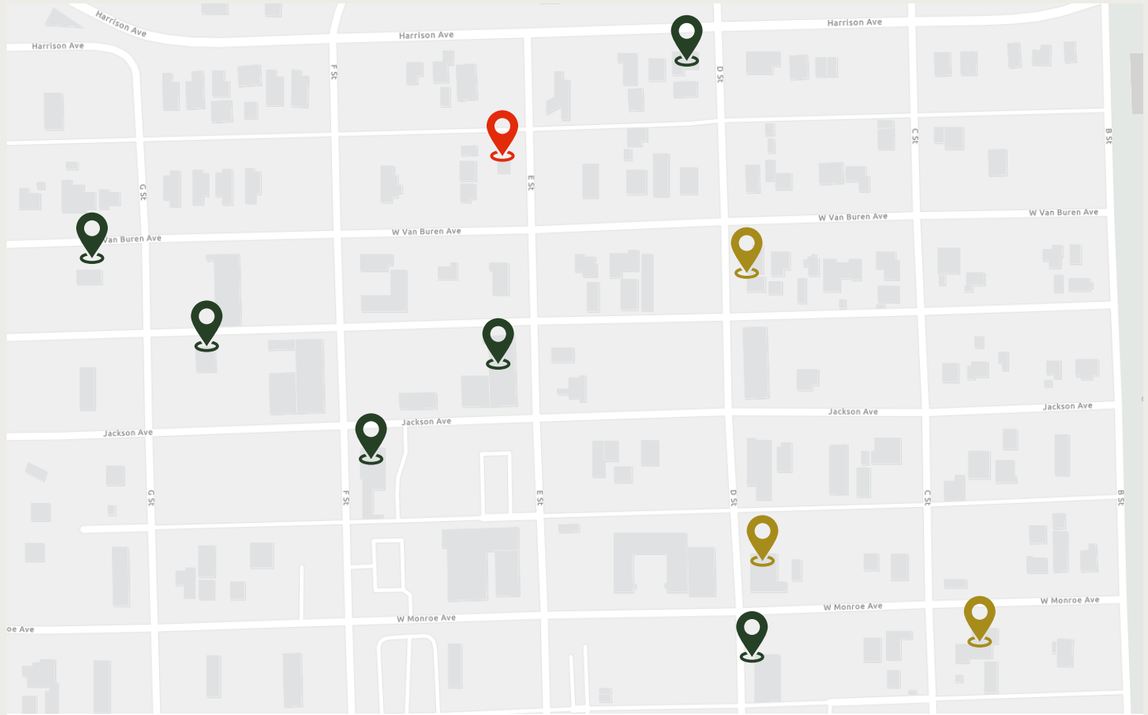
Historic Properties with Designation Eligibility Near Jackson Street

Ten properties were identified as either eligible for national and/or local historic designation or are currently designated. These historic properties are within a 4-block radius of Jackson Street and have potential to play a role in economic development, cultural tourism, placemaking, and neighborhood programming. In addition to providing destinations for cultural tourism, historic designation of individual properties can be used strategically to protect important community landmarks from demolition as market pressure from new developments increases.

Local designation under the City of Las Vegas' Historic Designation Ordinance (19.10.150) can help preserve the character of designated buildings through design review by Planning staff and the Historic Review Commission and provide protections against unnecessary demolition of designated structures. National designation is also significant; properties listed on the National Register of Historic Places are eligible to apply for federal Historic Tax Credits equivalent to 20% of development cost for the rehabilitation of the property, in addition to providing leverage for philanthropic and other funding.

Figure A and Table 1 overview 10 existing historic properties near Jackson Avenue that are eligible for local and/or national historic designation. The listed properties could join other historic structures within the surrounding neighborhood, such as Harrison House on F Street which was added to the National Register of Historic Places in 2016.[2] To further promote the preservation of structures and education about the history of Jackson Avenue and the Historic Westside, the City could establish a historic district under Nevada law (NRS 384.005). There are eight National Historic Districts in Nevada, such as Las Vegas High School Historic District, ~2 miles south of the Historic Westside.[3] A formal Westside Historic District could uplift the neighborhood's civil rights heritage and encourage regenerative tourism that actively centers Black contributions to local and national history.

Figure A. Historic Properties Eligible for Designation near Jackson Street



2 "Former Westside Guest House Lands on the National Registry of Historic Places," Wasser, F., KNPR, 2016. Accessible here.

3 "7 Gems That'll Leave Your Rich, Part Two," Ellery, M., 2023. Accessible here. "A Self-Guided Walking Tour: Las Vegas High School Historic District," 2007. Accessible here.

Table 1. Historic Properties in and near the Jackson Street Corridor

Map	Address	Historic Description	Designation Status	Zoning + Permitted Uses*
1	**1312 F Street**	Former Louisiana Club	Eligible for National + Local Designation	T4-MS Community Hub, Cultural Venue, F+B, Office/Lab, or Retail
2	**500 Jackson Ave**	Former Cotton Club/ Cotton Bowl Bowling Alley and Bar	Eligible for National + Local Designation	T4-MS See above.
3	**620 Jackson Ave**	Former Barber Shop and Used Car Lot	Eligible for National + Local Designation	T4-MS See above.
4	**1214 D Street**	Commercial Business	Eligible for National + Local Designation	T4-MS See above.
5	**705 W Van Buren**	Walker Family African American Museum	Eligible for National + Local Designation	T4-N Primarily multi-unit residential uses with smaller neighborhood-supporting uses at appropriate locations.
6	**1515 D Street**	Church of Christ Holiness	Eligible for National + Local Designation	T4-N See above.
7	**500 W Van Buren**	Leroy and Carrie Christensen House	Nationally and Locally Designated	T4-N See above.
8	**1308 D Street**	Former Brown Derby Club	Eligible for Local Designation Only	T4-MS Ground floor commercial or service uses with a mix of commercial, residential, service, and/or office uses on upper stories.
9	**321 W Van Buren Ave**	Moody House	Eligible for Local Designation Only	T3-N Primarily residential with smaller neighborhood-supporting uses at appropriate locations.
10	**219 W Monroe**	Helen Senter or Lee White House	Eligible for Local Designation Only	T3-N See above.

*This list of potential uses is not exhaustive, and many structures are currently in-use as houses of worship or retail. This chart does not recommend a change in use but notes that the property may benefit from historic designation and that other uses may be allowed.

Sources: Intensive Level Survey of Historic African American Resources in the West Las Vegas Neighborhood, North Wind Resource Consulting, 2023. City of Las Vegas, Historically Listed Properties, 2025.

EXISTING CONDITIONS

Where Growth Tapers and Stagnation Begins

↓

The HUNDRED Plan shares the following vision for the Historic Westside:

The Historic Westside will be a thriving district of African American Culture in Las Vegas. It will be a unique place where the world will come together to live work, visit, and play, through the development of housing, local business, jobs, education, hospitality, and cultural vision.

It is critical to understand the existing barriers to fulfilling this vision, with attention paid to the dynamics contributing to stagnation on the Historic Westside as other areas of the Las Vegas Valley grew over the decades. This section explores the people who call the Historic Westside home and the surrounding employment which influences the neighborhood's outcomes.

Demographic and Employment Scan Takeaways

- → **The Historic Westside is adjacent to several major employment corridors, yet residents remain largely disconnected from those opportunities.** As of 2025, within the 89106 zip code, there were over 21,100 jobs, predominately across healthcare, information, and retail, yet most of these opportunities employ workers from outside the neighborhood. 45% of Historic Westside employees work in transportation, reflecting a mismatch of jobs accessible to area talent.
- → **There is an absence of higher paying jobs and educational opportunities to the Westside, though there are signs of change.** The median household income in the Historic Westside is $35,400 — less than half the Las Vegas citywide median. Only 7% of residents have a bachelor's degree, pointing to a need for accessible workforce training and upskilling opportunities. The College of Southern Nevada's new Workforce and Education Training Center (WETC) represent a meaningful investment in closing this gap.
- → **The Historic Westside is a historically Black community becoming more racially and ethnically diverse.** Between 2014 and 2024, the share of Black residents declined from 66% to 42%. There is almost an equal share of Black and Latino/Hispanic residents in the neighborhood as well as growing share of White residents. It is important to preserve the neighborhood's Black heritage and foster social cohesion across different racial/ethnic groups.

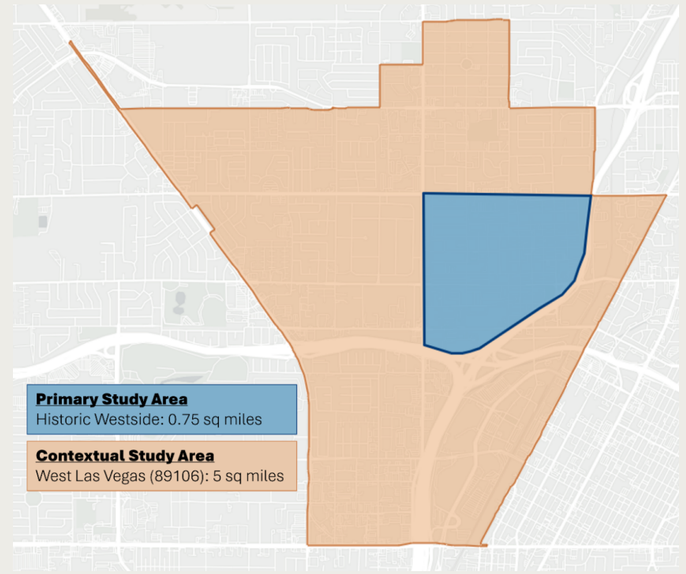
Study Areas

The demographic analysis focuses on the Primary Study Area of the Historic Westside, defined by the neighborhood boundaries established in the HUNDRED Plan. This area encompasses the southern portion of Census Tract 302 and the northern half of Tract 301, reflecting the core geography most directly shaped by the Westside's cultural history and current redevelopment efforts.

To provide a fuller picture of local employment, mobility, and economic trends, elements of this analysis also consider a broader Contextual Study Area that includes West Las Vegas, portions of Downtown Las Vegas, and the Medical District—all within the 89106 ZIP code. This expanded geography captures the full ecosystem influencing the Historic Westside's labor market and investment environment. The Contextual Study Area includes Census Tracts 201, 203, 301, 302, 3430, 3431, and 3500, as well as the easternmost corner of Tract 101.3.

All demographic and employment data are drawn from multiple sources to ensure reliability and context, including the HUNDRED Plan in Action, the U.S. Census Bureau's American Community Survey (ACS) estimates, ESRI Community Profiles, and Lightcast industry data. Together, these data sources provide a comprehensive foundation for understanding the Historic Westside's population trends, workforce dynamics, and evolving development potential.

Map B. Demographic and Employment Analysis Study Areas



Demographic Insights

The Historic Westside is a neighborhood defined by deep cultural roots and enduring economic disparities, as well as untapped potential. The Historic Westside remains predominantly African American, a testament to the community's legacy as Las Vegas' historic center of Black life, leadership, and creativity. Nonetheless, the neighborhood has an almost equal share of Hispanic/Latino residents, reflecting demographic changes as the Historic Westside's Black residents have migrated to other places over the years. Between 2014 and 2024, the neighborhood's share of Hispanic/Latino residents grew from 25% to 39%, adding nearly 1,300 residents. In this same period, the Black population dropped from 66% to 42%, with an estimated loss of roughly 900 residents.

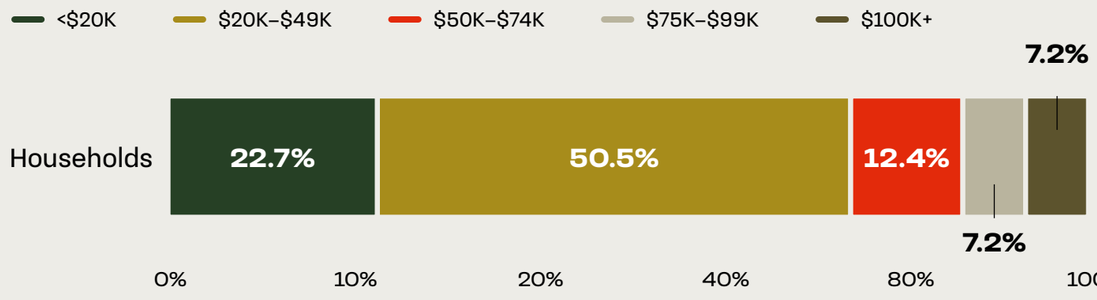
The Historic Westside neighborhood is primarily composed of low-income households with a neighborhood median income of $35,400 per year in 2024. As of 2024, **the median Historic Westside household earns less than half of the median Las Vegas household of $73,600.** Neighborhood incomes have grown 57% between 2014 and 2024, faster than the City's 45% growth but remaining demonstrably lower than the typical City resident. With this in mind, future development should bring more job opportunities that improve the wages of existing residents and invite in higher income households to bring the Historic Westside closer to the City's median income.

Table: Primary Study Area Demographics

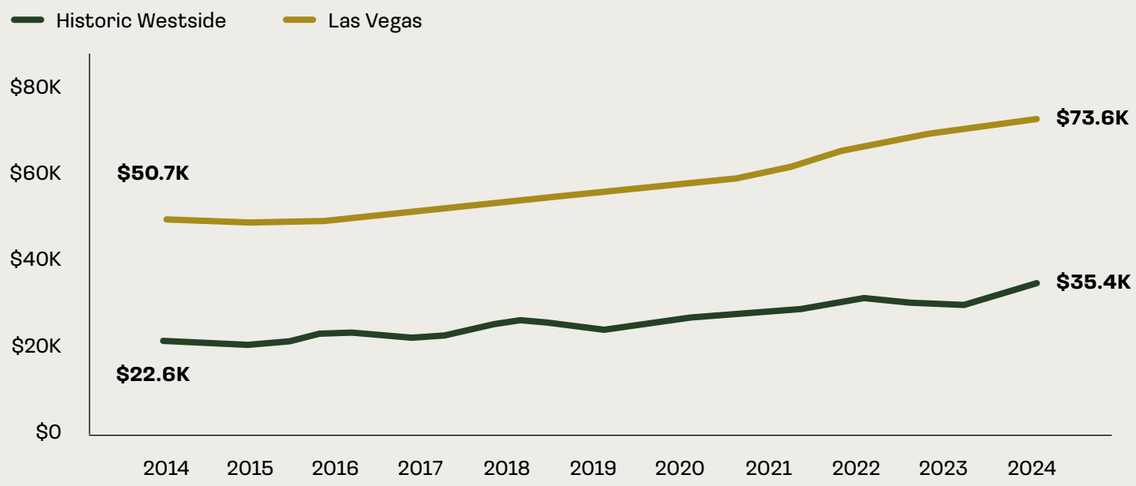
Historic Westside Demographics (2024)				
Population	Median Age	Median Income	Population with Bachelor's Degree of Higher	Avg. Household Size
13,600 people/ 4,800 households	30 years	$35,400	7%	2.8 people

Source: American Community Survey, U.S. Census Bureau. Figured rounded to nearest hundred

Household Income Distribution, 2024

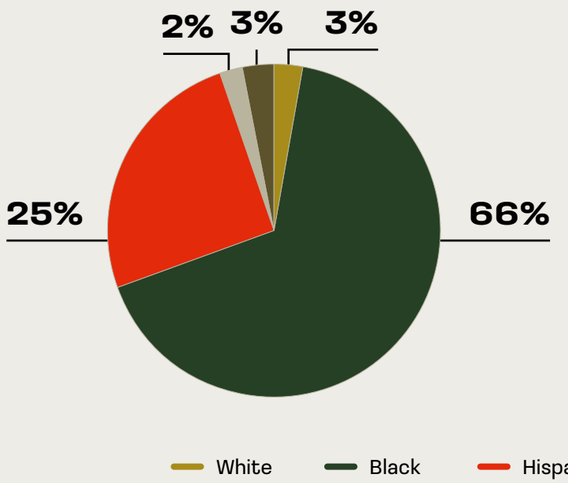


Median Household Income, 2014–2024

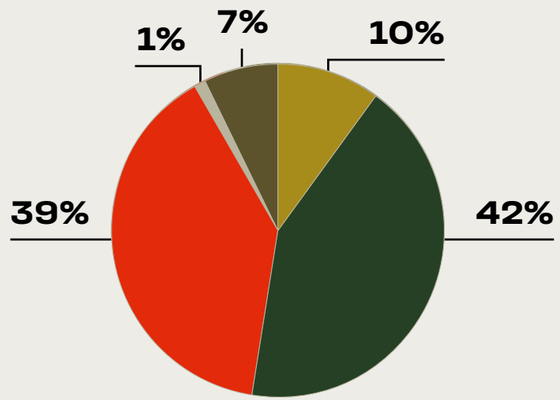


Source: American Community Survey, U.S., Census Bureau

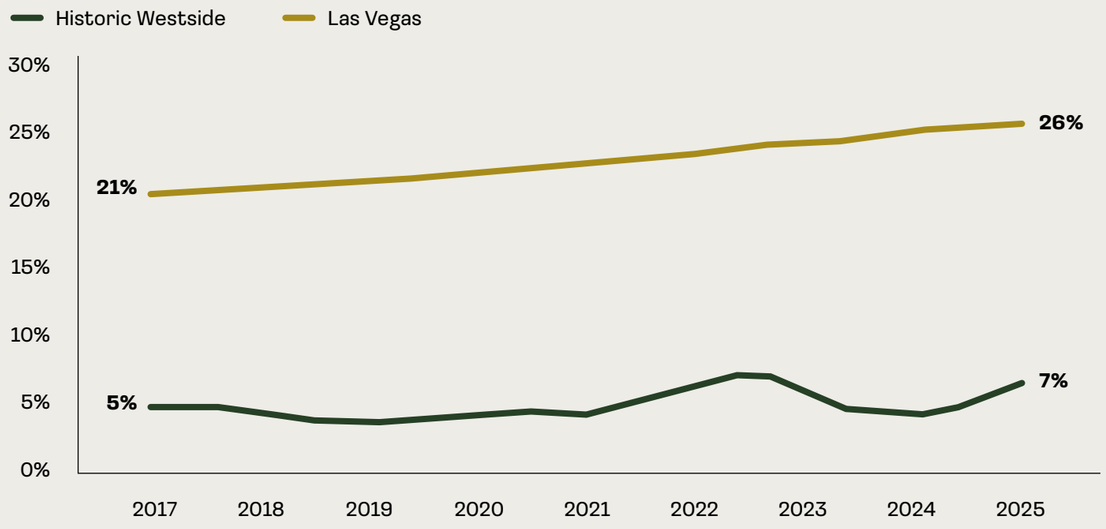
Historic Westside Population by Race/Ethnicity, 2014



Historic Westside Population by Race/Ethnicity, 2024

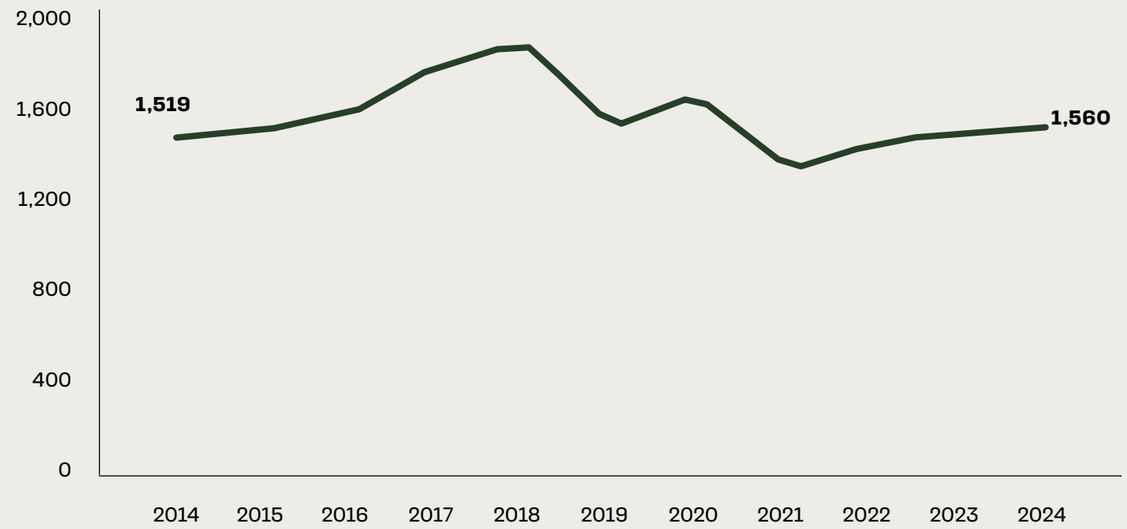


Share of Adults with Bachelor's or Higher, 2014-2024



Source: American Community Survey, U.S., Census Bureau

Total Workers Employed in the Historic Westside, 2014-2024



Source: Quarterly Census of Employment and Wages (QCEW), US Bureau of Labor Statistics (BLS), U.S. Census Bureau, Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics (LODES)

Lower neighborhood incomes are tied to the lower educational attainment of Historic Westside residents. As of 2024, only 7% of area residents have a bachelor's degree or higher compared to 26% of adults across Las Vegas. Residents are more likely to have a high school diploma, indicating there is value in providing workforce training opportunities such as offerings being provided at the College of Southern Nevada's (CSN) new Workforce and Education Training Center, just south of Jackson Avenue.

Employments Insights

The Historic Westside's labor force reflects the neighborhood's deep connection to Las Vegas's service economy and construction trades. As of 2024, approximately 1,600 workers are employed in the Historic Westside, a rebound after several years of declining employment. The Westside's proximity to Downtown Las Vegas, Symphony Park, the Arts District, and the Medical District place its workforce near major job centers, yet most residents remain disconnected from higher-wage employment opportunities nearby.

Local Workforce Profile

The most common sector for employment in the Historic Westside is transportation, making up 45% of neighborhood jobs. Retail, public administration, and healthcare are the next most common industry, employing between 8-12% of residents as of 2024. Only 4% of residents work from home, underscoring limited access to remote or knowledge-based employment. The pay for common neighborhood jobs is lower than City's median income, with median salaries ranging from $39,000 for material movers to $44,000 for office administrators, and $36,000 for salespersons. Increasing jobs with higher wages is a priority to improve the economic health of the Historic Westside.

Jobs within the Historic Westside are largely concentrated along the neighborhood's commercial edges, in corridors like Martin Luther King Boulevard and near Bonanza Road. Employment hubs include Edmond Town Center, Volunteers in Medicine of Southern Nevada, and a series of small businesses. Across Bonanza, larger employers such as the Las Vegas Review-Journal, Penske Truck Rental, UPS, and Tenaya Creek Brewery form another job cluster. These employers are primarily concentrated in retail trade, transportation, warehousing, and professional services, reflecting the dominant sectors of the neighborhood.

Workforce Profile

Over two-thirds (66%) of employed residents work in service industries, such as hospitality, food service, and retail, the foundation of Las Vegas's tourism economy. Another 11% work in construction, a sector critical to the city's ongoing growth. Only 5% of residents work from home, underscoring limited access to remote or knowledge-based employment

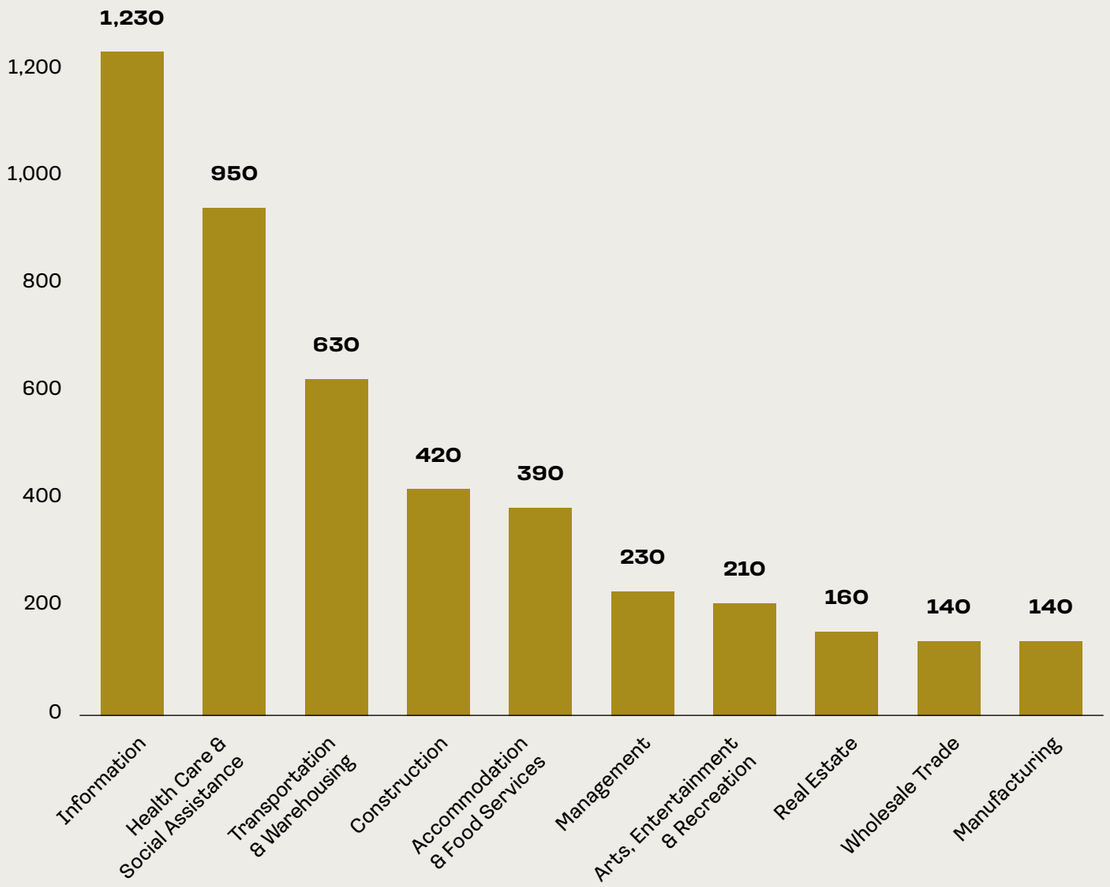
Commuting Patterns

73% of residents drive alone to work and 9% rely on the bus. 27% of working residents commute more than 30 minutes each way, while 22% travel less than 15 minutes. The remaining half of residents have a commute between 15 and 30 minutes. These figures suggest that most residents work outside the immediate neighborhood, potentially traveling to the Strip or the Vegas Valley periphery for service-oriented employment. Low transit ridership is consistent with regional trends but may change as the Regional Transportation Commission explores investments in sustainable, equitable mobility infrastructure serving the Historic Westside and similar communities.

Opportunity Gap and Economic Potential

There are significantly more residents than jobs within the Historic Westside, creating a persistent employment gap that drives outbound commuting

Highest Growing Contextual Area Jobs (2010-2025)



Source: Lightcast Q1 2025 omits industries with fewer than 30 jobs.

and limits local wealth creation. As of 2023, in the broader 89106 ZIP code, only 4% of workers both live and work within the area. Of these workers, roughly a quarter work in transportation or trade while 70% are employed in service industries.[4]

Increasing the share of neighborhood residents working closer to home represents one of the neighborhood's most powerful opportunities for equitable development. Expanding employment in healthcare, information, tourism, and retail can strengthen local economic resilience. At the same time, targeted training and business development in technology, logistics, and creative industries can open pathways to higher-wage careers.

The Historic Westside's workforce is rich in experience, resilience, and talent, yet undervalued and underutilized. Strategic investment that connects residents to local job growth will not only shorten commutes but also keep more income circulating within the community, reinforcing the Westside's identity as both a cultural and economic cornerstone of Las Vegas.

4 Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2023).

Contextual Study Area Employment Dynamics

As of 2025, the Contextual Area surrounding the Historic Westside contains over 21,100 jobs spanning a variety of sectors, with varying educational and skills requirements. The top industries in the Contextual Area are healthcare and social assistance (30% of jobs), information (16%) and retail (13%) — primarily at employment sites that are not located in the Historic Westside.

Between 2010 and 2025, the Contextual Area gained over 4,700 jobs, driven by transportation/warehousing, information, and healthcare/social assistance jobs. Similar to the City as a whole, considerable job growth came through new transportation and assistance jobs. But unlike the City, information jobs exhibited the most growth in the Contextual Area, making up a quarter of new jobs in the area in the last 15 years. The average worker in an Information job earns $114,900 in 2025 — more than double the annual earnings of the average accommodation and food service worker and over 3 times the median income of a Historic Westside household.

Investing in existing economic assets in the neighborhood can bring more jobs. The Strong Future Technology Training Center at the Westside School offers certification and credentials in a variety of promising fields including app development, cybersecurity, and content production.[5] New development such as the CSN Westside Education & Training Center (WETC) will unlock new education and employment opportunities. WETC's focus on manufacturing, information technology, health care, and construction trades helps to build the skillsets of existing talent in West Las Vegas, creating opportunities for current residents to elevate their skills, increase their incomes, and work closer to home. Attracting employers to the Historic Westside is paramount to improving the economics of new and future residents.

5 City of Las Vegas, Strong Future Technology Training Center Infographic. Accessible here.

MARKET SCAN

Situating Jackson St. For Top Market Position and Development Potential

Revitalizing Jackson Street, the Second Big Move outlined in the HUNDRED Plan, is both an economic necessity and a cultural imperative for the Historic Westside. Stretching between D and F Streets, this corridor has long served as the neighborhood's symbolic and commercial heart. Today, it sits at a pivotal moment: positioned between legacy and opportunity yet not fully participating in the growth reshaping Downtown Las Vegas and Clark County.

To unlock its full potential, Jackson Street must be understood within the broader real estate and investment landscape. Current land use patterns, market demand, and development trends reveal a clear story, not of limited potential, but of underperformance relative to its location, history, and available land.

This analysis identifies the structural gaps that have constrained growth while highlighting the conditions necessary to reposition Jackson Street as a competitive, mixed-use destination. With the right alignment of investment, programming, and policy, the corridor can once again emerge as a center of cultural and economic activity, this time as a model for inclusive, place-based development in Las Vegas.

INVESTMENT THESIS

Jackson Street represents one of the most compelling development opportunities in Las Vegas — a corridor defined by cultural significance, strategic location, and underutilized land. Positioned adjacent to Downtown, the Arts District, and the Medical District, the Historic Westside sits within the path of regional growth yet remains largely disconnected from it. This disconnect is not due to a lack of demand, but a lack of coordinated, catalytic investment. By aligning public, private, and philanthropic capital around a mixed-use, culture-centered development strategy, Jackson Street can capture unmet market demand, generate new economic activity, and establish itself as a differentiated destination within the city's tourism and local economy. The opportunity is not simply to develop real estate, but to build a model for inclusive growth — one that transforms cultural legacy into long-term economic value.

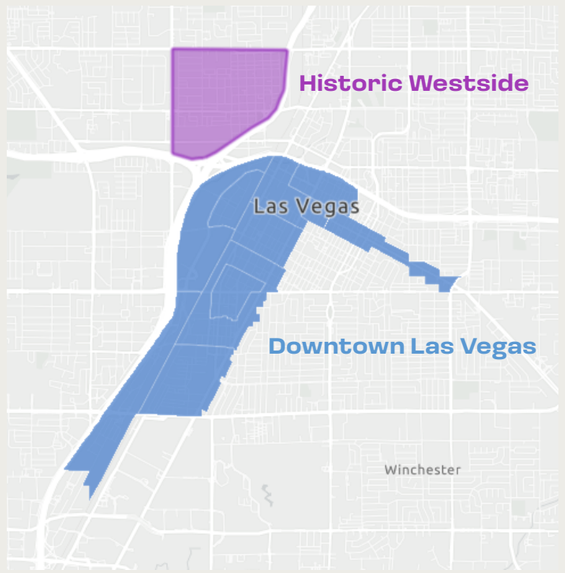
Real Estate Market Scan

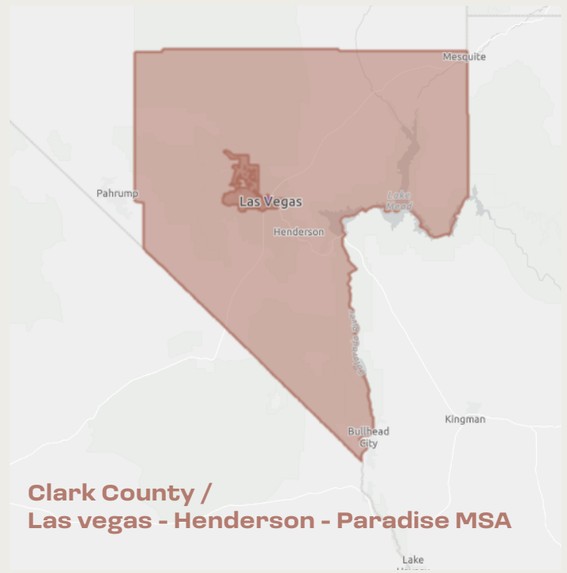
To evaluate Jackson Street's development potential, this analysis examines real estate trends across the Historic Westside, Downtown Las Vegas, and Clark County since 2017. While the Historic Westside has experienced limited development activity or real estate growth, surrounding areas have seen steady expansion, reinforcing the corridor's position as an underutilized asset within a rapidly evolving market.

This analysis is grounded in the Planning Areas established under the Vision 2045 Downtown Las Vegas Master Plan, with a focus on the Centennial Plan Expanded Boundary (core Downtown, including the Arts District) and the Historic Westside, designated as a Peripheral District. These geographies are evaluated relative to Clark County to provide regional context. Real estate data is primarily sourced from CoStar, supplemented by insights from the American Community Survey (ACS) and Zillow.

By comparing inventory, absorption, pricing, and development activity across these geographies, this analysis highlights the structural constraints that have limited investment in the Historic Westside and the conditions necessary to capture future growth. As Downtown continues to expand, Jackson Street is uniquely positioned to absorb demand, provided that development is aligned with market realities and anchored in the corridor's cultural identity.

Map C. Real Estate Markets: Historic Westside, Downtown Las Vegas, Clark County





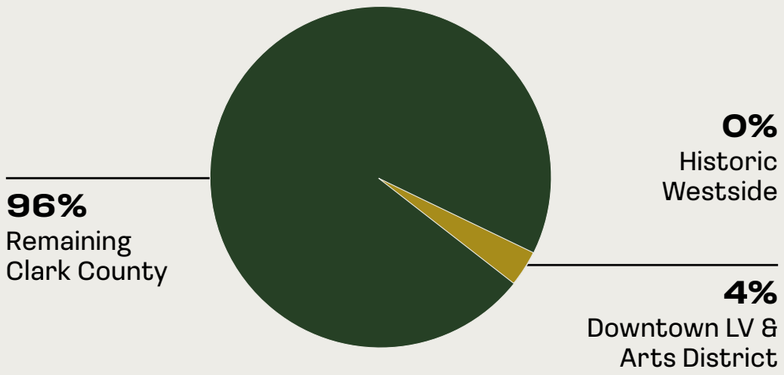
Market Implications & Strategic Direction

- The Historic Westside remains significantly **underdeveloped across all real estate sectors,** accounting for less than 1% of Clark County's retail, housing, and office inventory. While surrounding areas have experienced steady growth since 2017, the Westside has seen virtually no new development — reinforcing its position as an underutilized but highly strategic location.
- At the same time, **land availability represents one of the corridor's most valuable assets.** Along Jackson Avenue alone, more than 10 acres of vacant land present a rare opportunity to shape development at scale. Through coordinated land assembly and strategic partnerships, this land can support a new model of inclusive, community-centered development.
- As Downtown Las Vegas continues to expand, **the Historic Westside is well positioned to absorb future demand for retail, office, and mixed-use space.** Downtown's success in cultivating a diverse mix of food, nightlife, and entertainment tenants demonstrates the viability of experience-driven districts — a model that can be adapted on Jackson Street through culturally grounded programming and locally rooted businesses. Emerging anchors such as the Workforce & Education Training Center (WETC) further strengthen the case for new development that supports both workforce access and entrepreneurship.
- However, growth alone is not the goal. To be successful, development in the Historic Westside must be **culturally responsive and place-specific.** Unlike Downtown, which has built identity through districts such as Fremont Street and the Arts District, Jackson Street's competitive advantage lies in its authentic connection to Black culture, entrepreneurship, and history. Future development must build on this foundation — creating a distinctive extension of Downtown's energy while ensuring that revitalization benefits existing residents and avoids displacement.

Retail Inventory

Downtown Las Vegas and the Historic Westside combined make up 4% of all retail inventory in the County. The Historic Westside makes up 0.4% of that 4% share, leaving residents and visitors with scarce options to buy goods. Since 2017, the Historic Westside's retail inventory did not grow, and Downtown's inventory declined ~1%. In comparison, retail inventory grew 5% Countywide.

Retail Inventory (2025)

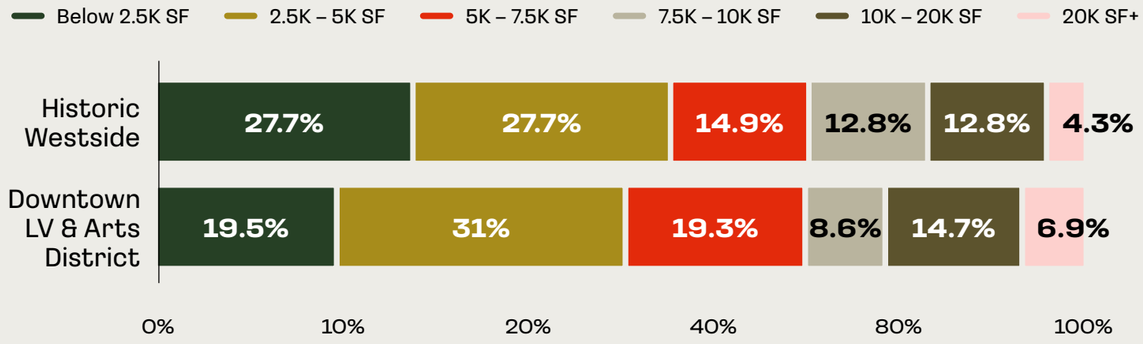


Retail Inventory Change Since 2017

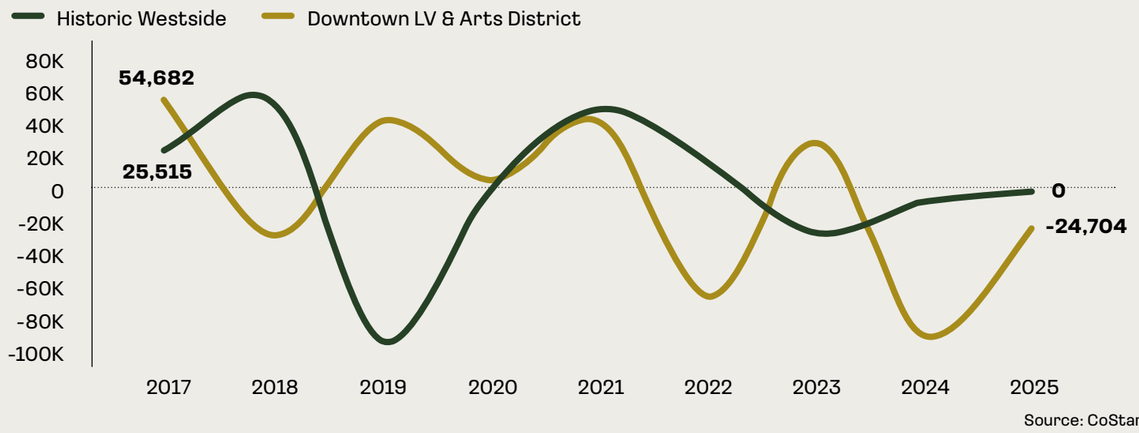
Historic Westside	Downtown LV & Arts District	Clark County
0%	-0.8%	5.2%

Zooming in on the Historic Westside and Downtown, most existing retail properties are less than 5,000 SF. Between 2017 and 2025, absorption has been inconsistent, with Historic Westside absorbing 2,409 SF on average annually and Downtown averaging -4,456 SF. This suggests slow lease up and difficulties retaining retail tenants.

Retail Properties by Size (2025)



Retail Absorption SF (2017 – 2025)

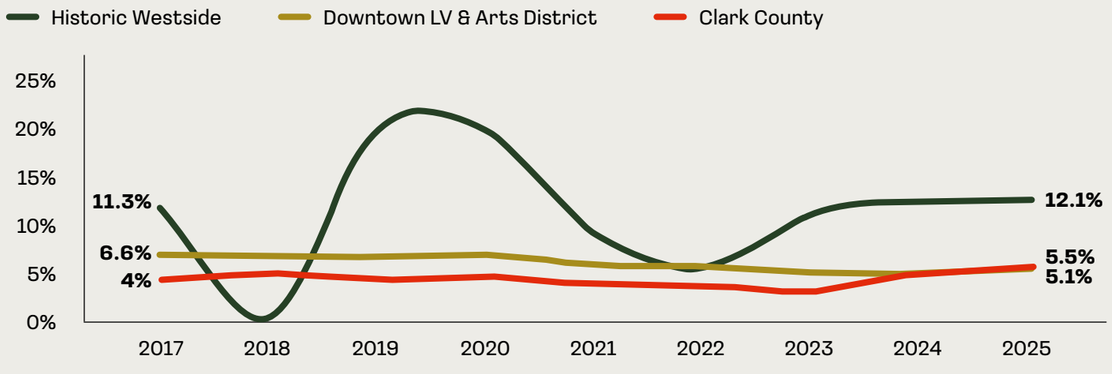


Source: CoStar

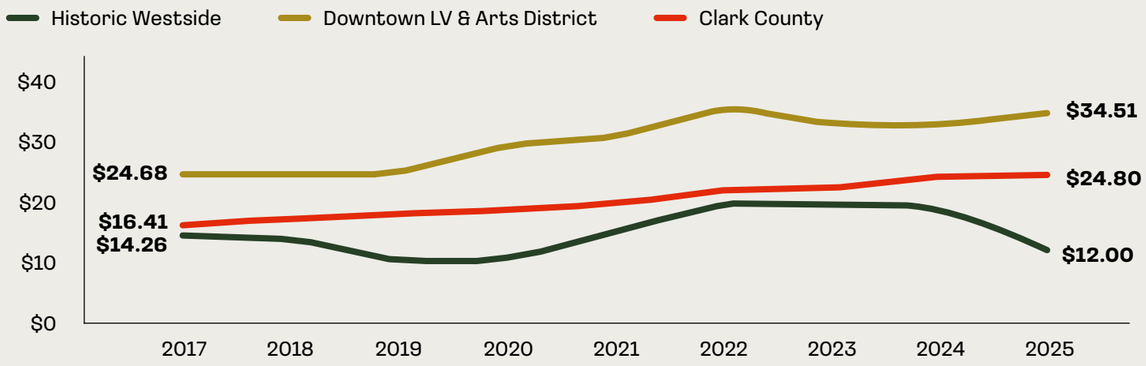
Despite relatively low rents, the Historic Westside experiences elevated retail vacancy, averaging 11% — a level that signals weak tenant demand and limited consumer activity. In contrast, Downtown Las Vegas and Clark County have seen only modest increases in vacancy and remain within healthy ranges (around 5%), even as rents continue to rise ($24.80 in 2025, up from $16.41 in 2017, in Downtown and the Arts District). This divergence suggests stronger tenant retention and market demand in surrounding areas, while also indicating potential future risk if rent growth outpaces tenant sustainability.

This dynamic reinforces the opportunity for Jackson Street to capture unmet demand, provided new development is paired with strategies that drive both tenant attraction and sustained consumer activity.

Retail Vacancy Rate (2017 – 2025)



Retail Rent (2017 – 2025)



Source: CoStar

Recent retail development Downtown is concentrated in the Arts District with some activity in Symphony Park. New developments house tenants ranging from restaurants and bars to dispensaries and a live music venue.

Example Retail Properties in Downtown Las Vegas

	1031 S Main Street (Bldg. A)	1301 S Main Street	200 E Charleston Blvd	355 Promenade Place
Building Class	B	C	Unclassified	A
Year Built	2017	2020 (Renovated in 2023)	2022	2019
Rental Building Area	4,124 SF	14,649 SF	6,340 SF	22,459 SF
Estimated Rent/SF	$39.74 – 48.57	$36.70 – 44.86	$32.08 – 39.21	$54.86 – 67.05
Tenants	Taverna Costera, Dragon's Alley Coffee Co.	The COLORADO, Bar Cinza	The Cannabis Co.	Vic's

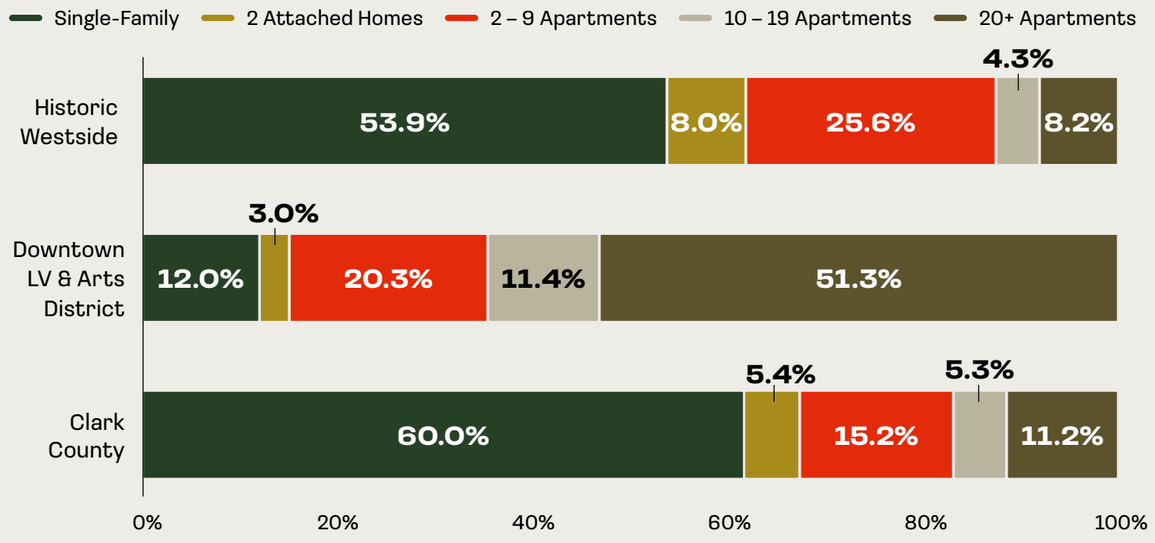
*Note: Effective rents may be higher or lower than estimates provided due to City subsidies.

Source: Co-Star

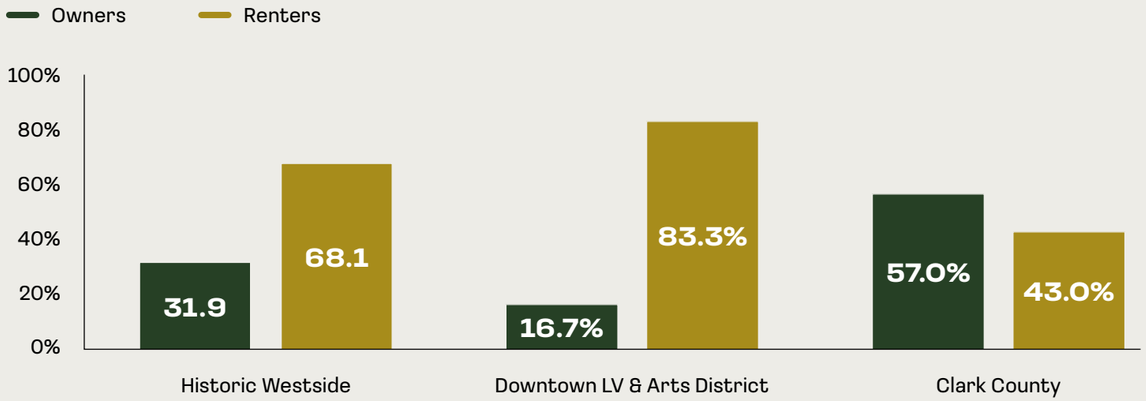
Housing Inventory

The Historic Westside's housing inventory is primarily single-family homes with a considerable share of low-density multifamily homes. This is similar to the housing composition Countywide but varies dramatically from Downtown which offers primarily larger apartment complexes. Despite the similarities in home composition between the Historic Westside and the County, the Historic Westside has a far higher share of renters. Both the Historic Westside and Downtown have higher rates of rentership than the County, standing at 68% and 83%, respectively compared to the County's rate of 43%.

Number of Units in Structure (2023)



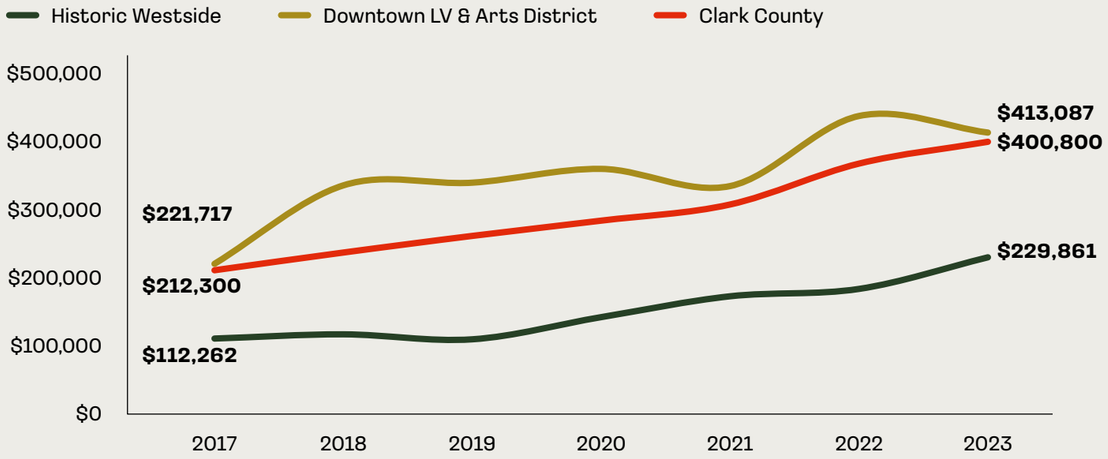
Tenure by Geography (2023)



Source: American Community Survey, U.S. Census Bureau

Renting is likely more appealing in the Historic Westside due to lower household incomes and lower home values which can make homeownership in the community appear as a less sound investment. **The 2023 median home value in the Historic Westside was almost half the value of homes Downtown and in the County.** Although neighborhood home values are lower, they have more than doubled since 2017, growing faster than Downtown and County homes. This suggests growing demand for more affordable homes in the area. Conversations with local housing developers revealed a desire to bring more affordable homeownership opportunities to the community. However, developers shared that some existing property owners they've approached express skepticism and fears about losing their land, highlighting the importance of **education about joint-venture structures that would enable existing landowners to keep their land** while affordable housing is built on top of it.

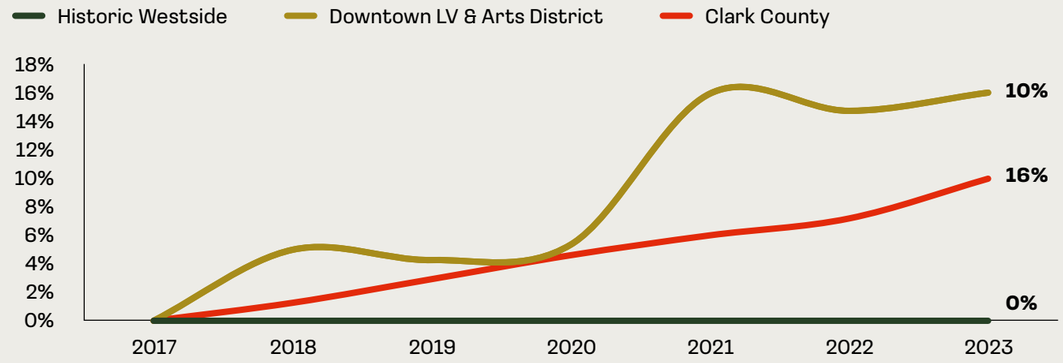
Median Home Values (2017 – 2023)



Source: Zillow

Since 2017, multifamily housing has grown considerably Downtown and Countywide. Downtown added roughly 6,700 new multifamily homes (16% growth) while the County added 299,000 (10% growth). The Historic Westside saw no new growth, holding steady at roughly 1,100 multifamily homes. Overall, as of 2023, Downtown Las Vegas makes up 2% of the County's multifamily stock while the Historic Westside makes up 0.4%.

Multifamily Inventory Growth from 2017



Source: CoStar

Most multifamily homes in the Historic Westside are Class C with the average building constructed in 1963. Far more development activity came south of I-15, helping to improve housing opportunities for Downtown residents. Existing Downtown apartments are more likely to be Class B, with the average building constructed in 1984. The table below compares two existing multifamily buildings in the Historic Westside to two buildings Downtown. Though Downtown apartments can be smaller, they tend to charge higher rents due to their proximity to local amenities.

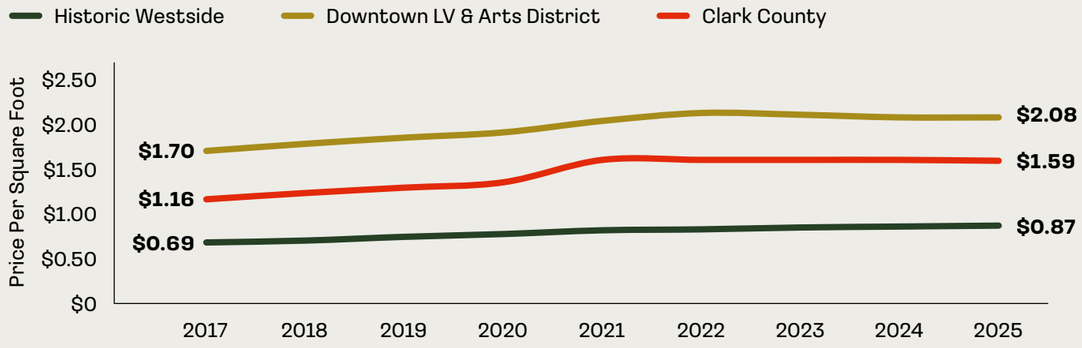
Table 3. Example Multifamily Apartments in the Historic Westside and Downtown

	West Lake Apartments	David J. Hoggard	C3 Lofts	Stewart Arms
	Historic Westside	Historic Westside	Arts District	Downtown
Building Class	C	B	A	B
Year Built	1963	2005	2018	1976
Avg Rent/Unit	$999	$913	$1,154	$1,038
Avg SF/Unit	714 SF	840 SF	533 SF	320 SF
Avg Rent/SF	$1.40	$1.09	$2.16	$3.24
Unit Mix	40 units (All 2-BR)	100 units (40 1-BR, 40 2-BR, 20 3-BR)	48 (38 studios, 10 2BR)	71 units (All studios)

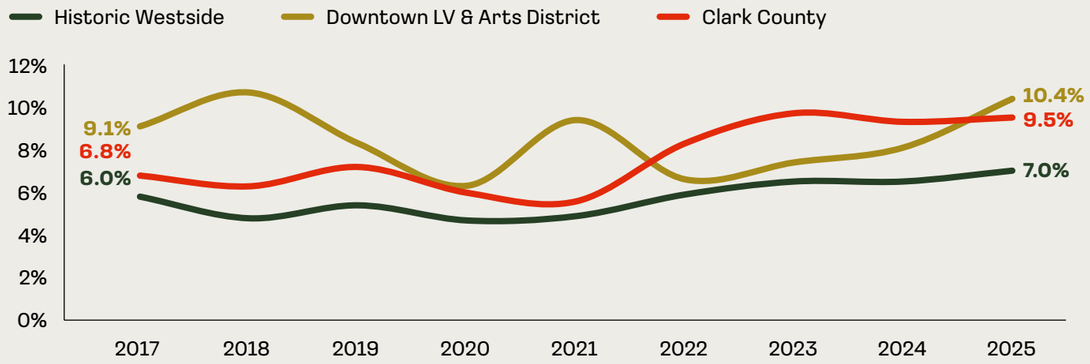
Source: Co-Star

Despite its recent inventory growth, absorption of multifamily homes Downtown remains low and vacancy has steadily risen since 2022, suggesting constrained demand to reside Downtown. Clark County rebounded from its absorption decline in 2022 indicating households are moving to other parts of the County beyond Downtown. Downtown rents are consistently above rates offered in the County and the Historic Westside. Though vacancy is up across all geographies, Downtown's rent premiums are likely contributing to its consistent vacancy growth as recent deliveries aren't attracting new households, many of whom likely are seeking more affordable places to live elsewhere in the Las Vegas Valley. The Historic Westside could be a site for more desirable affordable housing in the City, attracting households who desire proximity to Downtown amenities but also value affordability.

Multifamily Rent (2017 – 2025)



Multifamily Vacancy Rate



Source: CoStar

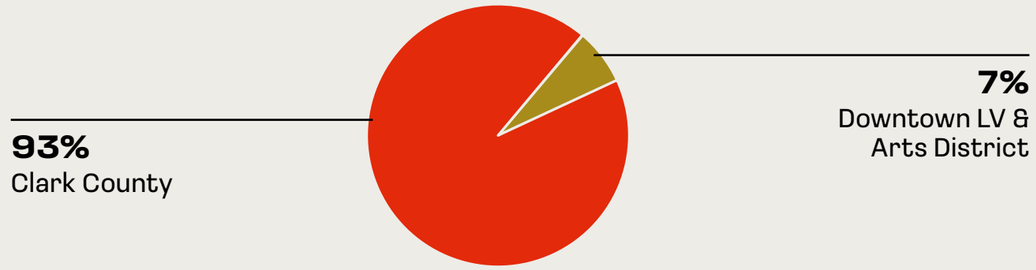
Office Inventory

The Historic Westside has ~41,000 SF of office space, a diminutive share relative to the 4.7 million SF Downtown. Since 2017, both the County and Downtown have grown their office inventory by roughly 5%, with the County adding almost 3.4 million SF of space and Downtown adding about 221,800 SF. In comparison, the Historic Westside has retained the same amount of space.

Office SF Inventory Growth (2017-2025)

Historic Westside	Downtown LV & Arts District	Clark County
0%	4.9%	5.2%

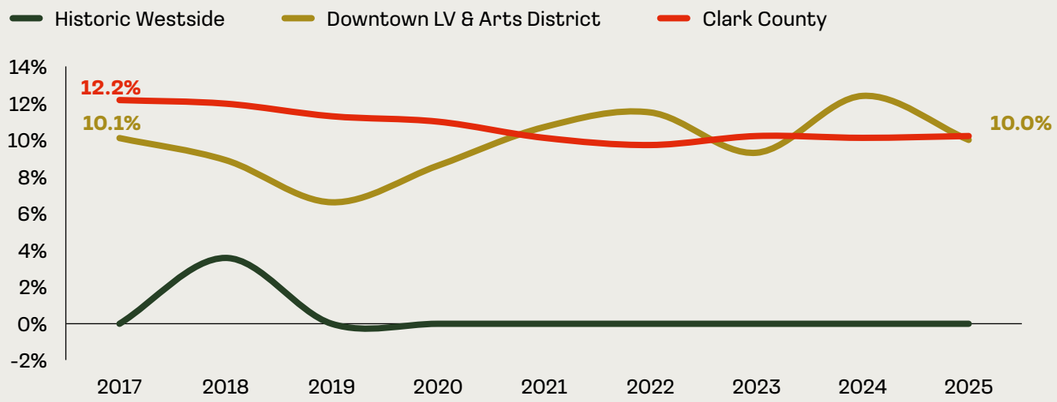
Office Inventory Square Footage (2025)



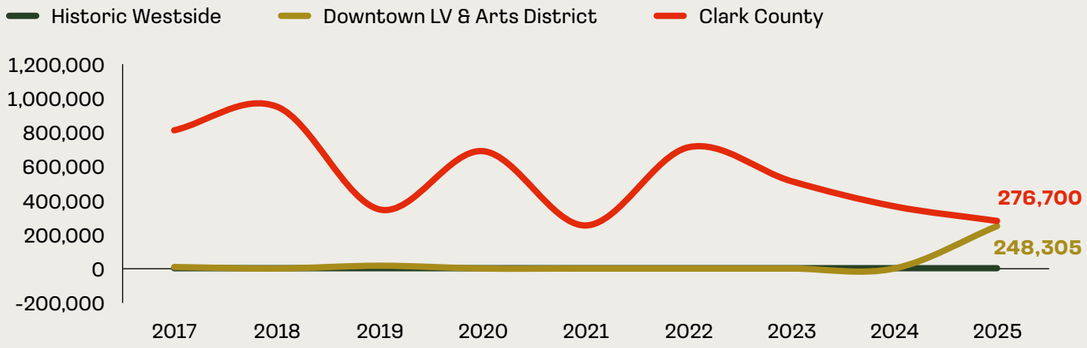
Since the pandemic, demand for office space is on the decline. Though the County added 4.9 million SF of office space since 2017, the pace of new deliveries has slowed. The Historic Westside's existing offices are single-tenant spaces and/or are co-located with residential or parochial spaces, keeping vacancies low but not attracting new growth.[6] The neighborhood's two largest office spaces are the Nevada Division of Social Services and the Ruffin Family Clinic; these single tenants offer critical services to the community but also reflect a need to bring a wider range of industries to the Historic Westside that offer living wages.

6 There is a post office and business center at 1322 D Street. Additionally, 2 other properties, 720 W Wilson Ave. and 300 W Monroe Ave. are recorded on CoStar as office sites although these sites appear as single family residences.

Office Vacancy Rate



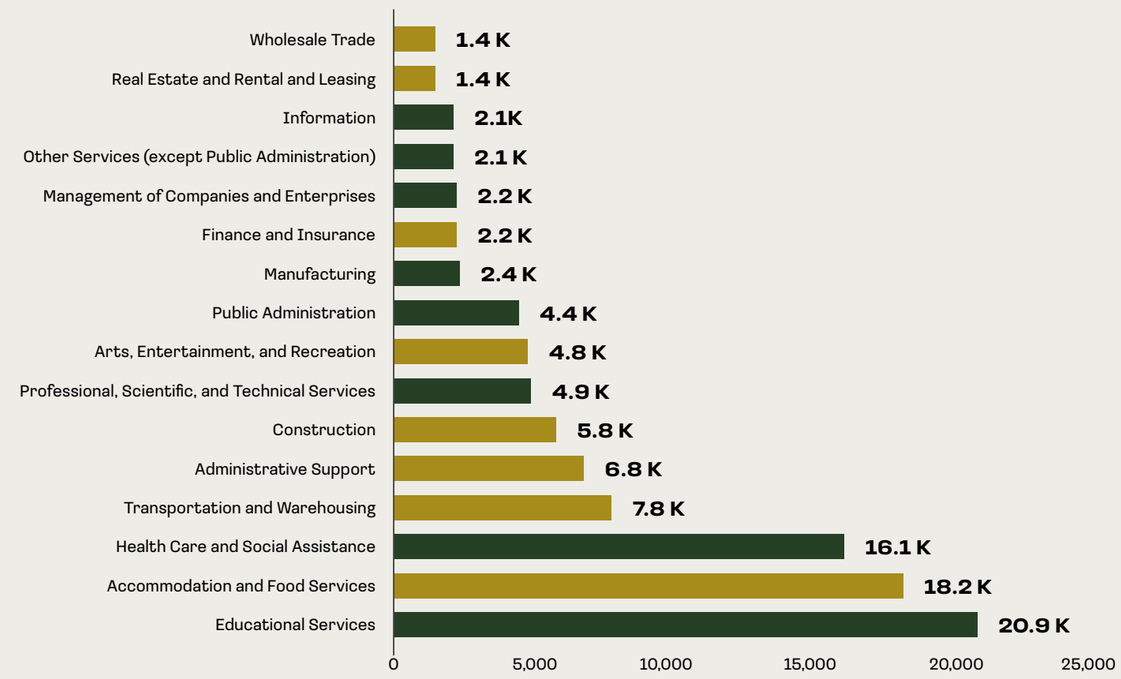
Office Deliveries SF (2017 – 2025)



Projected Office Demand

To better connect the Historic Westside to its Downtown peers, it could absorb some of Downtown's future office demand. To assess this potential office demand, we estimate the projected office-using jobs in the County. Of the roughly 104,400 projected jobs anticipated to come to Clark County by 2031, about 55% are estimated to use office space, i.e., roughly 57,000 office jobs ranging from educational services and social assistance to technical services and manufacturing.

Projected Job Growth by Industry in Clark County (2026-2031)



Source: Lightcast, Bureau of Labor Statistics' Quarterly Census of Employment and Wages

Given the limited footprint of existing office space in the Historic Westside, it was necessary to run a demand model using Downtown as a proxy with the intent that future office demand is diffused throughout the Downtown core into the Historic Westside as a periphery market. **Based on the County's existing pipeline and office-using job demand, we estimate Downtown can support an additional 1.1M SF in new office space.** This is roughly a quarter of Downtown's existing office square footage.



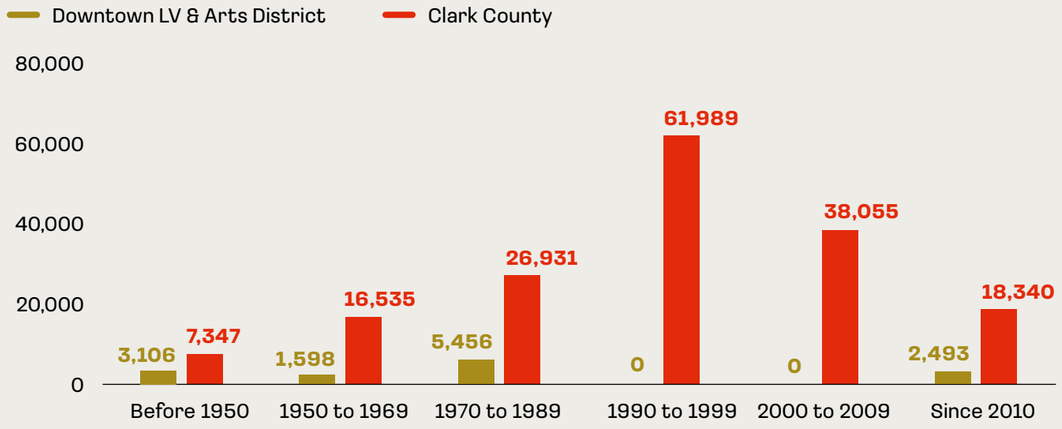
Note: Demand model assumes approximately 150-200 SF/employees for most industries, based on NAIOP estimates and industry research.

With the new Workforce and Education Training Center (WETC), which opened in January 2026, the Historic Westside could capture office demand by offering co-working space and pursuing industries that support WETC's curricular focus around healthcare, information technology, and manufacturing. Assuming the Historic Westside captures 1% of Downtown's estimated office demand, the neighborhood could absorb an estimated 11,000 square feet of office space annually. For reference, WETC is a 15,000 square foot building. While this new office space should be scattered throughout the neighborhood, the Jackson Street Corridor could absorb part of this new demand as well.

Hospitality

The Moulin Rouge, the nation's first integrated hotel, opened in 1955 with 110 rooms. Since its closure and subsequent demolition, hospitality venues in the Historic Westside are nonexistent. Comparatively, Downtown currently has ~8% of the County's hotel inventory with 12,653 rooms, the majority built before the 1990s. Countywide, there are over 169,000 hotel rooms.

Hotel Rooms by Year Built



Source: CoStar

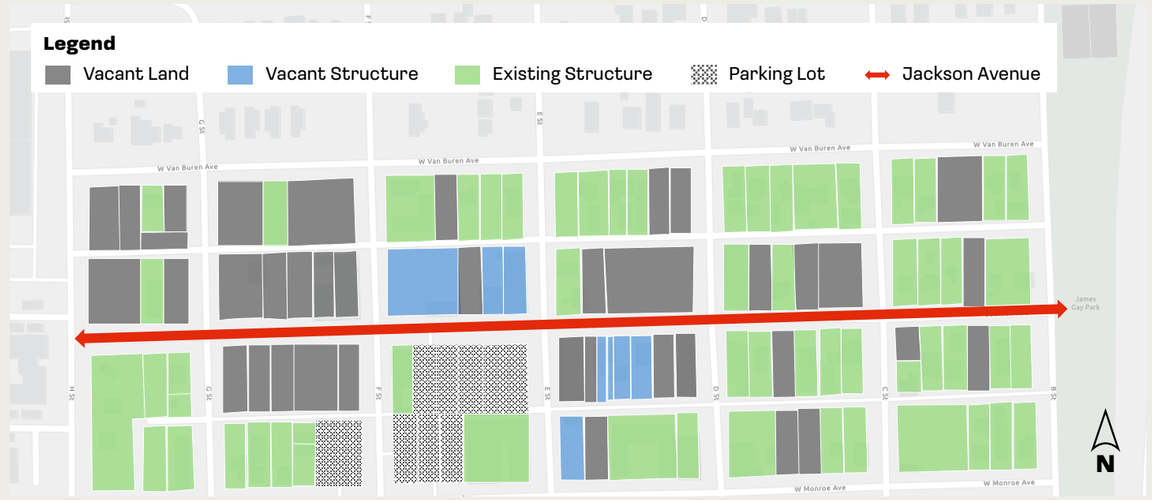
Hotel occupancy is recovering from the pandemic but remains lower than pre-2020 averages. Although occupancy is lower, average daily room rates are climbing, namely in the County. Downtown room rates are 38% higher than their 2017 levels while County rates are up 52%. There is not pressing demand to increase the supply of hotel rooms in the Valley, particularly as several new hotels opened Downtown recently.

At Symphony Park, the AC/Element Hotel opened in 2025 bringing 441 upscale rooms across 5 stories. The hotel leverages its proximity to The Smith Center and World Market Center to attract visitors. In 2023, Fremont Street welcomed the City's first gay-owned boutique hotel: Bent Inn and Lounge Bar, a 3-star, 2-story destination that caters to the LGBTQ+ community. These new developments reflect the value of appealing to a specific demographic (e.g., conference participants, LGBTQ+ individuals seeking inclusive accommodations) to drive demand in Las Vegas' competitive hotel market. Nonetheless, these developments emerged after anchor attractions were already in place. If new hospitality sites are to come to the Historic Westside, their development should be timed to when there are existing amenities that provide a visitor base.

Vacant Land

Vacant land is pronounced across the Historic Westside. Interspersed between its homes and churches are acres upon acres of land with development potential. Near Jackson Avenue specifically, we find nearly half of the parcels within a block of the street are vacant lots, the majority clustered on Jackson Avenue itself. **In total, there are over 10 acres of vacant land along Jackson Avenue between Van Buren and Monroe Avenue** (i.e., the Jackson Street Corridor). The map below visualizes vacant and occupied land along Jackson, including parcels with vacant structures. A list of vacant Corridor parcel addresses is provided in the Appendix.

Map D. Vacant Parcels on the Jackson Street Corridor



Source: Property records derived from Clark County Assessor's Office; vacancy status derived from Clark County GIS Open Web and author's tour of corridor

Individual property owners who live in Nevada own the most vacant land, totaling 2.64 acres or a quarter of all vacant Corridor properties. Many of these properties are zoned to allow low-to-medium density mixed-use developments. These zoning possibilities are discussed in greater detail in the 'Zoning and Property Ownership' section. Faith-based institutions own 2.17 acres of vacant land, much of which is used for parking. The City is also a prominent landowner with 7 vacant parcels totaling 1.69 acres of land. One of these parcels, 400 Jackson Avenue, was placed up to bid by the City in October 2025, seeking a developer to create mixed-income rental homes. The City can continue to leverage its other vacant land to kickstart development.

Recent and Planned Development in the Historic Westside

Any future development on Jackson should complement existing and planned development occurring within the larger neighborhood. In recent years, the Historic Westside has welcomed several new developments such as the Obodo Collective's new grocery store and CSN's new Westside Education and Training Center (WETC). The new West Las Vegas Library opened December 2025, creating a new hub for learning and community building. These community-oriented destinations are helping to meet local needs for spaces that allow residents to learn new skills, connect with one another, and co-create a brighter future. The West Las Vegas Art Center and Theater is also slated for renovation with construction expected to commence in July 2026.

Moreover, Cherry Development is bringing a new 104-unit workforce housing community with 8,400 square feet of retail space to the Historic Westside, with plans to open share DOWNTOWN Westside in 2026.[7] Another multifamily development, Westside Flats Apartments by Oikos Development Nevada, received approval from the City's Planning Commission in 2025. It plans to bring 22 affordable homes to the corner of Van Buren and F Street, the northern tip of the Jackson Street Corridor. These developments, alongside the proposed multifamily housing planned for 400 Jackson, will address critical needs for affordable housing. Nonetheless, other types of development can also flourish on Jackson Street, if property owners can band together to effectuate change that adds other needed amenities and attractions.

7 https://www.lasvegasnevada.gov/News/Blog/Detail/sharedowntown-breaks-ground-again

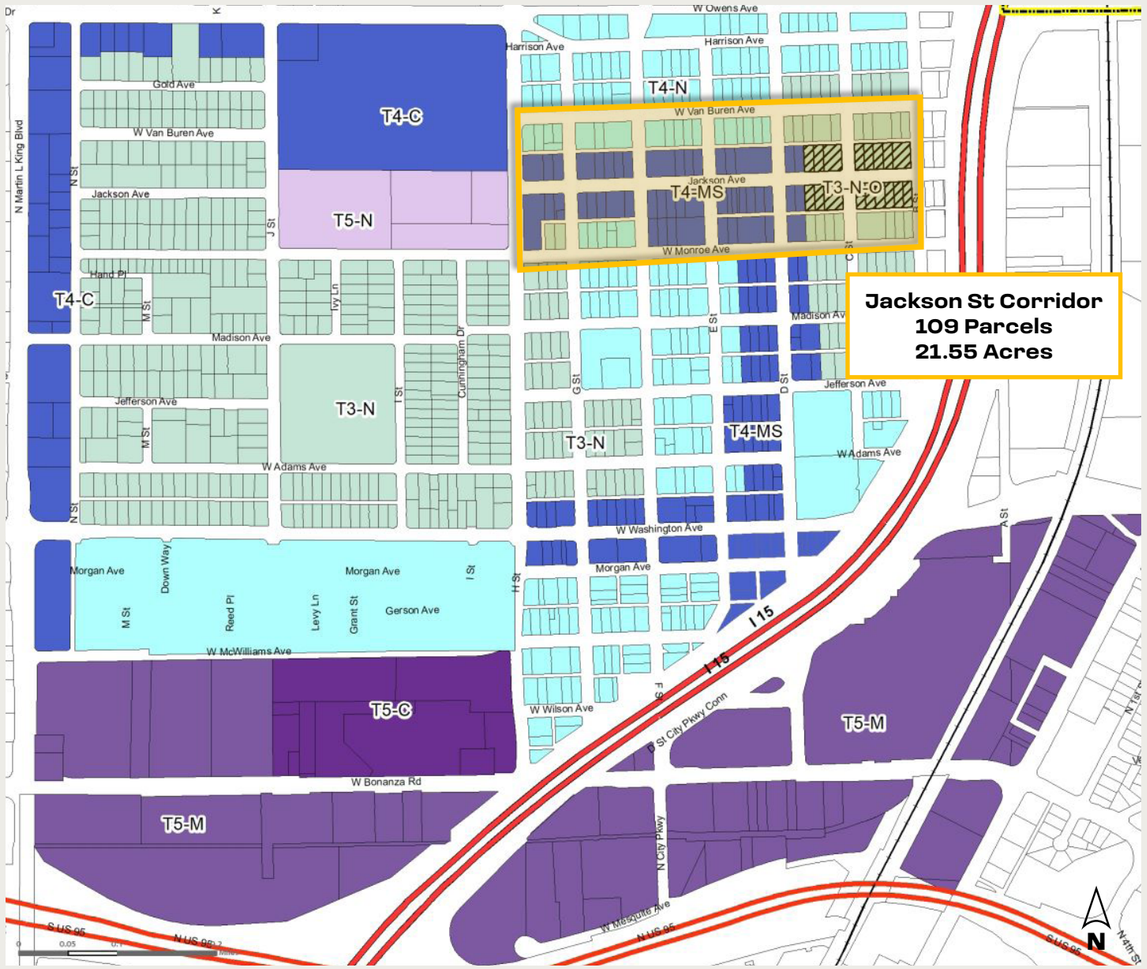
Zoning and Property Ownership Assessment

↓

To understand barriers to redevelopment, the existing zoning and ownership of property along the Jackson Street Corridor were assessed. The Jackson Street Corridor stretches a block north to Van Buren Avenue and a block south to Monroe Avenue. In total, 109 parcels totaling 21.55 acres were reviewed. Of these parcels, 15 have frontage on Jackson Street between F and D Street (the study area stipulated in the HUNDRED Plan).

This analysis relied on publicly available property records and zoning data and is supplemented by insights shared by property owners on Jackson.

Map E. Jackson Street Corridor vis a vis Historic Westside Zoning



Source: City of Las Vegas, Clark County Real Property Records

Zoning and Property Ownership Takeaways

→ **Jackson Street lacks a unified development vision across existing property owners.** Differing perspectives amongst property owners, inconsistent knowledge about development processes, and leadership changes within faith-based and government institutions have made it challenging to advance a co-created development plan for Jackson Street.

→ **The scattered nature of parcel ownership halts development options.** With an average parcel size of 0.19 acres, Jackson Street property owners need to partner to assemble their parcels and advance larger projects. The length of acquisition, time needed to formalize ffdevelopment agreements, and inability to contact absentee property owners, such as those who live out of state, stymies development progress.

→ **The flexibility of the form-based code should be leveraged to bring low-to-medium levels of density to the Historic Westside.** The revised code has loosened land use regulations including mixed income development and waivers for alcohol-serving establishments to address minimum distance separation requirements. These incentives, alongside other available tools like waived costs on vacant parcels and water/sewer credits, should be emphasized to developers.

City Zoning

The Historic Westside is one of 12 districts within the Downtown Las Vegas Overlay District, making it subject to Form-Based Code (FBC) under the Unified Development Code. Most parcels along Jackson Street are classified under the T4 Corridor Zone (T4-C), with nearly half of all acres zoned as Transect 4 Main Street (T4-MS).[8]

Most recreational and residential land uses are permitted by right in T4-C. Several retail uses that would likely attract traffic to the corridor require conditional use approval or a Special Use Permit. For example, restaurants with alcohol or service bars must adhere to conditions specified in LVMC Section 19.12.040.

Under LMVC Section 19.12.070,[9] alcohol establishments are not allowed within 400 feet of a church/house of worship, school, childcare center, or city park. However, the minimum distance separation requirements are waivable "for any establishment which is proposed to be located on

T4-MS – Main Street	T4-N – Neighborhood	T3-N – Neighborhood	T3-N-O – Neighborhood Open
49 parcels, 10.22 acres	23 parcels, 4.31 acres	20 parcels, 3.91 acres	17 parcels, 3.11 acres
Promotes compact, walkable design that can accommodate office, service, and retail uses with upper floor residential space. **2-5 story buildings** are allowed.	Promotes **neighborhood-serving commercial and service uses**, allowing medium density levels. Buildings no higher than **3 stories** are allowed.	Protects existing detached homes on small-to-medium sized lot with support for adjacent **neighborhood-serving retail and service uses** near transit. Buildings no higher than **2 stories** are allowed.	This is **an open subzone of T3-N**, allowing the same building form, except side-by-side duplexes aren't allowed*. Buildings no higher than **2 stories** are allowed.

Source: City of Las Vegas Form Based Code, Chapter 19.09
*T3-N-O properties have additional allowed uses under the Zoning Code.

8 City of Las Vegas, Proposed Form Based Code Designation (2020)
9 City of Las Vegas, Unified Development Code, Chapter 19.12

a parcel within the Downtown Las Vegas Overlay District." This waiver is important to emphasize to future developers and business owners as it allows restaurants serving alcohol and cocktails bars, which have proven successful Downtown, to also find a place on Jackson.

Property Ownership

Land is categorized based on whether its owner(s) are in-state individual or corporation; out-of-state individual or corporation; is the City of Las Vegas or is a faith-based institution. The graph and map below illustrate the distribution of ownership across different owner types.

Individual property owners make up the bulk of all ownership, totaling 7.77 acres of land across 47 acres. Most individuals are homeowners whose homes have frontage along Van Buren and Monroe Avenue. As new development is planned for Jackson Avenue, it would be valuable to bring neighborhood-centered services and amenities that are appealing to existing homeowners along the corridor to limit opposition and build an initial consumer base.

Along the frontage of Jackson Avenue, there is a larger presence of faith-based institutions and corporate (LLC) ownership. Each group owns similar amounts of land, about 3.7 acres across 17-18 parcels. The largest faith-based institution with land on Jackson is Victory Missionary Baptist Church who owns 2.36 acres of land, or 64% of all property owned by faith-based institutions. Beyond the church structure, most of its surrounding land is utilized for parking.

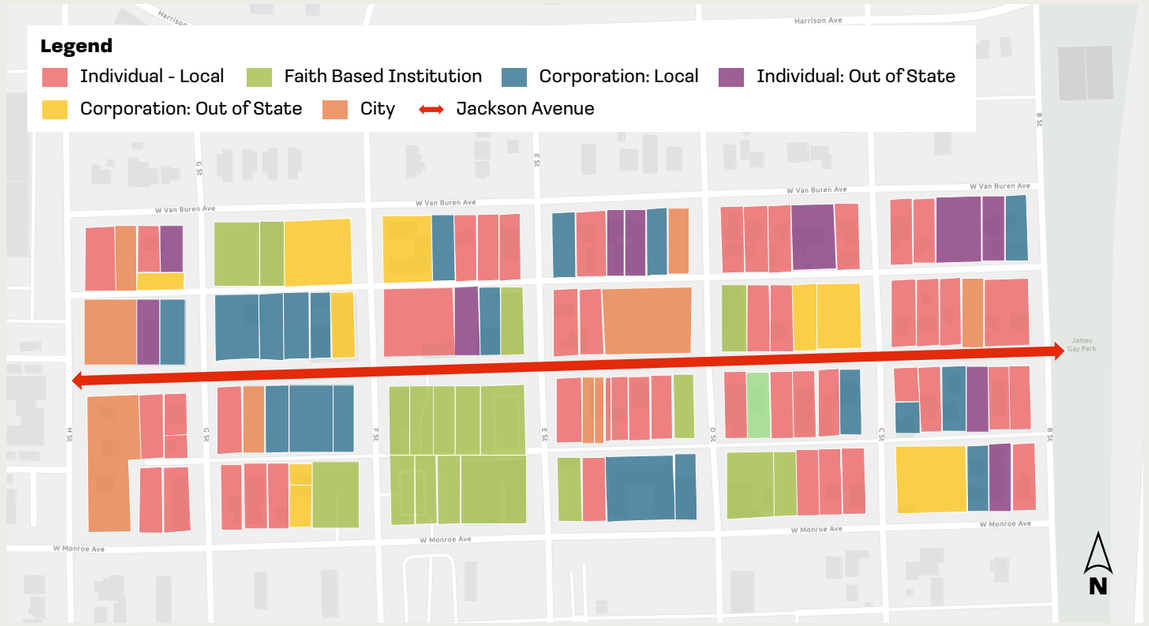
The largest corporate owner is Harlem Nights LLC, inclusive of the Jackson Hotel, Harlem Nights Casino, and Westside Residence who hold 1.45 acres of land between 600-620 Jackson. The Harlem Nights Project aimed to bring a 9-story casino, 22-story hotel, and 21-story apartment building to the Corridor. The project's developer planned to offer numerous community benefits, such as a commitment to donate 10% of its net profits to support neighborhood revitalization and to provide grants to small businesses. However, the grandiose project is not compatible with existing zoning along Jackson and was denied by the Las Vegas City Council in June 2025, following disapproval from the Planning Commission. Though housing, retail amenities, and hospitality do harken back uses once featured on Jackson, it is critical for new development to exist at a scale that does not overwhelm the surrounding community.

The City of Las Vegas owns roughly 2.5 acres of land along Jackson Avenue. Much of the property it owns is vacant excluding Fitzgerald Tot Lot. Activating City owned land can be an impactful first step to illustrate the City's commitment to attracting mission-aligned development to the Jackson Corridor.

Jackson Street Corridor Property Owners by Type (2025)



Map F. Jackson Street Corridor Properties by Owner Type



Source: Property records derived from Clark County Assessor's Office

Real Estate Summary: Implications for Jackson Street

Jackson Street is uniquely positioned to serve as the Historic Westside's entry point into the broader Las Vegas growth trajectory. The corridor's available land, cultural significance, and proximity to Downtown create the conditions for a catalytic, mixed-use development strategy that can absorb unmet demand.

The Historic Westside has experienced minimal real estate growth since 2017, in contrast to steady expansion in Downtown Las Vegas and across Clark County. Development activity, pricing, and absorption trends in surrounding areas signal growing demand that has not yet translated into investment into the Historic Westside. To close the gap between economic productivity, development investment, and neighborhood outcomes, intervention is needed. Such intervention would:

- → **Increase coordinated, catalytic investment** to overcome longstanding barriers;
- → **Align public, private, and philanthropic capital** in service of community revitalization and anti-displacement; and
- → Invite development that is **market-responsive while being rooted in cultural identity.**

With the right first-phase projects, Jackson Street can transition from an underperforming corridor to a **high-impact, culture-centered destination** that drives both economic activity and community wealth-building.

LOCAL INSIGHTS

A Place for the People: Insights from Community Engagement

Community engagement is central to ensure that local voices directly inform the recommended strategies and investments featured in this study. Through this engagement, we ground our analysis in authenticity, equity, and accountability.

Through outreach and engagement, a **consistent collective belief emerged that Jackson Avenue can once again serve as the heartbeat of the Historic Westside, where art, culture, entrepreneurship, economic sustainability, and community come together to inspire future generations.** While the community is eager to see progress, discussions also revealed important information, skills, and collaboration gaps.

Many local land and property owners expressed the need for greater understanding of development processes, financing options, and how to collaborate with one another to achieve shared outcomes. Participants noted that past planning efforts often lacked alignment or education for owners on how to engage effectively as partners in redevelopment.

Across all sessions and engagement, the community and stakeholders agreed that visible, high-quality investment guided by the HUNDRED Plan in Action, with reference to the Historic Westside Design Guidebook, can bridge these gaps and restore confidence that equitable growth and meaningful collaboration are possible.

Engagement Snapshot

A range of stakeholders, from legacy landowners and local entrepreneurs to developers and elected officials, with varying degrees of ties to the Jackson Street Corridor were engaged to inform study recommendations. Starting in March 2025, engagement occurred across a series of in-person focus groups and virtual discussions well as a community open house and tabling during Love on Jackson in February 2026. Focus groups and interviews delved in neighborhood priorities, development aspirations, feasibility constraints, and opportunities to revitalize Jackson. The community open house and Love on Jackson provided opportunities for neighborhood residents to learn early study findings, share concerns, and vote on preferred development scenarios.

This was supported by a coordinated outreach strategy that included e-blasts, social media promotions, flyer invitations, vendor canvassing, and a public service announcement (PSA) aired on KCEP 88.1 FM. In total, roughly 200 individuals were engaged across in-person and virtual platforms while 129 individuals submitted a digital survey.

Though many of the physical structures that once defined Jackson Street have been lost, the cultural legacy they represent endures, and so does the opportunity for replenishment and renewal.

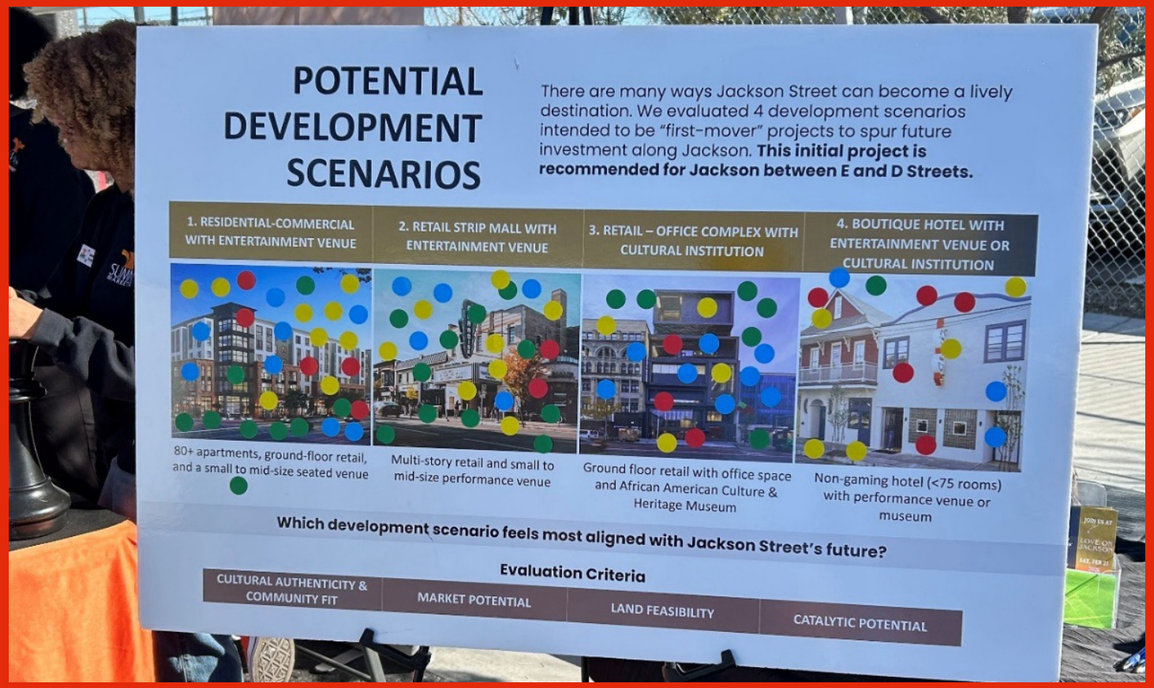
Today, as Las Vegas continues to expand and diversify its economy, the Historic Westside sits at a pivotal inflection point, where legacy, location, and market momentum converge.

	Total Invited	Engaged/ Responded	Attended	Unavailable	Unresponsive
March 2025	49	36	25	8	6
May 2025	94	55	35	8	31
February 2026	N/A*	103	N/A	N/A	N/A

*This engagement occurred during Love on Jackson: a community block party open to the general public.

“The Westside should not compete with the Strip—it should stand on its own legacy.”

→ Community member engaged in May 2025





A community member completes a survey about their development preferences.



A community member use a sticker to vote for his preferred development scenario.

Top Community Priorities

"We need a system that actually helps the Black community grow and evolve."

→ Community member engaged in May 2025

"I dream of the day that Jackson Street is thriving with local businesses, arts and entertainment, housing, restaurants, and a place where I can call Home again."

→ Legacy landowner

The collective feedback reflects a unified vision: redevelopment of Jackson Street should honor the Historic Westside's rich cultural legacy while building equitable pathways for residents, entrepreneurs, and youth. The following were raised as top concerns for any future development along the Corridor:

- → Housing as a foundational priority
- → Economic development and sustainability
- → Small business support
- → Cultural and artistic identity and preservation
- → Education, workforce, and youth opportunities
- → Infrastructure, safety, & public realm
- → Collaboration, education, & transparency gaps
- → Desire for visible, incremental progress

People's Shared Aspiration and Main Concerns

Stakeholders emphasized the need for transparency, communication, and collaboration, expressing a collective desire to clearly understand who is leading various efforts and how progress will unfold. They agreed that preserving the soul of the Westside—its cultural and historical authenticity—must remain at the heart of every development decision.

Participants also highlighted the importance of education and empowerment, calling for training and resources to help property owners and small developers play an active role in redevelopment. Above all, there was a shared vision for balanced growth that reflects progress without displacement and innovation without erasure, ensuring that faith, family, and legacy continue to anchor the community's identity. As one participant summarized, "We can't afford to lose what makes this place special — the people and the story."

How to Make a Difference

"Collaboration can't just happen between agencies; it has to happen with the people."

"Let's bring all the property owners and developers into one room—real collaboration starts there."

→ Community members engaged in March and May 2025, respectively

Stakeholders stressed that progress depends on visible, coordinated action supported by resources and accountability. Their recommendations to move the needle towards positive change included:

- → Establish a development task force or coalition of property owners, developers, and city staff to ensure ongoing coordination and transparency.
- → Provide financial education and technical assistance to help small developers and faith-based landowners understand funding tools, permitting, and joint venture opportunities.
- → Offer incentives for local hiring, façade improvements, and small business expansion along Jackson Street.

- → Prioritize infrastructure improvements—lighting, sidewalks, utilities—to signal momentum and attract investment.
- → Continue storytelling and cultural branding to celebrate the Historic Westside's legacy through art, tourism, and design.

Barriers to Progress

Participants identified several recurring barriers that have slowed redevelopment efforts and eroded community trust.

- → Limited coordination and communication between City departments, community organizations, and developers.
- → Lack of access to capital and risk-averse lending practices that disadvantage smaller, local developers.
- → Information and skills gaps that prevent property owners and organizations from taking part in development opportunities.
- → Community fatigue from years of studies without visible progress, leading to skepticism.
- → Policy and zoning constraints that make it difficult to develop on smaller parcels or assemble land for larger projects.

What is Desired 6 to 12 Months from Now

Stakeholders were united in their desire for visible, measurable progress that restores trust and demonstrates shared commitment.

- → Active construction or rehabilitation underway on at least one catalytic site along Jackson Street.
- → Visible infrastructure upgrades—cleaner streets, new lighting, or improved sidewalks—as signs of investment.
- → A faith-based development cohort or small developer academy launched with city and community support.
- → Regular public updates or a dashboard showing project milestones and funding commitments.
- → Youth employment or apprenticeship programs connected to redevelopment work.









Sources: HR&A

DEVELOPMENT POTENTIAL

Reclaiming Potential: Development Strategy & Recommendations

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Reclaiming Jackson Street as a vibrant cultural and economic corridor requires more than incremental development, it demands a deliberate, catalytic strategy that restores its historic role while positioning it for long-term growth. Once the heart of the Historic Westside's "Black Strip," Jackson Street can again become a destination for residents and visitors alike, anchored in culture, creativity, and entrepreneurship.

This chapter outlines a set of development recommendations for an initial phase of investment designed to generate momentum, attract capital, and establish a foundation for sustained, inclusive growth. These recommendations are grounded in the market analysis, community insights, and planning framework established in preceding sections, as well as the HUNDRED Plan's Second Big Move to revitalize Jackson Street.

Development Pillars

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The proposed development vision for Jackson Street is guided by five development pillars that serve as the north star for shaping programming, investment, and design. These pillars were informed by City priorities and refined through stakeholder engagement and market analysis. Rather than functioning as standalone goals, they operate as an integrated framework to ensure that development is both economically viable and culturally grounded.



1. Cultural Tourism

Preserve and interpret Jackson Street's legacy as the "Black Strip" through storytelling, heritage-driven placemaking, and destination-oriented experiences that attract visitors and investment.



2. Arts & Entertainment

Re-establish Jackson Street as a center for performing and visual arts through venues, programming, and creative production spaces that generate activity throughout the day and evening.



3. Black Entrepreneurship

Expand opportunities for Black-owned businesses by creating pathways for ownership, incubation, and long-term sustainability, building on the corridor's historic role as a hub of Black enterprise.



4. Education

Strengthen connections to nearby educational investments, including the College of Southern Nevada's Workforce & Education Training Center and the West Las Vegas Library, positioning Jackson Street as a corridor of learning, workforce access, and opportunity.



5. Health & Wellness

Introduce health-oriented amenities and services that improve quality of life for existing residents while supporting a more complete and livable neighborhood environment.

Development Guardrails

In addition to the development pillars, a set of pragmatic considerations and community priorities establish guardrails for how development should occur along Jackson Street. These guardrails ensure that new investment aligns with long-term cultural preservation, economic inclusion, and physical feasibility.

Key guardrails include:

- → Preserving remaining historic structures and honoring legacy land uses
- → Maximizing density within existing zoning frameworks to support project feasibility
- → Establishing a gateway connection to James Cay Park and surrounding community assets
- → Retaining legacy land ownership where possible, while enabling strategic parcel assembly to unlock larger development opportunities
- → Implementing anti-displacement policies and programs which protect existing residents and reinvest development gains back into Jackson Street and the Historic Westside
- → Advancing regenerative tourism practices that foster respectful cultural immersion, prioritize community-led storytelling, and support local, small businesses

Anti-Displacement and Legacy Ownership Toolkit

Revitalization of Jackson Avenue must be structured to strengthen the Historic Westside's cultural identity while protecting the people, institutions, and legacy property owners who have sustained the corridor through decades of disinvestment. New development should not require existing landowners to simply sell their land in order to participate in future growth. Instead, the City and its partners should advance development structures that allow legacy owners to retain a meaningful stake in the corridor's future while enabling coordinated investment, site assembly, and project delivery.

The following tools can help balance development feasibility with anti-displacement, local ownership, and community wealth-building goals.

Ground Leases

Ground leases allow legacy landowners to retain ownership of their land while leasing it to a developer or operating partner for a defined period of time. This structure can create long-term income for property owners without requiring permanent land sale. Ground leases may be particularly useful where faith-based institutions, families, or local owners wish to participate in development while preserving long-term control of their property.

Joint Ventures

Joint ventures can enable property owners, developers, and capital partners to share risk, decision-making, and financial upside. In this model, a legacy owner may contribute land while a development partner contributes capital, technical expertise, and project execution capacity. Joint venture agreements should clearly define ownership shares, governance rights, approval rights, profit distribution, refinancing terms, and exit provisions to ensure that local owners are protected and informed throughout the development process.

Reciprocal Easement Agreements

Reciprocal easement agreements can support coordinated development across multiple parcels without requiring all owners to consolidate or sell their land. These agreements can govern shared access, parking, utilities, stormwater infrastructure, trash collection, maintenance, loading, pedestrian circulation, and other shared site needs. They are especially useful along Jackson Avenue, where fragmented parcel ownership may require multiple owners to coordinate development while retaining separate parcel ownership.

Community Benefits Agreements

Community benefits agreements can help ensure that new development produces measurable benefits for Historic Westside residents, businesses, and institutions. These agreements may include commitments related to local hiring, minority contractor participation, affordable commercial space, Black-owned tenanting, public programming, cultural interpretation, youth employment, infrastructure improvements, and reinvestment into corridor stewardship. Community benefits should be specific, measurable, and tied to implementation timelines.

Local and Minority Hiring Goals

Development projects should include clear goals for local hiring and minority participation across predevelopment, design, construction, operations, and programming. This includes opportunities for Black architects, engineers, contractors, subcontractors, artists, fabricators, consultants, venue operators, and professional service providers. Hiring goals should be paired with technical assistance, procurement support, and early outreach so that local and minority-owned firms are positioned to compete successfully.

Black-Owned Tenanting Goals

Ground-floor commercial space should prioritize Black-owned and locally rooted businesses that reinforce Jackson Avenue's cultural identity and meet community needs. This may include restaurants, cafés, wellness providers, barbershops and beauty businesses, cultural retail, galleries, entertainment operators, professional services, and neighborhood-serving amenities. Tenanting strategies should include affordable lease structures, phased rent schedules, tenant improvement support, and business coaching to help local entrepreneurs succeed in newly delivered spaces.

Small Business Technical Assistance

Many local entrepreneurs will need support to access commercial space, secure financing, navigate permitting, prepare business plans, negotiate leases, and fund tenant improvements. The City, JSA/WCA, Urban Chamber of Commerce, CDFIs, and philanthropic partners should coordinate a small business support platform for Jackson Avenue entrepreneurs. This support should begin before construction is complete so that local businesses are ready to occupy and operate within new development as space becomes available.

Homeowner Stabilization Tools

As investment increases, surrounding homeowners may face rising property values, taxes, insurance costs, repair needs, or speculative purchase pressure. The City and its partners should identify homeowner stabilization tools that help long-time residents remain in place. Potential strategies include home repair assistance, property tax relief or counseling, estate planning support, foreclosure prevention resources, anti-speculation education, and programs that help homeowners understand development proposals before making decisions about selling or partnering.

Property Owner Education

Property owners along Jackson Avenue should have access to education and advisory support that explains development finance, site control, land valuation, ground leases, joint ventures, easements, community benefits, and long-term ownership implications. This education should be delivered in plain language and through trusted community partners. A property owner education series could help legacy owners evaluate development opportunities, negotiate from a position of strength, and participate in corridor revitalization without losing control of their assets.

Together, these tools can help ensure that Jackson Avenue's revitalization is not only market-responsive, but ownership-centered, culturally grounded, and accountable to the Historic Westside community. Used effectively, they can create a development framework in which legacy landowners, residents, entrepreneurs, and cultural institutions share in the value created by future investment.

Catalytic Development Scenarios

With a clear set of development pillars, guardrails, and evaluation criteria established, the next step is to translate this framework into action. To do so, we evaluated a series of potential development scenarios for an initial phase of catalytic investment along Jackson Street. These scenarios are designed to test how different mixes of uses and programming can activate the corridor, generate economic momentum, and reinforce Jackson Street's identity as a cultural and commercial destination.

Rather than defining a single long-term outcome, this analysis focuses on identifying the most effective first move, **a project capable of attracting follow-on investment**, and setting the tone for future development along the corridor.

Site Selection:

Why the 400 Block

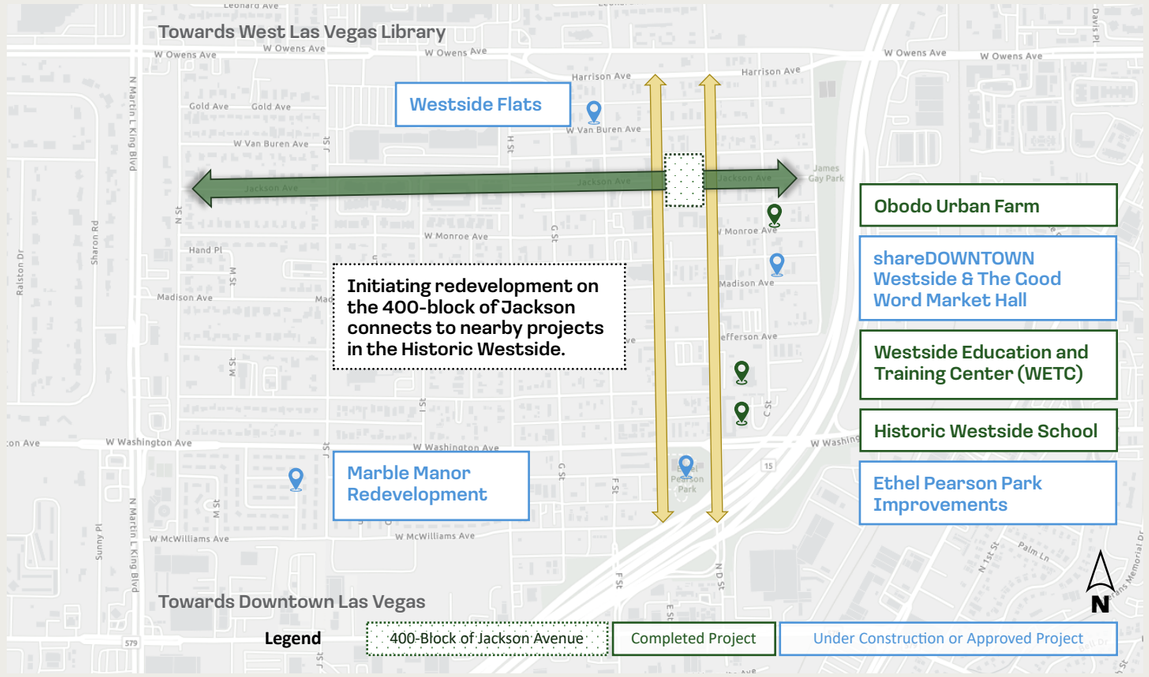
All scenarios envision the first phase of development occurring on the **400 block of Jackson Street, between D and E Streets**, which offers the strongest conditions for near-term catalytic development.

This block benefits from a convergence of factors that position it as the most viable starting point:

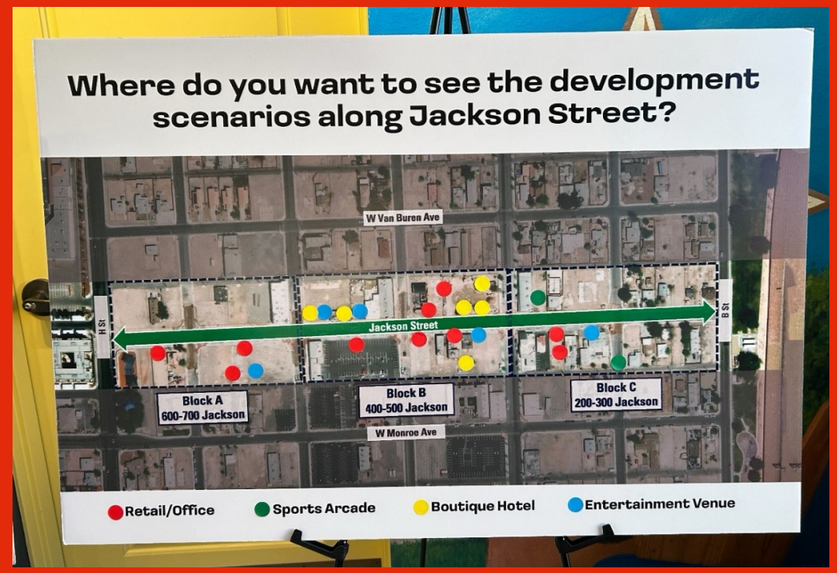
- → **Proximity to emerging anchors**, including the Historic Westside Education and Training Center (WETC), shareDOWNTOWN Westside, and the Good Word Social Club, creating a growing base of residents, workers, and visitors within walking distance.
- → **Connectivity to Downtown and the regional highway network**, accessible via D Street, Bonanza Road, and the I-15 corridor, allowing the site to draw from both neighborhood and regional audiences.
- → **Land availability and ownership readiness**, boasting approximately **1.73 acres of vacant land** across parcels owned by the City and Jackson Street Alliance (JSA) stakeholders, with demonstrated interest in development.
- → **Zoning capacity** under T4-MS zoning allowing for **up to five stories of mixed-use development**, supporting density and flexibility.
- → **Community alignment** with stakeholders showing strong local support for prioritizing this block as the initial focus of development.

While F Street offers strong visual identity through signage and murals, current perceptions related to safety near the underpass may limit near-term accessibility. Over time, improvements to connectivity and public realm conditions should strengthen both D and F Streets as gateways to the corridor. Taken together, the 400 block offers the most feasible and strategic location to initiate development that can scale over time.

Map C. Recently Developed or Planned Projects Near the 400-Block of Jackson



Community members were asked to vote on their desired location for preliminary development scenarios during a town hall in May 2025. Votes were concentrated along the 400 block of Jackson, primarily in favor of a boutique hotel or retail/office space.



Development Approach: The Role of an Anchor

Central to all four development scenarios is the establishment of a **destination anchor** — a use or combination of uses capable of attracting both residents from across the Las Vegas Valley and visiting tourists.

This anchor is essential to:

- → Generating **early economic activity**
- → Establishing **consistent foot traffic**
- → Increasing **visibility and awareness** of Jackson Street
- → Positioning the corridor within Las Vegas's broader **experience-driven economy**

Each proposed scenario draws inspiration from historic uses that once defined Jackson Street — including entertainment, hospitality, and entrepreneurship — while introducing contemporary programming designed to meet current market demand and stimulate future investment along the corridor.

Development Scenarios Evaluation

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Four development scenarios were evaluated, each representing a distinct approach to land use, scale, and market positioning. These scenarios are envisioned for the 400 block and reflect a range of programmatic possibilities that balance cultural relevance with market viability. Potential development scenarios were evaluated using four core criteria to determine their overall strength and catalytic potential:

- → **Cultural Authenticity & Community Fit:** The extent to which development reflects Jackson Street's heritage and aligns with community values.
- → **Market Potential:** The ability to generate early economic activity, foot traffic, and sustained visibility.
- → **Land Feasibility:** Alignment with current ownership patterns, available land, and zoning conditions.
- → **Catalytic Potential:** The capacity to attract follow-on investment from private, public, and philanthropic sources.

Together, these criteria point toward development strategies that are feasible, rooted in community aspirations, and capable of generating long-term, inclusive economic impact.

While each scenario introduces a different mix of uses, all share a common objective: to establish a **compelling, activity-generating destination** that anchors the corridor and attracts initial investment. Importantly, this analysis does not suggest that only one development type should occur along Jackson Street over time. Rather, it considers the **impact of sequencing** — identifying which type of project, if delivered first, is most likely to:

- → Accelerate follow-on development
- → Build market confidence
- → Reinforce Jackson Street's identity as a cultural and commercial destination

The success of Jackson Street's revitalization will depend not only on what is built, but on what is built first.

Table 6 summarizes the evaluation outcomes for each development scenario against the established criteria. Following the table, detailed evaluations are provided. Each scenario is supported by precedent development example either from Las Vegas or historically Black communities nationwide.

Table 6. Evaluation Summary of Proposed Development Scenarios

First Phase Development Scenarios				
	Mixed-Use: Commercial-Residential with Entertainment Venue	Entertainment Venue with Retail Strip Mall	Mixed Use: Retail - Office with Cultural Institution	Boutique Hotel with Cultural Institution
Cultural Authenticity	High	High	High	High
Market Potential	High	Medium	Medium	Medium
Land Feasibility	Medium	Medium	Low-Medium	Low
Catalytic Potential	High	High	Medium	Medium

SCENARIO 1

Mixed-Use: Commercial-Residential with an Entertainment Venue

- → **Cultural Authenticity & Community Fit (High):** This scenario strongly aligns with Jackson Street's historic identity as a center of Black culture, entertainment, and entrepreneurship. Reintroducing a mix of resident- and visitor-oriented uses reflects the corridor's legacy while creating space for contemporary cultural expression. Intentional design and programming — including historic references, Black-owned businesses, and local artists — can ensure development remains rooted in the community's cultural memory.
- → **Market Potential (High):** This scenario introduces multiple reinforcing demand drivers. Mixed-income housing can attract both existing residents and new households seeking proximity to Downtown at a lower cost, while ground-floor commercial space supports local entrepreneurs and niche retail. A mid-sized entertainment venue (1,000–1,500 capacity) fills a gap in the Las Vegas market for intimate, off-Strip performance spaces, attracting both local audiences and visiting talent. Together, these uses generate sustained foot traffic and economic activity.
- → **Land Feasibility (Medium):** The 400 block provides sufficient land to support this development, though coordination among property owners is required. Approximately half an acre is needed for mixed-use residential-commercial development, while a quarter to one-third acre is required for the entertainment venue. Parcel assembly, particularly on the southern portion of the block, will be critical. Additionally, accommodating parking for both residents and visitors may require structured solutions or increased density to remain feasible.
- → **Catalytic Potential (High):** This scenario has strong potential to catalyze broader corridor revitalization by combining housing, commercial activity, and a destination anchor. The introduction of new residents and businesses creates a foundation for sustained economic activity, while the entertainment venue drives visibility and repeat visitation. Together, these elements establish the conditions for follow-on investment and reinforce Jackson Street's role as a cultural and economic hub.

Across all scenarios, the mixed-use development anchored by an entertainment venue (Scenario 1) offers the strongest balance of cultural alignment, market viability, feasibility, and catalytic impact, making it the most effective first-phase investment.

RESIDENTIAL-COMMERCIAL CASE STUDY:

The Rosa and Van de Vyver

Jackson Ward; Richmond, VA

Built in 2019, The Rosa and Van de Vyver are a mixed unit development located in the historic Jackson Ward neighborhood near Downtown Richmond. The Rosa features 72 affordable one-bedroom units while the Van de Vyver has 82 mixed-income units, 8 of which were built in the former convent of St. Joseph's Catholic Church. The $34.5 million development was funded with a mix of 4% and 9% LIHTC equity, tax-exempt bond financing, and funds from the Federal Home Loan Bank of Atlanta and Richmond Redevelopment and Housing Authority. The site includes over 5,400 square feet of ground floor retail space.

Jackson Ward, also known as "the Harlem of the South," possesses a similar historic heritage to Jackson Street and the Historic Westside. Both areas were once vibrant entertainment districts home to many Black owned businesses with a strong presence of churches. In a similar manner to I-15 splintering the Historic Westside, I-95 was redirected through Jackson Ward, contributing to economic disinvestment and displacement. Jackson Ward residents have actively sought to preserve its historic assets and restore the character of their community. The Rosa and Van de Vyver illustrate how publicly subsidized adaptive reuse of historic sites can happen in tandem with new development, bringing affordable and market rate housing to Jackson Ward.

Why This Scenario Was Not Selected

While this scenario introduces strong destination elements and offers strong cultural alignment, it lacks the structural components needed to sustain long-term corridor growth. It was not advanced as the recommended approach due to several key limitations:

- → **Lack of housing** limits the ability to build a stable, on-site customer base and support long-term corridor activity.
- → **Community and stakeholder preference** strongly favored mixed-use development with residential components.
- → **Retail absorption risk** is higher across a strip configuration, potentially leading to slower lease-up and fragmented activation.
- → A **more curated, mixed-use approach** with integrated ground-floor retail is better positioned to deliver sustained foot traffic and economic performance.

ENTERTAINMENT VENUE CASE STUDY:

Carver Theater for the Performing Arts

Fourth Avenue District; Birmingham, AL

The Carver Theater opened in 1935 as a movie house within Birmingham's then segregated Black Business District, 4th Avenue. In the 1940s, it was remodeled for roughly $160,000, equivalent to $2.9 million in 2025 dollars. The Theater closed in the early 1980s and was purchased by the City in 1990 to aid in revitalization of the Fourth Avenue District. Operated by the nonprofit Alabama Jazz Hall of Fame (AJHF), the Carver Theater boasts a renovated 460-seat performance hall and is home to the AJHF museum and Jazz Hall Radio station. The building was reconstructed in 2020, supported by a $4 million investment from the City and reopened in August 2024.

Today, the theater offers a wide range of arts programming including comedy and open mic nights, jazz jam sessions, movie-making workshops, dance classes. The theater hosts internationally recognized and local performers, including area students. Carver Theater is also a primary venue for the annual Sidewalk Film Festival, showing works by independent filmmakers. The historic institution is revered by the community and is part of larger revitalization efforts to restore buildings within the Historic 4th Avenue Black Business District.

SCENARIO 2.

Entertainment Venue with Retail Strip Mall

- → **Cultural Authenticity & Community Fit (High):** This scenario aligns with Jackson Street's cultural legacy by combining entertainment with commercial activity, creating a destination that reflects the corridor's historic role as a center for nightlife and entrepreneurship. The inclusion of locally oriented retail and services can support small business growth while reinforcing community identity.
- → **Market Potential (Medium):** An entertainment venue paired with a retail strip can generate episodic foot traffic and support neighborhood-serving businesses. However, the absence of a residential component limits consistent, day-to-day demand. Retail absorption across multiple storefronts may be slower, particularly without a built-in customer base from nearby residents.
- → **Land Feasibility (Medium):** There is sufficient land within the 400 block to accommodate both the entertainment venue and a retail strip. However, this configuration may require more intensive parking solutions to serve both employees and patrons, potentially constraining site efficiency and development feasibility.
- → **Catalytic Potential (High):** This scenario can create a visible destination and generate initial activity along the corridor. The combination of entertainment and retail can increase visibility and attract visitors, supporting broader awareness of Jackson Street as a commercial hub.

SCENARIO 3.

Mixed Use: Retail-Office with Cultural Institution

- → **Cultural Authenticity & Community Fit (High):** This scenario strongly reflects Jackson Street's cultural legacy by advancing a program centered on cultural preservation, education, and Black history. A cultural institution could serve as a powerful anchor for storytelling, workforce development, and community engagement, aligning with broader efforts to elevate Black heritage in Las Vegas.
- → **Market Potential (Medium):** While a cultural institution can attract visitors and generate periodic activity, the office component presents more limited market demand. Office uses rely on securing anchor tenants and tend to generate activity primarily during daytime hours, reducing the potential for sustained,

all-day corridor activation. Retail performance may also be constrained without a consistent residential base.

- **Land Feasibility (Low–Medium)**: This scenario presents more complex development requirements, including the need for larger parcel assembly to accommodate both office space and a cultural institution. Development feasibility is further challenged by uncertainty in office absorption and the scale required to support a viable institutional use.
- **Catalytic Potential (Medium):** A cultural institution can serve as a long-term destination and reinforce corridor identity. However, without complementary residential density and consistent daily activity, its ability to catalyze near-term, corridor-wide development is more limited.

Why This Scenario Was Not Selected

While this scenario offers strong cultural alignment and long-term potential, it was not advanced as the recommended first-phase strategy due to several key limitations:

- **Office demand risk**, requiring significant tenant commitment and limiting activation to daytime hours.
- **Land assembly complexity**, increasing development timelines and uncertainty.
- **Community preference** to expand the African American History Museum at its existing Van Buren location rather than introduce a new institutional site on Jackson Street.
- **Timing considerations**, as a cultural institution of this scale is better suited for a later phase, once a stable residential and commercial base has been established.

RETAIL-OFFICE WITH CULTURAL INSTITUTION CASE STUDY:

21 North Greenwood and Greenwood Rising

Historic Greenwood District; Tulsa, OK

21 North Greenwood offers 72,500 square feet of Class A office and retail space in the Historic Greenwood District of downtown Tulsa. Built in 2022, the five-story development provides 9,000 square feet of ground floor retail with a multi-purpose rooftop with sweeping views of the city. The $20.7 million project is at the gateway to the Historic District and houses several tenants including a law firm, an architecture firm, a nonprofit home repair organization, and the Hille Foundation, a local philanthropy who developed the site and operates its rooftop event venue, The Vista at 21.

Notably, the building's owner gifted a portion of the site to the 1921 Tulsa Race Massacre Centennial Commission for its flagship project, Greenwood Rising, a museum and history center sharing the story of the Greenwood District and memorializing victims of the massacre. Taken together, 21 North Greenwood stands out for its modern architecture and ability to drive professional and retail activity to the Greenwood District while supporting the memorialization of the district's cultural legacy through the Greenwood Rising museum.

SCENARIO 4.

Boutique Hotel with Cultural Institution

- **Cultural Authenticity & Community Fit (Medium–High):** This scenario draws from Jackson Street's historic role as a center for hospitality and entertainment, reintroducing uses that once defined the corridor's identity. A hotel paired with a cultural institution could amplify the visibility of Black culture in Las Vegas and align with the HUNDRED Plan's emphasis on "positive street life generators."
- **Market Potential (Low–Medium):** While hospitality can attract visitors and support tourism activity, current market conditions present challenges. Downtown hotel occupancy rates remain below pre-pandemic levels, indicating softer demand. A new hotel on Jackson Street would face strong competition from existing accommodations south of I-15 and may struggle to achieve near-term financial viability without a well-established destination or demand base.
- **Land Feasibility (Low):** A hotel development would likely require a substantial portion of the 400 block — particularly the southern parcels — limiting the ability to co-locate complementary uses such as cultural or entertainment anchors. This reduces flexibility and makes it difficult to deliver a balanced, mixed-use program.
- **Catalytic Potential (Low–Medium):** While a hotel could contribute to long-term corridor visibility, its ability to catalyze near-term development is limited without an existing base of activity and demand. Unlike mixed-use or entertainment-led strategies, hospitality alone is less effective in generating consistent, ground-level activation and supporting local business growth in early phases.

Why This Scenario Was Not Selected

Although this scenario aligns with Jackson Street's historic hospitality legacy, it was not advanced as a first-phase strategy due to several key constraints:

- **Weak near-term market demand**, with Downtown hotel performance still below pre-pandemic levels.
- **Competitive disadvantage** relative to established accommodations closer to the Strip and Downtown core.
- **Significant land requirements**, limiting the ability to integrate complementary uses within the 400 block.
- **Lower catalytic impact in early phases**, as hospitality is more effective once a destination and visitor base are already established.

BOUTIQUE HOTEL CASE STUDY:

Akwaaba Mansion Bed & Breakfast

Stuyvesant Heights Historic District; Brooklyn, New York

Akwaaba Mansion Bed & Breakfast offers four guest rooms in a restored 1860s Italianate villa. The Afrocentric Bed & Breakfast opened in 1995, as the first in a collection of upscale accommodations owned by Glenn Pogue and Monique Greenwood. It took the couple three years to purchase the then 18-room mansion in their home neighborhood, with lenders skeptical that a Black-owned inn would fare well in a community perceived as dangerous by non-residents. Though a thriving business today, its opening initially created tension for some neighbors who expressed concerns about noise, garbage, and parking. Its owners remained committed to their $100,000 renovation investment, certain their vision of bringing a unique getaway to the community was worthwhile.

Staying true to its namesake ("akwaaba" means "welcome" in Twi, a Chanian language), Akwaaba Mansion has welcomed not only overnight guests but also those seeking a venue for weddings, church gatherings, parties, and charity or corporate events. As Brooklyn's popularity has grown, the inn has attracted international guests as well. Over the last 30 years, the Akwaaba brand has grown to include properties in Philadelphia and Bethany, Pennsylvania. Across each location, historic architecture blends with contemporary décor that pays homage to the African diaspora and personalized experiences like tea service and massages.

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Economic Impact Assessment

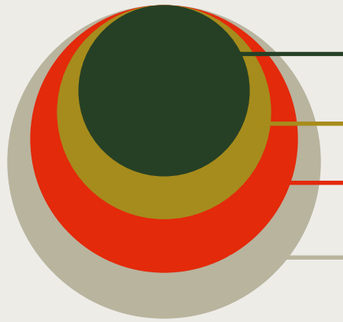
Beyond the qualitative factors evaluated in the prior chapter, potential economic impacts are a driving factor in determining the optimal first-phase development scenario. Impact estimates point to potential benefits and risks a proposed development project, indicating its viability and ability to generate jobs, business activity, and tax revenue.

To estimate potential economic impacts from the construction of each development scenario, Lightcast's input-output model was used. This model analyses the flow of money and ripple effects (multipliers) across industries within a specified geography. The initial, direct, indirect, and induced economic impacts of each development scenario on the Las Vegas metro area were calculated. [10]

The total estimated impacts for each development scenario are summarized in the table below. For details on the breakdown of initial, direct, indirect, and induced impacts, as well as total sales tax generated at the local and state level, please review **Appendix B**.

Scenario 1 is estimated to generate the greatest economic impact, with potential to:

- → Create between 300 and 540 jobs, driven primarily by new construction jobs
- → Generate between $30 million to $53 million in labor income through new job opportunities.
- → Induce between $19 million to $34 million annually in new spending activity.
- → Add between $43 million to $76 million in value to the region's gross product.
- → Generate a total of $964,000 to $1.7 million in local sales taxes.



Initial	Initial investment in the development that does not include ripple effects (i.e., construction and new operations on site).
Direct	First round of impacts. This change is due to inter-industry effects.
Indirect	Subsequent ripple effect in further supply chains resulting from the direct change. This change is due to inter-industry effects.
Induced	Effects as employees spend their paychecks in the region, businesses invest to grow their operations, and government spends more to support the changes.

10 For each development scenario, a development program was developed to determine the range of total project construction costs. Prevailing wage is not assumed for total development costs. All programs were envisioned on the 400-block using the maximum by-right density (up to 5 stories). Total development cost estimates derived from Marshall & Swift construction cost estimates from 2024, inflation adjusted to 2026 values. Development cost and economic impact estimates factors in anchor developments of various sizes (e.g., small entertainment venue at 5,000 sq. ft. versus a larger one at 60,000 sq. ft.). Total development costs served as inputs for the Lightcast model.

Table 7. Economic Impact Estimates of Proposed Development Scenarios

The impacts described below are based on the development program for each scenario described in Appendix A.

	Development Scenarios			
	Scenario 1	Scenario 2	Scenario 3	Scenario 4
	Mixed-Use: Commercial-Residential with Entertainment Venue	Entertainment Venue with Retail Strip Mall	Mixed Use: Retail - Office with Cultural Institution	Boutique Hotel with Cultural Institution
Total Development Costs	$51M to $99M	$19M to $64M	$34M to $78M	$23M to $54M
Job Created	300 – 540	90 – 310	170 – 380	110 – 260
Labor Income	$30M – $53M	$9M – 29M	$15M – $35M	$10M – $24M
Annual Sales	$79M – $139M	$23M – $75M	$40M – $92M	$27M – $63M
Value Added	$44M – $76M	$12M – $41M	$22M – $50M	$15M – $35M
Sales Tax (Local & State)	$1.8M – $3.1M	$518K – $1.7M	$924K – $2.1M	$611K – $1.4M

Source: Lightcast, estimates are rounded.

Initial Catalytic Development Recommendation

The first phase of development on Jackson Street must do more than introduce new buildings; it must shift market perceptions, reduce perceived investment risk, and establish the corridor as a viable destination for residents, businesses, and visitors. This initial phase should incite additional investment along the corridor and create catalytic impact, meaning it should generate change beyond the development's immediate footprint and strengthen the identity, level of investment, and economic activity of the Historic Westside.

With this in mind, **HR&A recommends that the City and its partners advance the 400 block of Jackson Avenue as the first catalytic phase of corridor revitalization through a mixed-use residential-commercial development anchored by a small-to-medium entertainment venue**. This project should be designed to generate daily neighborhood activity, attract destination visitors, support Black-owned businesses, and establish a visible proof point for follow-on investment across the corridor.

Details on the conceptual development program are discussed below. Our assessment is informed by stakeholder input, community aspirations, market rationale, estimated economic impacts, and comparable precedents but final development cost and project impacts will vary based on numerous factors such as the project developer, access to financing, and development timeline.

Proposed Development Program

The proposed development program intentionally combines daily activity, driven by residents and neighborhood-serving services, with destination activity anchored by entertainment and events, creating a corridor that is active, visible, and economically viable throughout the day and week.

Under existing zoning, a mixed-use development is a by-right principal use under the T4-MS Transect zone, while a small to medium-size entertainment venue, depending on its design and primary audience, may be designated a nightclub (a conditional use) or a general entertainment establishment (a by-right use). Within this zone, a wide range of principal commercial uses are permitted, including bowling alleys, movie theaters, gyms, spas, bakeries, and banks, creating an expansive selection of enterprises that can occupy new retail spaces. Based on community feedback, we recommend a mix of neighborhood facing amenities, such as grocery stores and beauty/barber shops, co-exist with amenities such as spas, restaurants, and video arcades. Commercial space should seek businesses offering a mix of family, senior, and adult friendly programs and services.

Mixed Use Residential-Commercial

The housing component should offer quality, mixed-income multifamily housing above the commercial spaces. Apartment buildings could address rental housing needs across income levels. Rooftop access and shared green space can provide outdoor convening space for residents, as well as rentable space for visitors. In Las Vegas, typical rents hovered near $1,600/month in 2025, well above the typical rents in the Historic Westside which are closer to $1,000/month or less. Offering mixed-income homes promotes balance in the City's housing ecosystem by creating integrated neighborhoods with greater access to opportunity, amenities, and culture.

Based on preliminary density studies and pro formas, several mixed-use buildings could operate across the 400-block. For the northern block, 4 stories could accommodate an estimated 60 to 70 apartments, with apartments ranging from 600-1,000 square feet. Reduced parking would serve neighborhood walkability. On the southern portion, mixed-use development could accommodate an estimated 50-80 apartments with space held for parking and green space. With a no-lot-line construction approach across both blocks, there is an estimated 37,000 square feet of potential ground floor commercial space, suitable for a range of businesses from a limited-service grocery store to a collection of smaller local businesses.

Entertainment Venue

The entertainment venue would occupy the southern portion of the block, assembling a minimum of 2 parcels equivalent to a quarter to a third of an acre for the venue. Structured parking could be integrated into the venue design to avoid additional parcel usage for surface parking. Building vertically, we estimate 30,000 to 60,000 square feet of space is necessary to accommodate upwards of 1,500+ patrons, with ample space for performance equipment and any accessory uses such as a bar or on-site restaurant. If greater intimacy is desired, a smaller entertainment venue could be pursued with space for less than 500 patrons, at around 5,000 square feet. A final site concept could include the entertainment venue adjacent to or integrated into the ground floor of mixed-use development(s).

The entertainment venue should host a wide variety of genres to maximize potential revenue generation and visitor attraction. The venue's design would intentionally honor jazz, soul, and rock and roll artists who once frequented Jackson Street and uplift Black music history. Community programming should also be offered, such as open mic or movie nights, to keep the space activated in between larger performances and support local talent in the neighborhood.

Table 8. Recommended Development Program

	Mixed-Use Residential Commercial	Midsize Entertainment Venue (Option A)	Small Entertainment Venue (Option B)
Estimated Square Footage	**Across 3 buildings:** **Residential:** ~149,000 sq. ft. **Commercial:** ~37,000	Up to 60,000 sq. ft.	Up to 5,000 sq. ft.
Estimated Minimum Acreage	1-1.3 acres	0.25-0.3 acres	0.25 acres
Potential Parcels	400-418 Jackson, 405-413 Jackson,1315 D St	415-421 Jackson	415-421 Jackson

Together, this development scenario helps to energize the Jackson Street corridor, bringing visibility and community benefits – such as needed affordable housing and community retail – without over scaling. This scenario had the highest alignment amongst surveyed community members, receiving a third of all votes during the Love on Jackson block party and support from interviewed landowners on t he 400-block. The scenario also mimics precedent developments in the Las Vegas Valley that began development through a catalytic destination (e.g., The Smith Center, Station Casinos). Having curated tenant selection and strong program operators is key to this scenario's success. Black entrepreneurship and culture must be on full display to generate the foot traffic and residents that can catalyze future development.

400 JACKSON STREET: HONOR THE PAST IN THE PRESENT

400 Jackson Street was once the site of the Cove Hotel before becoming the headquarters of Operation Life, a community development corporation co-founded by Ruby Duncan and Mary Wesley. 400 Jackson served as the home of the Westside's first medical clinic, providing early diagnostic screenings for kids and other critically needed medical treatment. Future development on the site should uplift the principles of generational mobility, health, and education embodied by Operational Life. This could be reflected through commercial space that offers free health-forward community programming or vocational training that educates area youth.

ENTERTAINMENT VENUE RISK AND MARKET POSITIONING

The recommendation to include a small-to-medium entertainment venue should not be understood as a recommendation to replicate prior venue models that have struggled in Las Vegas. The closure of past venues, including jazz-oriented concepts, underscores an important implementation risk: live performance venues are complex operating businesses, not simply real estate amenities. Their success depends on the right operator, scale, programming model, audience strategy, revenue mix, and relationship to surrounding uses.

For Jackson Avenue, the opportunity is not to create a stand-alone, single-genre venue dependent only on ticket sales. Rather, the opportunity is to create a flexible, culturally grounded performance and gathering space that is integrated into a broader mixed-use district. The venue should function as one component of a larger ecosystem that includes housing, ground-floor commercial space, food and beverage, local businesses, cultural programming, private events, community gatherings, and tourism-oriented experiences.

This distinction is critical. Jackson Avenue's competitive advantage is not simply live music; it is the ability to offer an authentic cultural destination rooted in the history, creativity, and entrepreneurial legacy of Black Las Vegas. A successful venue should therefore be programmed around a broader cultural platform, including live music, spoken word, comedy, film, community celebrations, educational programming, artist showcases, private rentals, and partnerships with local and regional cultural institutions.

To mitigate operating risk, the venue should be right-sized through a dedicated feasibility and operator assessment before final design. This assessment should test seating capacity, standing capacity, acoustics, back-of-house needs, food and beverage potential, event rental opportunities, ticket pricing, sponsorship potential, artist booking costs, staffing needs, and projected operating margins. The goal should be to identify a venue size and operating model that is ambitious enough to create a destination, but disciplined enough to be financially sustainable.

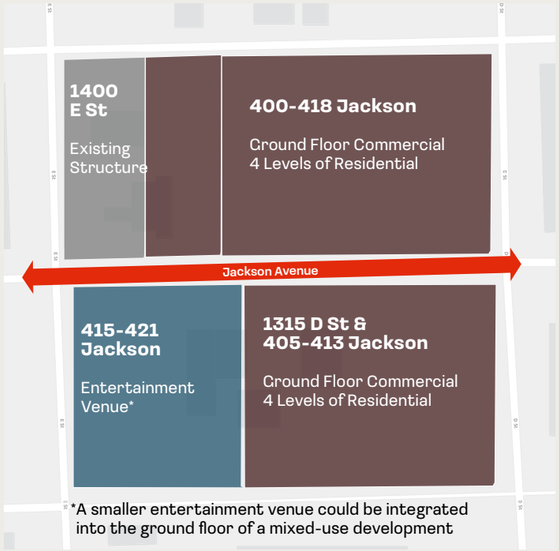
The City and its partners should also avoid advancing the venue as an isolated first move. Interim activations, pop-up performances, outdoor events, food festivals, community markets, and cultural programming should be used during the predevelopment period to test audience demand, refine programming concepts, build a consumer base, and attract potential operators and sponsors. These pilots can help determine which types of events generate consistent attendance and spending before permanent capital is committed.

A successful entertainment venue on Jackson Avenue will require an experienced operator or operating partner with a demonstrated ability to manage culturally grounded programming, food and beverage revenue, private events, artist relationships, and community partnerships. Potential operators should be engaged early in the master planning and feasibility process, and their input should inform the venue's size, design, programming calendar, and business plan. Letters of interest or comparable commitments from operators, sponsors, or programming partners should be pursued before final financing and construction.

The recommended venue should also be supported by a diversified revenue model. Ticket sales alone are unlikely to support long-term operations. Revenue should be generated through a combination of live performances, food and beverage, private rentals, corporate and philanthropic sponsorships, community events, educational programming, tourism partnerships, and potentially public or philanthropic operating support during the early years. This approach would reduce dependence on any single revenue stream and create a more resilient operating model.

In this context, prior venue closures should be treated as a caution, not a reason to abandon the opportunity. The lesson is that Jackson Avenue should not overbuild, over-specialize, or advance a venue without a clear operating plan. Instead, the corridor should pursue a phased, right-sized, operator-informed entertainment anchor that reinforces the Historic Westside's cultural identity while generating repeat visitation,

Map C. Recently Developed or Planned Projects Near the 400-Block of Jackson



Source:

supporting nearby businesses, and creating a visible proof point for follow-on investment.

Supporting Impacts

As highlighted in the previous section, the recommended development scenario generates the highest economic impact. In addition, the scenario also has the potential to generate significant **cultural and social impacts as well**, positioning Jackson Street as both a neighborhood main street and a regional cultural destination.

By introducing a mix of housing, commercial activity, and entertainment, this first-phase investment can attract new residents, increase local spending, and elevate Jackson Street's visibility within the Las Vegas market. Just as importantly, it can serve as a platform to celebrate and sustain Black cultural heritage, reinforcing the Historic Westside's identity while creating new pathways for economic participation.

Identity & Cultural Impact: Establishing the Hub for Black Las Vegas

A mixed-use development anchored by an entertainment venue can establish Jackson Street as a recognizable cultural destination, a place where residents and visitors gather to experience live performance, local cuisine, and Black-owned businesses. This model supports the creation of a **live-work-worship-play ecosystem**, activating the corridor throughout the day and week, from churchgoers and students to residents and visitors.

Precedent developments such as Slowdown in Omaha and Crosstown Concourse in Memphis demonstrate how cultural anchors can catalyze district-wide revitalization. These projects function as activity generators, creating a reinforcing cycle of visitation, visibility, and investment. The Historic Westside has the potential to capture approximately **$67 million in annual retail demand**, driven by unmet need for restaurants, groceries, nightlife, and specialty retail. This represents a significant opportunity to **recapture local spending while attracting new consumer demand** to the corridor.

For Jackson Street, a mixed-use development anchored with an entertainment venue could mean:

- → Increased corridor recognition and identity;
- → Expanded opportunities for cultural expression; and
- → Greater confidence among partners, tenants, and investors.

Over time, Jackson Street can emerge as a distinct complement to Fremont Street and the Arts District, offering an experience rooted in Black culture, history, and entrepreneurship.

Market Positioning & Tourism Opportunity

Jackson Street is uniquely positioned to capture both local and visitor demand. As of 2024, Downtown Las Vegas attracts approximately **16.8 million visitors annually**, largely driven by Fremont Street and surrounding attractions. To attract a fraction of this visitation, Jackson Street must offer a **distinct, culturally grounded experience** that encourages visitors to extend their time beyond the Downtown core.

The goal is not to replicate existing destinations, but to:

- → Create a **differentiated identity rooted in Black culture**
- → Attract both **residents and tourists**
- → Establish Jackson Street as a **must-visit cultural corridor**

Balancing neighborhood-serving amenities with destination-oriented experiences will be critical to achieving this positioning.

Partnership & Stewardship: Shared Lift, Shared Stake

↓

The success of the initial development phase will depend not only on the project itself, but on the strength of **partnerships and long-term stewardship**. Strategic partnerships will be essential to sustaining programming, strengthening operations, and ensuring consistent corridor activation. With strong execution and coordinated partnerships, this first-phase investment can transform Jackson Street into a **thriving, self-reinforcing district** that delivers both economic value and cultural significance over time.

Potential partnerships include:

- → **Arts & Cultural Partnerships:** Clark County School District, Smith Center, Las Vegas Office of Cultural Affairs, and West Las Vegas Arts Center to support ongoing artistic programming and performances
- → **Workforce & Business Development:** Urban Chamber of Commerce, Las Vegas Global Economic Alliance, UNLV, and the College of Southern Nevada to support talent pipelines and business growth
- → **Health & Wellness:** Southern Nevada Health District and local providers to expand access to community-serving amenities
- → **Philanthropic Support:** Rogers Foundation, Wynn Resorts Foundation, and MGM Resorts Foundation to support arts, workforce, and community programming

Together, these partnerships can help ensure **consistent activation, workforce access, and community engagement**, strengthening the corridor's long-term viability.

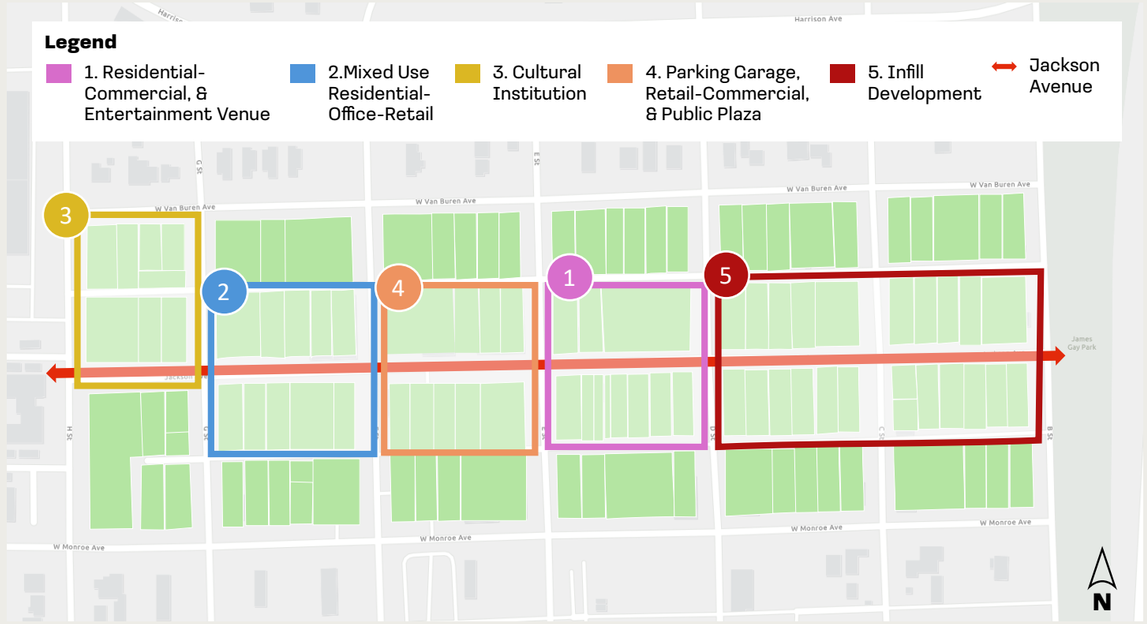
Beyond partnerships, **local stewardship plays a central role in bringing any initial development to fruition and maintaining the identity of the Jackson corridor**. The Jackson Street Alliance (JSA) is well positioned to grow as the corridor's primary steward, continuing its work to attract grants, services, and partnerships to the area. Continuing to build JSA's capacity to support property development and coordinate strategic initiatives across the corridor's landowners would increase the likeliness of successful, community-driven development. The City should play an active role in supporting JSA's capacity building through technical assistance and connections to industry leaders.

Development Phasing

The success of the initial phase of catalytic development is critical to phase in follow-on investment. This section recommends an approach to ushering in development on Jackson Street over the short, medium, and long term. Initial development will help decrease the perceived risk of investment on Jackson Street, with budding employment and residential bases signaling to the market that Jackson is ready for revitalization. Continued City partnership is key to ensure continual development that aligns with community priorities.

The recommendations below are based on today's market conditions and national precedents for neighborhood redevelopment. In future years, the scale and pace of development will be affected by shifts in market dynamics, investor risk tolerance, and political support, requiring the recommended approach to be revisited under new circumstances. Be that as it may, with strong partnership and collaboration, it is possible to actualize the corridor's transformation.

Map C. Recently Developed or Planned Projects Near the 400-Block of Jackson



Source:

PHASE 1:
Short Term (0-2 Years)

GOAL: The immediate term should focus on building a visible pipeline of wins for initial catalytic development. New developments and corridor activations should advance cultural tourism, Black entrepreneurship opportunities, and cement Jackson's credibility as a neighborhood main street.

In the early years, growing Jackson Street's employment, residential, and visitor base to generate consistent activity across seasons should be prioritized. The recommended development scenario can facilitate this growth by offering contemporary spaces for living, shopping, and entertainment. Developing mixed-use projects that offer flexible co-working space, culturally relevant dining options, gaming taverns, and everyday services like banking and wellness treatments can attract a wider range of visitors. Existing business and personal relationships among Jackson Street property owners should be leveraged to identify suitable tenants for commercial spaces.

During this time, surrounding development projects like shareDOWNTOWN Westside and Good Word Social Club will likely be close to delivery, if not already delivered, providing a residential and consumer base that can support nearby businesses on Jackson Street. Public realm activation to energize the corridor is important as well. Vacant parcels on Jackson Street should be utilized for pop-up events such as farmers' markets and food truck festivals.

Early investors in Jackson Street can include local business owner-operators, small developers, philanthropies, and community development finance institutions (CDFIs) who support the mission of Jackson Street and understand the value of early-stage funding to create visibility. The City can further support redevelopment efforts by streamlining permitting processes, providing targeted assistance such as storefront façade grants, acquiring vacant land with absentee owners, and maintaining public realm infrastructure. This early work creates a track record of success which lays the foundation for future private investment.

PHASE 2:
Medium Term (2-5 Years)

GOAL: As corridor conditions improve and clear market demand is demonstrated, this is the time to capitalize on investor confidence. Ensuring residential developments and commercial tenants, particularly small businesses, are beginning to stabilize is key.

The momentum building on Jackson Street can attract experienced local and regional developers who seek to bring complementary development that aligns with emerging density and identity of the corridor. The construction of a new cultural institution, as well as additional mixed-income housing above ground floor commercial space can strengthen Jackson's visitor and residential bases. Development west of the 400-block of Jackson Street will help build visibility, replacing vacant lots with sustainably designed development.

At this time, corridor stewards should deepen existing partnerships and broker new relationships with conventional lenders, CDFIs, and notable institutions who can sponsor new corridor initiatives (e.g., financing a cultural institution, offering technical assistance for corridor businesses). Predevelopment work for a cultural institution should begin, teeing up the creation of another destination beyond the entertainment venue. Additionally, the City should begin to activate James Gay Park to stimulate additional foot traffic towards Jackson Street and the Historic Westside.

The City should look to activate its remaining vacant parcels on Jackson Street and acquire parcels owned by absentee landowners, building a steady pipeline of development solicitations with a predictable development pipeline. Development incentives should be tied to clear community benefit agreements, ensuring principles of legacy ownership and community-driven reinvestment are adhered to.

PHASES 3-5:

Long Term (5+ Years)

GOAL: As Jackson Street solidifies its reputation as the Black Hub of Las Vegas, the corridor can begin to capture a greater share of visitation to the City. Durable public-private partnerships enable the corridor to take on larger projects, complementing existing development, that create a regional destination.

Any undeveloped parcels along Jackson Street can become candidates for larger-scale redevelopment projects. This will likely require the assemblage of numerous parcels, whether through joint ventures or ground leases that preserve legacy property owners' stake in the development process. Long ground lease terms (90+ years), clear reversionary clauses, and right of first refusal that allow landowners the first opportunity to purchase improvements made on their parcels. Joint ventures should clearly document reserved matters that require approval from legacy landowners on decisions such as incurring debt, project design, space leasing, and budget amendments. Negotiating these protections fosters the conditions for culturally grounded development and legacy land stewardship.

Larger developments could include boutique hotels, mid-size convention spaces, parking garages, and public spaces. These sites should be positioned as cultural bridges that bring in tourists or external organizations while offering safe spaces for community gatherings. Smaller parcels on the eastern portion of the corridor should be evaluated for in-fill development such as townhomes or low-density neighborhood retail.

Attracting investments from institutional capital can be a means to deliver these larger scale projects. Such investors will likely carry higher expectations for return and project performance. The City should support this pipeline of projects by offering infrastructure support (e.g., water and sewer tax credits), aiding in site assembly, and working with Jackson Street Alliance and related partners to strategize the long-term governance, operations, and maintenance of the corridor writ large. Additionally, the City, through the Regional Transit Commission, should help bolster connectivity between the Historic Westside with other parts of Downtown (i.e., Fremont Street and Arts District) so that tourists have an easier time travelling the area. Together, a long-term strategy for the future of Jackson Street can emerge, supported by a range of partners with a mutual commitment to sustain corridor performance.

Signs of Progression

As development on Jackson Street continues, **measuring observable changes to the corridor will be necessary to provide evidence of future development readiness**. Hitting the progression benchmarks to follow will demonstrate Jackson Street's appeal as a promising destination and enable project partners to make sound investment decisions. Moreover, these benchmarks become signs that Jackson Street is prepared to robustly move from one phase of development to the next.

Between the short and medium term, evidence of sustained activation, strong project performance, and commercial traction should be captured.

- → **Sustained activation** can be measured by the number of recurring programs or events, as well as event attendance and sponsorships. The recurrence of and high attendance at different types of events, such as block parties, bingo nights, and farmers' markets should be recorded to assess which programming is most appealing across different populations and seasons.
- → **Strong project performance** can be measured by the number of initial projects delivered on time and on budget. Strong projects would also support goals for Black economic empowerment and measure the number of Black-owned firms or entrepreneurs involved in the construction process (e.g., architects, designers, general contractors).
- → **Commercial traction** can assess metrics such as the pace of commercial and residential lease up, number of Black- and/or minority-businesses operating on Jackson, and revenue generation. Any grants Jackson Street-based organizations or businesses receive should be recorded as well.

Taken together, early-stage information collected across these domains will indicate whether Jackson Street is maturing in its development footprint, and attracting the talent, activity, and capital necessary to take on bigger projects. From there, between the medium and long term, signs of enduring corridor stabilization, increased investor confidence, and future project feasibility should be sought after.

- → **Corridor stabilization** is reflected in successful lease-up (i.e., low vacancy), stabilized operating budgets, set standards for public realm maintenance (e.g., routine trash collection, well-maintained storefront façades), and routine structures for corridor stewardship (e.g., consistent collective participation from property owners, receipts of agreed upon community benefits).
- → **Investor confidence** can be measured by repeat investments, improved lending terms, and more bidders for any project solicitations.
- → **Future project feasibility** translates to a verified pipeline of project-ready sites with completed due diligence, upgraded infrastructure (or infrastructure plans), and clear entitlement pathways. Overall, progress across these metrics will illustrate Jackson Street's economic competitiveness and commitment to community wellbeing.

Recommendation Summary

Overall, **the creation of a mixed-use commercial-residential development anchored by an entertainment venue within the 400-block of Jackson Street is the recommended catalytic project to kickstart the revitalization of the corridor**. This first-mover initiative establishes a destination on the street while addressing demand for quality housing, unique dining, and niche retail. This scenario can absorb a portion of the Historic Westside's $67 million annual unmet spending potential, create 300-540 jobs, house hundreds of households, and generate an estimated $963,000 to $1.7 million in local sales taxes.

Subsequent development phases should focus on growing the corridor's commercial and consumer base by offering a mix of everyday services that incite routine visitation and one-of-a-kind experiences that intrigue local excursionists in the surrounding valley and tourists. As corridor activity stabilizes, more destination-like projects such as cultural institutions or a hotel can be developed to complement the established density and identity of Jackson Street. Critically, **cultural tourism and Black economic empowerment should be steady throughlines infused throughout all development projects and programming**, rather than one-off attempts by individual projects.

Central to this effort is re-establishing Jackson Street as a leading hub for Black culture, entertainment, entrepreneurship, and community life in Las Vegas. Achieving this vision will require not only catalytic development, but strong long-term stewardship and coordinated implementation.

As investment activity increases, a trusted corridor steward — such as the Jackson Street Alliance (JSA), Westside Community Association (WCA), or a future district-based implementation entity — will be critical to coordinating stakeholders, supporting project alignment, managing community benefits, and sustaining corridor activation over time. Effective stewardship can help ensure that revitalization remains rooted in the Historic Westside's cultural identity while strengthening accountability to residents, businesses, and landowners.

Strong governance and visible coordination are also essential to building investor confidence in the corridor's early years. Reducing the perceived risk of investing in Jackson Street will require active partnership among community organizations, property owners, the City of Las Vegas, Clark County, philanthropic institutions, and private-sector partners. Together, these partnerships can help align capital, talent, programming, infrastructure investment, and long-term operations around a shared vision for equitable, culture-centered revitalization.

Over time, this stewardship structure could evolve into a more formalized community development or district management entity capable of coordinating long-term revitalization efforts across Jackson Street.

IMPLEMENTATION ROADMAP

Implementation Roadmap

The future revitalization of Jackson Street will depend on the ability to align public, private, philanthropic, and community stakeholders around a coordinated implementation strategy that builds momentum, attracts investment, and reinforces long-term confidence in the corridor. This section outlines a pathway for advancing the recommended first phase of development: a mixed-use residential-commercial project anchored by a small-to-medium scale entertainment venue intended to catalyze broader economic and cultural activity along Jackson Street.

The implementation roadmap identifies near-term actions, partnership opportunities, and key development milestones over an anticipated 30-month period. While organized into sequential phases, many activities, including stakeholder coordination, capital formation, site planning, and activation efforts, will occur concurrently and require sustained collaboration across multiple parties.

Successfully advancing this roadmap will require coordinated leadership across property owners, public agencies, capital providers, development partners, and community stakeholders. The complexity of land assembly, governance coordination, financing strategy, entitlement approvals, and long-term stewardship underscores the need for centralized implementation and advisory function capable of aligning stakeholders, managing risk, maintaining project momentum, and guiding the corridor from vision to execution.

Near-Term City Action Agenda

It should include:

1. Designate a City project lead for Jackson Avenue implementation.
2. Support a 400-block master planning and feasibility process.
3. Convene landowners with Jackson Street Alliance (JSA) and/or Westside Community Association (WCA) and potential development partners.
4. Identify City-owned parcels and incentive tools that can reduce project risk.
5. Support interim activation while predevelopment advances.
6. Establish an accountability dashboard for milestones, funding, and development progress.

Table 9. Implementation Goals and Key Milestones

Stage	Goal	Key Milestones
Align and Activate (Months 0 – 6)	Convene landowners and partners to establish governance structure, interim activation schedule, and master plan vision.	• Formalized development agreements, including community benefits and joint ownership • Solicit master planning team • Launch initial temporary activations
Resource, Secure, Advance (Months 7 – 18)	Apply for financing, finalize 400-block site plan, and complete construction documents.	• Secure construction financing • City approval of final site plan
Entitle and Execute (Months 19 – 30)	Develop and deliver first catalytic project; lease commercial and residential spaces.	• Groundbreaking and ribbon cutting • Secured operational permits and licenses (e.g., certificates of occupancy, liquor licenses)

Table 10. Accountable Parties by Project Stage

Stage	Lead Party	Supporting Parties	City Role
Align and Activate	JSA, WCA, or Designated Community Steward	Property owners, community partners, technical assistants and/or consultants	Provide technical assistance, identify available incentives
Resource, Secure, Advance	Project Sponsor(s)	Community Development Finance Institutions, philanthropies, venue operator	Expedite site review, attract funders, coordinate City departments
Entitle and Execute	Developer and Project Sponsor(s)	General contractor, tenants, venue operators, JSA, WCA, or Designated Community Steward	Issue permits and eligible waivers, coordinate infrastructure

Over the next 2.5 years, Jackson Street has the opportunity to fundamentally shift its development trajectory through the delivery of a mixed-use residential-commercial project anchored by a destination entertainment venue. More than a single development, this first phase is intended to establish the corridor as a visible center of cultural activity, entrepreneurship, and investment within the Historic Westside.

Achieving this vision will require strong early alignment among project sponsors, property owners, community stakeholders, and public-sector partners to establish a coordinated implementation framework and maintain momentum through subsequent phases of development. Designated project sponsors should work collaboratively across land assembly, development planning, tenant curation, programming, and long-term operations to ensure the project functions as a cohesive district catalyst rather than a standalone site.

The City of Las Vegas will play a critical enabling role in advancing implementation. In addition to supporting expedited permitting, inspections, and site plan review, the City should actively identify and coordinate potential incentives, infrastructure investments, financing tools, and resource opportunities that can strengthen project feasibility, reduce development risk, and attract mission-aligned capital. Through sustained coordination, strategic partnerships, and shared investment in the corridor's future, Jackson Street can begin to emerge as a unified, economically vibrant, and culturally distinct destination for both residents and visitors.

IMPLEMENTATION RISKS AND MITIGATION STRATEGIES

The recommended catalytic development strategy is ambitious but achievable if implementation risks are identified early and actively managed. Revitalizing Jackson Avenue will require coordinated action across fragmented ownership, public-sector support, mission-aligned capital, community stewardship, and private development execution. The following risk and mitigation framework is intended to strengthen project readiness, increase transparency, and help public, private, philanthropic, and community partners move from vision to implementation with a clear understanding of the challenges ahead.

By naming these risks upfront, the City and its partners can strengthen implementation discipline, reduce uncertainty, and build confidence among landowners, community members, funders, and development partners. The purpose of this framework is not to limit ambition, but to ensure that Jackson Avenue's revitalization is sequenced, financed, governed, and delivered in a way that protects community interests while creating a credible path for catalytic investment.

Table 11. Implementation Risk Mitigation Strategies

Risk	Why It Matters	Mitigation Strategy
Fragmented Ownership	Jackson Avenue includes multiple property owners, parcel sizes, institutional owners, faith-based owners, public parcels, and private landholders. Without coordination, individual projects may advance in isolation or stall due to lack of alignment.	Establish a formal landowner coordination process focused first on the 400 block. Use JSA/WCA, the City, and a designated implementation advisor to convene owners, clarify shared priorities, and identify where joint development agreements, ground leases, reciprocal easement agreements, or parcel coordination may be required.
Insufficient Site Control	The recommended mixed-use and entertainment venue concept may require coordinated control of multiple parcels. Without clear site control, financing, design, entitlement, and operator negotiations will be difficult to advance.	Prioritize early site control discussions during the first six months. Confirm ownership interests, willingness to participate, preferred partnership structures, and non-negotiables. Where appropriate, use letters of intent, option agreements, joint development agreements, long-term ground leases, or parcel tie agreements to create a clearer path toward development.
High Construction Costs	Rising construction costs could make mixed-income housing, structured parking, entertainment venue buildout, tenant improvements, and public realm upgrades difficult to finance.	Phase development strategically, right-size the entertainment venue, pursue public infrastructure support, identify fee waivers or utility credits, and layer philanthropic, CDFI, and mission-aligned capital into the financing plan. Early cost estimating and value engineering should be part of the 400-block feasibility process.
Parking Requirements and Access Constraints	Housing, retail, and entertainment uses will generate different parking and access needs. Overbuilding parking could weaken feasibility, while underestimating parking could create neighborhood impacts and reduce visitor convenience.	Develop a shared parking and mobility strategy as part of the 400-block master plan. Explore reduced parking ratios where appropriate, shared parking agreements, structured parking only where financially feasible, improved pedestrian connections, rideshare zones, and coordination with nearby public or institutional parking assets.
Weak Retail Absorption	The Historic Westside has experienced limited recent retail growth, and new storefronts may face lease-up challenges without a strong tenant pipeline and customer base.	Curate a tenant strategy before construction begins. Prioritize a mix of neighborhood-serving businesses, destination food and beverage, wellness, cultural retail, and entertainment-supportive uses. Provide tenant improvement support, phased rents, small business technical assistance, and pre-leasing outreach to Black-owned and locally rooted businesses.

Risk	Why It Matters	Mitigation Strategy
Lack of an Experienced Entertainment Operator	An entertainment venue can be a powerful anchor, but poor operations, undercapitalization, weak booking, or misaligned programming could limit its catalytic impact.	Engage potential venue operators early in the feasibility process. Use operator input to right-size the venue, test operating assumptions, define booking strategy, assess food and beverage revenue, and identify capital needs. Prioritize operators with experience in culturally grounded programming, community partnerships, and small-to-medium venue management.
Community Fatigue and Skepticism	The Historic Westside has experienced multiple planning efforts over time. Without visible progress, residents and property owners may question whether this study will lead to implementation.	Establish visible near-term actions, including quarterly interim activations, regular public updates, and an implementation dashboard. Focus on early wins such as landowner convenings, site planning progress, funding commitments, public realm improvements, and activation events that demonstrate momentum before major construction begins.
Displacement and Loss of Legacy Ownership	New investment could increase pressure on long-time residents, small businesses, churches, and legacy landowners if protections and ownership-centered structures are not in place.	Apply the anti-displacement and legacy ownership toolkit across all implementation activities. Use ground leases, joint ventures, community benefits agreements, local hiring goals, Black-owned tenanting goals, homeowner stabilization tools, and property owner education to help existing stakeholders participate in value creation rather than be displaced by it.
Mismatch Between Ambition and Near-Term Market Readiness	A project that is too large, too complex, or too dependent on unproven demand could struggle to secure financing or sustain operations.	Begin with a feasible first phase that proves the market rather than overbuilds it. Advance a small-to-medium entertainment venue, mixed-income housing, and curated ground-floor commercial space that can generate daily activity and destination visitation. Use phased development, market testing, temporary activation, and milestone-based investment to scale over time.
Entertainment Venue Operating Risk	Prior entertainment venue closures in Las Vegas demonstrate that live performance concepts can struggle when they are over-scaled, too narrowly programmed, disconnected from surrounding uses, or dependent primarily on ticket sales. A venue on Jackson Avenue must therefore be treated as an operating business with real financial, programming, and management risk.	Do not replicate a stand-alone Blue Note-style model. Right-size the venue through a feasibility study and operator assessment; integrate it into a mixed-use district; diversify revenue through food and beverage, private events, sponsorships, community programming, and tourism partnerships; pilot demand through interim activations; and secure an experienced operator or operating partner before final design, financing, and construction.

Align and Activate (Months 0 – 6)

The first six months of implementation should focus on establishing the governance, coordination, and development framework necessary to advance Jackson Street from vision to execution. Early momentum will depend on aligning property owners, development partners, community stakeholders, and public agencies around a shared implementation strategy for the corridor — beginning with the 400 block of Jackson Street.

Jackson Street property owners and their partners should convene regularly to confirm development concepts, coordinate interim activation strategies, and establish pathways toward site control and project delivery. Because not all corridor landowners currently participate in the Jackson Street Alliance (JSA), expanding coordination beyond existing membership will be critical to building a cohesive development vision across the corridor. Early conversations should draw from concepts generated through the community engagement process, as well as ideas developed through the Develop the Developer program and related capstone projects.

To maintain momentum and accountability, property owners and development partners on the 400 block should establish a recurring coordination structure and designate lead sponsors for key project components, including the entertainment venue and any complementary mixed-use development beyond 400 Jackson Avenue. Successfully advancing this phase will require structured facilitation, governance coordination, and sustained stakeholder alignment to ensure that development concepts translate into actionable agreements and implementable projects.

Participatory governance can strengthen decision-making, build trust among stakeholders, and create a more unified development framework for the corridor. At the outset of coordination efforts, owners and partners should establish core development principles and non-negotiables, including retention of legacy ownership through mechanisms such as joint ventures or ground leases, desired community benefits, and priority populations to serve, including Black entrepreneurs, long-time residents, seniors, and young professionals.

Given the fragmented ownership conditions along the corridor, negotiation of site control — particularly on the southern portion of the 400 block — will likely be necessary. Several legal and development coordination mechanisms may support implementation, including:

- → **Joint Development Agreements (JDAs)**: Agreements establishing roles, cost-sharing, development timelines, and performance expectations among property owners and development partners.
- → **Reciprocal Easement Agreements (REAs):** Agreements governing shared access, utilities, stormwater systems, parking, maintenance obligations, and other cross-site operational needs while allowing legacy owners to retain separate parcel ownership.
- → **Lot Consolidation or Parcel Tie Agreements:** Depending on the final development program, formal lot mergers or parcel tie arrangements may be required where buildings span multiple parcels or where coordinated site planning is necessary.

A comprehensive master plan should guide development across the 400 block and establish a coherent framework for the broader Jackson Street corridor. The master plan should address build-to lines, frontage conditions, pedestrian circulation, vehicular access, shared parking, streetscape improvements, and integration of the entertainment venue with surrounding mixed-use development.

To support this effort, the City — in partnership with corridor landowners — should procure an architect and entertainment venue specialists capable of preparing schematic designs and evaluating operational requirements for the site. Potential venue operators should be engaged early to help right-size the entertainment component and support future entitlement and financing efforts through Letters of Intent (LOIs) or comparable commitments. All site planning and design efforts should align with the guidance established in the Historic Westside Design Guidebook.

In tandem with pre-development activities, a series of interim corridor activations should occur at least quarterly to reinforce Jackson Street's identity, demonstrate visible progress,

and cultivate a future visitor and consumer base. These activations should build on successful models such as Love on Jackson while introducing smaller-scale, recurring programming tailored to different audiences and moments of activity, including post-church gatherings, food truck festivals, mobile markets, walking tours, art activations, and live performances.

These interim activations serve multiple purposes: strengthening relationships among corridor stakeholders, testing programming concepts, building public familiarity with Jackson Street, and signaling momentum to potential investors and development partners.

As activation and planning efforts advance, the City should continue progressing the development of 400 Jackson Avenue as the corridor's first catalytic project. Coordination between the City and adjacent landowners will be critical to aligning development timelines, infrastructure planning, and future site delivery across both City-led and privately led projects.

Over the long term, the Jackson Street Alliance should continue expanding its organizational capacity to evolve into a more formalized community development or district stewardship entity capable of supporting corridor revitalization, development coordination, business support, and long-term community investment initiatives. The anti-displacement and legacy ownership tools outlined earlier in this report should guide all landowner negotiations, site control discussions, community benefits commitments, and development partnership structures

Resource, Secure, Advance (Months 7 – 18)

As development concepts advance into formal pre-development, financing strategy and capital coordination should become immediate priorities. Property owners and project sponsors should begin engaging capital partners early while pursuing available public, philanthropic, and mission-aligned funding opportunities capable of supporting demolition, environmental remediation, infrastructure improvements, architectural and engineering work, entitlement activities, and future construction. In the near term, public-sector incentives and mission-driven capital sources are likely to play a critical role in reducing project risk, strengthening feasibility, and positioning the corridor to attract larger-scale private investment. A list of potential public financing sources is provided in the Appendix.

The preliminary capital stack and funding strategy should be developed in direct response to the implementation risks identified above, with particular attention to site control, construction cost escalation, parking, tenant readiness, and operator capacity.

The capital pathway should unfold in phases. In the near term, public and philanthropic resources should be prioritized to support site control, planning, feasibility, infrastructure assessment, activation, and community coordination. As the development program becomes more defined, mission-aligned lenders and CDFIs can help finance predevelopment, acquisition, and early project costs. Once entitlements, site plans, operator commitments, and tenant pipelines are clearer, private development equity and conventional financing can be layered into the capital stack.

This sequencing is important because early public and mission-aligned investment can help reduce uncertainty before larger private capital is committed. It also allows the City and community partners to shape the terms of development early, including expectations for legacy ownership, local hiring, Black-owned tenanting, affordability, public realm investment, and cultural programming.

As a next step, the City, JSA/WCA, property owners, and project sponsors should **prepare a preliminary funding matrix** that identifies potential sources, eligible uses, responsible applicants, timing, and funding gaps. This matrix should be updated regularly as the project advances through master planning, site control, entitlement, financing, and construction.

Structuring a viable capital stack — inclusive of public incentives, philanthropic support, mission-aligned investment, and conventional private financing — will be essential to advancing implementation. This phase will require detailed financial modeling, funding strategy development, project underwriting, and sustained coordination with lenders, investors, public agencies, and potential development partners. Successfully aligning these resources will be critical to moving the corridor from conceptual planning into executable development.

All proposed development activity will be subject to the City of Las Vegas Development Review Process, including preparation and approval of a Site Development Plan (SDP) reviewed by multiple City departments, the Planning Commission, and City Council. Depending on the final development program, certain entertainment, hospitality, or commercial uses may also require Conditional Use Verification (CUV) or Special Use Permits (SUP), necessitating additional outreach, public engagement, and formal hearings. A summary of by-right, conditional, and special uses within the corridor is provided in the Appendix.

By the conclusion of this phase, project sponsors and property owners should aim to secure approved site plans, finalized parcel consolidation or coordination agreements, completed construction documents, issued building permits, and closed project financing. To support efficient implementation, the City should designate a dedicated project liaison responsible for coordinating interdepartmental review, expediting permitting and inspections, and identifying any available incentives, fee waivers, or development support tools that could improve project feasibility and accelerate delivery.

PRELIMINARY CAPITAL STACK AND FUNDING PATHWAY

Advancing the 400-block catalytic development will require a layered capital strategy that combines public-sector support, mission-aligned investment, private development capital, and targeted operating resources. Because the recommended project includes multiple components — mixed-income housing, ground-floor commercial space, an entertainment/cultural anchor, public realm improvements, and small business activation — no single funding source is likely to finance the full development. Instead, the project should be advanced through a coordinated capital stack that reduces early-stage risk, strengthens feasibility, and attracts the right development and operating partners.

The City and its partners should begin by identifying public, philanthropic, and mission-aligned resources that can support predevelopment, infrastructure, site readiness, tenanting, and programming. These sources can bridge the gap between community priorities and private market feasibility, while positioning the project to attract conventional debt and equity as site control, design, approvals, and operator commitments advance.

Table 12. Funding Streams

Capital / Funding Category	Potential Role in the Project	Why It Matters
City Land and Incentives	City-owned parcels, discounted land disposition, long-term ground leases, fee waivers, expedited review, tax increment tools, or other local incentives could help reduce upfront development costs and improve project feasibility.	Public participation can lower perceived investment risk and signal City commitment to Jackson Avenue implementation.
Infrastructure Support	Public investment in sidewalks, lighting, utilities, stormwater, streetscape, parking, broadband, and public realm improvements can prepare the corridor for private investment.	Infrastructure support ensures that individual projects are not burdened with the full cost of corridor-wide improvements needed to make development viable.
Philanthropic Grants	Philanthropic funding can support predevelopment, planning, community engagement, cultural interpretation, public art, business assistance, workforce programming, and early activation.	Grant capital can fund mission-critical activities that are unlikely to be covered by conventional real estate financing.
CDFI or Mission-Aligned Debt	Community development financial institutions and mission-aligned lenders can provide patient debt, predevelopment loans, acquisition financing, construction financing, or gap financing.	Flexible debt can help bridge the gap between community-centered development goals and conventional underwriting standards.
Private Development Equity	Private equity from development partners can support vertical construction, project execution, and long-term ownership of housing, retail, and entertainment components.	Private capital will be necessary to deliver the project at scale, but should be aligned with community benefits, legacy ownership, and corridor stewardship goals.
Historic Preservation Funding, Where Applicable	Historic tax credits, preservation grants, or adaptive reuse funding may support eligible historic properties along or near Jackson Avenue.	Preservation funding can help protect remaining cultural assets while making adaptive reuse projects more financially feasible.
Tenant Improvement Support	Grants, low-interest loans, rent abatement, phased rent structures, or tenant improvement allowances can help local and Black-owned businesses occupy new commercial space.	Without tenant support, newly developed storefronts may be financially inaccessible to the entrepreneurs the corridor is intended to serve.
Operating and Programming Support for the Entertainment / Cultural Anchor	Operating grants, sponsorships, naming rights, public-private programming agreements, ticketing partnerships, or institutional support can help launch and sustain the entertainment venue or cultural anchor.	Cultural and entertainment anchors often require dedicated operating support, especially in early years before audience demand and earned revenue stabilize.

Entitle and Execute (Months 19 – 30)

The focus of this phase is transitioning Jackson Street from coordinated pre-development into active project delivery. With development approvals secured and financing closed, project sponsors should advance into contractor selection, construction mobilization, and execution of the first phase of catalytic development along the corridor. This stage represents a critical turning point for Jackson Street — where years of planning, coordination, and stakeholder alignment begin to materialize into visible investment and long-term neighborhood transformation.

Construction sequencing should be strategically coordinated to allow parallel progress across multiple project components where feasible, while minimizing disruption to adjacent properties and public activity. Given the operational complexity and specialized buildout requirements associated with entertainment venues — including acoustics, staging, and audio-visual infrastructure — the entertainment component may require an accelerated or separately phased delivery schedule. Comparable entertainment venue developments nationally indicate construction timelines can range from approximately 14 to 36 months depending on scale and technical specifications.

Because 400 Jackson Avenue is anticipated to deliver first, adjacent landowners and development partners should coordinate infrastructure planning, construction schedules, utility connections, and site logistics in advance to ensure subsequent projects can proceed efficiently and reinforce corridor momentum. Visible construction activity will play an important role in signaling progress, strengthening investor confidence, and demonstrating that revitalization efforts are moving from vision to implementation.

As vertical construction advances, interim corridor activations may need to be scaled back or temporarily paused to accommodate construction staging and public safety requirements. During this period, proactive coordination with City and County agencies — including the City's Building & Safety Department — will be essential to maintaining project schedules and minimizing delays related to inspections, permitting, and regulatory approvals.

As building shells near completion, commercial tenants, restaurant operators, and entertainment venue partners should begin tenant improvements, operational planning, staffing, and pre-opening coordination. Many future business operators may require technical assistance or financial support related to liquor licensing, health permits, fit-out financing, and opening costs. Corridor partners, including the Jackson Street Alliance and local business support organizations, should work collaboratively to connect entrepreneurs and operators with available resources, capital, and technical assistance programs.

Successfully advancing this implementation roadmap will require sustained coordination across real estate strategy, financial structuring, stakeholder alignment, public-sector partnership, and development execution. Maintaining a centralized implementation and advisory function throughout this phase will be critical to preserving momentum, reducing delivery risk, coordinating complex workstreams, and ensuring that Jackson Street's revitalization evolves into a visible, high-impact model for equitable, culture-centered development in Las Vegas.

APPENDICES

Appendix A. Scenario Development Programs

The development program for each proposed scenario is provided below. Development scenarios assume up to 5 stories of development with little-to-no setbacks. For each development scenario, a small and large destination anchor is provided. Programs are based on the lot sizes of vacant parcels on the 400-block of Jackson Avenue.

Total development cost estimate ranges do not account for prevailing wages. For projects subject to Davis-Bacon wages, an escalation of project cost should be anticipated.

Scenario 1. Commercial-Residential with Entertainment Venue

	Mixed-Use Residential Commercial	Midsize Entertainment Venue (Option A)	Small Entertainment Venue (Option B)
Estimated Square Footage	**Residential:** ~149,000 sq. ft. **Commercial:** ~37,000 sq. ft.	Up to 60,000 sq. ft.	Up to 5,000 sq. ft.
Estimated Development Costs	$48.7M – $58M	$22.4M – $41.4M	$1.8M – $3.4M

Scenario 2. Entertainment Venue with Retail Strip Mall

	Retail Mall	Midsize Entertainment Venue (Option A)	Small Entertainment Venue (Option B)
Estimated Square Footage	~66,400 sq ft.	Up to 60,000 sq. ft.	Up to 5,000 sq. ft.
Estimated Development Costs	$17.4M – $23.1M	$22.4M – $41.4M	$1.8M – $3.4M

Scenario 3. Mixed Use: Retail - Office with Cultural Institution

	Mixed-Use Retail Office	Large Cultural Institution (Option A)	Small Cultural Institution (Option B)
Estimated Square Footage	**Retail:** ~21,000 sq. ft. **Office:** ~65,100 sq. ft.	Up to 80,000 sq. ft.	Up to 41,000 sq. ft.
Estimated Development Costs	$19.8M – $38.2M	$28.4M – $40.3M	$14.5M – $20.6M

Scenario 4. Boutique Hotel with Cultural Institution

	Boutique Hotel	Large Cultural Institution (Option A)	Small Cultural Institution (Option B)
Estimated Square Footage	30,000 sq. ft.	Up to 80,000 sq. ft.	Up to 41,000 sq. ft.
Estimated Development Costs	$8.2M – $14M	$28.4M – $40.3M	$14.5M – $20.6M

Source: Marshall & Swift 2024 Construction Estimates, inflation adjusted to 2026 figures.

Appendix B. Scenario Development Economic Impact Estimates

The range of economic impacts for each development scenario is provided below. For each development scenario, 4 iterations of economic impacts were run using Lightcast's input-output model to account for varying development sizes and potential construction costs.

- → **Iteration 1:** Low Development Cost, Small Destination Use (i.e., Entertainment Venue or Museum)
- → **Iteration 2:** High Development Cost, Small Destination Use
- → **Iteration 3:** Low Development Cost, Large Destination Use
- → **Iteration 4:** High Development Cost, Large Destination

The range provided below captures the outputs of Iterations 1 and 4, while outputs for Iteration 2 and 3 fall between the range.

Scenario 1. Commercial-Residential with Entertainment Venue

	Jobs	Labor Income	Annual Sales	Value Added to Gross Regional Product
Initial	125 – 236	$18.5M – $32.6M	$47.1M – $83M	$24.9M – $43.9M
Direct	37 – 66	$3M – $5.3M	$9.3M – $16.5M	$5.3M – $9.3M
Indirect	19 – 33	$1.2M – $2.1M	$3M – $5.4M	$1.8M – $3.1M
Induced	118 – 209	$7.3M – $12.8M	$19.1M – $33.7M	$11.2M – $19.8M
Total	**299 – 544**	**$30M – $52.9M**	**$78.8M – $138.7M**	**$43.3M – $76.3M**
	Local	**State**		**Total Taxes**
Sales Taxes	$963K – $1.7M	$846K – $1.5M		$1.8 – $3.2M

Scenario 2. Entertainment Venue with Retail Strip Mall

	Jobs	Labor Income	Annual Sales	Value Added to Gross Regional Product
Initial	43 – 144	$5.3M – $17.7M	$13.5M – $45.1M	$7.1M – $23.9M
Direct	11 – 36	$861K – $2.8M	$2.6M – $8.9M	$1.5M – $5M
Indirect	5 – 18	$343K – $1.1M	$884K – $2.9M	$517K – $1.7M
Induced	34 – 113	$2M – $6.9M	$6.4M – $18.3M	$3.2M – $10.8M
Total	**93 – 311**	**$8.6M – $28.7M**	**$23.5M – $75.4M**	**$12.4M – $41.5M**
	Local	**State**		**Total Taxes**
Sales Taxes	$276K – 923K	$242K – $810K		$518K – $1.7M

Scenario 3. Mixed Use: Retail - Office with Cultural Institution

	Jobs	Labor Income	Annual Sales	Value Added to Gross Regional Product
Initial	77 – 175	$9.4M – $21.6M	$24.1M – $54.9M	$12.7M – $29M
Direct	19 – 44	$1.5M – $3.5M	$4.7M – $8.1M	$2.7M – $6.1M
Indirect	10 – 22	$612K – $1.4M	$1.5M – $3.6M	$924K – $2.1M
Induced	60 – 138	$3.7M – $8.5M	$9.7M – $3.6M	$5.7M – $13.1M
Total	**166 – 379**	**$15.3M – $35M**	**$40.2M – $91.7M**	**$22.1M – $50.5M**
	Local	**State**		**Total Taxes**
Sales Taxes	$492K – $1.1M	$432K - $985K		$924K – $2.1M

Scenario 4. Boutique Hotel with Cultural Institution				
	Jobs	Labor Income	Annual Sales	Value Added to Cross Regional Product
Initial	51 – 121	$6.2M – $14.9M	$15.9M – $38M	$8.4M – $20.1M
Direct	13 – 30	$1M – $2.4M	$3.1M – $7.5M	$1.7M – $4.2M
Indirect	6 – 15	$404K – $966K	$1M – $2.4M	$611K – $1.4M
Induced	40 – 95	$2.4M – $5.8M	$6.4M – $15.4M	$3.8M – $9M
Total	**110 – 261**	**$10.1M – $24.4**	**$26.6M – $63.5M**	**$14.6M – $34.9M**
	Local	State		Total Taxes
Sales Taxes	$325K – $777K	$285K – $682K		$611K – $1.4M

Appendix C. Vacant and Blighted Properties in Jackson Street Corridor

The table below reflects vacant and blighted properties as of December 2025.

Address	Parcel ID	Acreage	Zoning
No address	139-27-110-066	0.16	T4-N
No address	139-27-110-152	0.09	T4-N
No address	139-27-110-100	0.16	T4-MS
709 Jackson Ave	139-27-110-103	0.16	T4-MS
706 Jackson Ave	139-27-110-071	0.17	T4-MS
701 W Van Buren Ave	139-27-110-063	0.12	T4-N
621 Jackson Ave	139-27-110-099	0.16	T4-MS
619 W Van Buren Ave	139-27-110-061	0.33	T4-N
615 Jackson Ave	139-27-110-098	0.16	T4-MS
612 Jackson Ave	139-27-110-073	0.16	T4-MS
609 Jackson Ave	139-27-110-097	0.32	T4-MS
608 Jackson Ave	139-27-110-074	0.17	T4-MS
606 Jackson Ave	139-27-110-075	0.15	T4-MS
601 Jackson Ave	139-27-110-096	0.17	T4-MS
600 Jackson Ave	139-27-110-076	0.17	T4-MS
520 W Monroe Ave	139-27-110-115	0.16	T4-MS
519 W Van Buren Ave	139-27-110-057	0.16	T4-N
516 W Monroe Ave	139-27-110-116	0.18	T4-MS
512 W Monroe Ave	139-27-110-117	0.17	T4-MS
512 Jackson Ave	139-27-110-077	0.5	T4-MS
509 Jackson Ave	139-27-110-094	0.18	T4-MS
508 Jackson Ave	139-27-110-078	0.15	T4-MS
507 Jackson Ave	139-27-110-092	0.18	T4-MS
505 Jackson Ave	139-27-110-093	0.17	T4-MS
501 W Van Buren Ave	139-27-110-147	0.16	T4-N
421 W Van Buren Ave	139-27-110-054	0.16	T4-N
420 W Monroe Ave	139-27-110-119	0.17	T4-MS
421 Jackson Ave	139-27-110-090	0.17	T4-MS

Address	Parcel ID	Acreage	Zoning
418 Jackson Ave	139-27-110-082	0.17	T4-MS
417 Jackson Ave	139-27-110-089	0.08	T4-MS
416 W Monroe Ave	139-27-110-120	0.16	T4-MS
409 Jackson Ave	139-27-110-086	0.12	T4-MS
405 W Van Buren Ave	139-27-110-050	0.16	T4-N
405 Jackson Ave	139-27-110-084	0.16	T4-MS
401 W Van Buren Ave	139-27-111-036	0.15	T4-N
400 Jackson Ave	139-27-110-083	0.62	T4-MS
316 W Monroe Ave	139-27-111-062	0.17	T3-N
316 Jackson Ave	139-27-111-038	0.16	T4-MS
315 Jackson Ave	139-27-111-056	0.16	T3-N-O
314 W Monroe Ave	139-27-111-063	0.16	T3-N
310 Jackson Ave	139-27-111-039	0.17	T3-N-O
308 Jackson Ave	139-27-111-040	0.17	T3-N-O
304 Jackson Ave	139-27-111-041	0.31	T3-N-O
211 W Van Buren Ave	139-27-111-028	0.33	T3-N
211 Jackson Ave	139-27-111-049	0.16	T3-N-O
210 Jackson Ave	139-27-111-045	0.16	T3-N-O
201 Jackson Ave	139-27-111-047	0.15	T3-N-O
1417 F ST	139-27-110-059	0.48	T4-N
1401 H St	139-27-110-069	0.36	T4-MS
1318 C St	139-27-111-053	0.08	T3-N-O
1315 D St	139-27-111-059	0.14	T4-MS
1301 F St	139-27-110-114	0.32	T4-N

Appendix D. T4-MS Use Types

The table below organizes use types covered under the City of Las Vegas' Form-Based Code (Chapter 19.09) as it pertains to parcels zoned T4-MS (Transect 4- Main Street). These uses are subject to change at the discretion of the City.

By Right Principal Use	
Assisted Living	**Financial Institution (General)**
Bailbond Service	Bank (General, Savings, or Mortgage)
Business School	Saving and Loan Association
Catering Service	Credit Union
Church or House of Worship	**General Personal Service or Retail Store**
Clinic	Barber/Beauty Shop
College, University, or Seminary	Nail or tanning salon
Indoor Recreational/Amusement Facility	Instructional arts
Bowling Alleys	Photography Studies
Indoor Mini Golf	Housing cleaning service
Roller/Ice Skating Rinks	Weight reduction centers
Swimming Pools	Spas
Movie Theaters	Florists (excl. greenhouses)
Gyms and Fitness Centers	Dry Cleaner
Pool Halls	Repair Shops (shoes, electrical, jewelry)
Video Arcades	Astrologer/hypnotist/psychic art or science
General Entertainment Establishments	Permanent makeup establishment
Community Garden	Antique Stores
Community Recreational Center	Bakeries
Nursing Home	Grocery or Convenience Stores
Data Center	Specialty Merchandise Stores
Emergency Ambulances Services	Service Stations
Employment Agency	
Government Facility	Rental Store
Home Occupation	Residential Accessory Structure
Hospice	Duplex
Hotels and Motels	Multifamily
Individual Care Center	Single-Family Attached
Medical or Dental Lab or Office	Townhome
Self-Service Laundry	Restaurant
Art Gallery, Museum, or Library	Senior Citizen Apartments
Live-Work	Shopping Center
Martial Arts Studio	Single Room Occupancy Residence
Mixed-Use	Tattoo or Body Piercing Parlor
Office	Wedding Chapel
Playground or Park	
Parking Facility	
Post Office, Local Service	

Accessory Use	
Alcohol	Massage, Accessory

Conditional Use	
Animal Hospitality	Nightclub
Banquet Facility	Open Air Vending/Transient Sales Lot
Check Cashing Service	Pet Shop
Community Residence or Transitional Residence	Private Club, Lodge, or Fraternal Organization
Crop Production	Secondhand Dealer
Custom & Craft Work	Small Wind Energy System
Drive Through	Solar Panel
Food Processing	Temporary Real Estate Sales Office
Light Assembly & Fabrication	Valet Parking
Motor Vehicle Rental	Vehicle Parking, Storage, or Repair in Residential Districts

Special Use Permit	
Cannabis Dispensary or Consumption Lounge	Mounted Antenna Over 15 Feet (Ultimate Height)
Treatment Testing or Drug Counseling Facility	Pawn Shop
Financial Institution (Specified)	Radio, TV, or Microwave Communication Tower
Gaming Establishments (<15 Slots)	Research and Development
Massage Establishment	School (Primary or Secondary)
Monorail	Wireless Communication Facility, Non-Stealth or Non-Stealth Design
Mortuary or Funeral Chapel	

Temporary Commercial Permit	
Parking Lot/Sidewalk Sale	Temporary Outdoor Commercial Event
Temporary Contractor's Construction Yard	

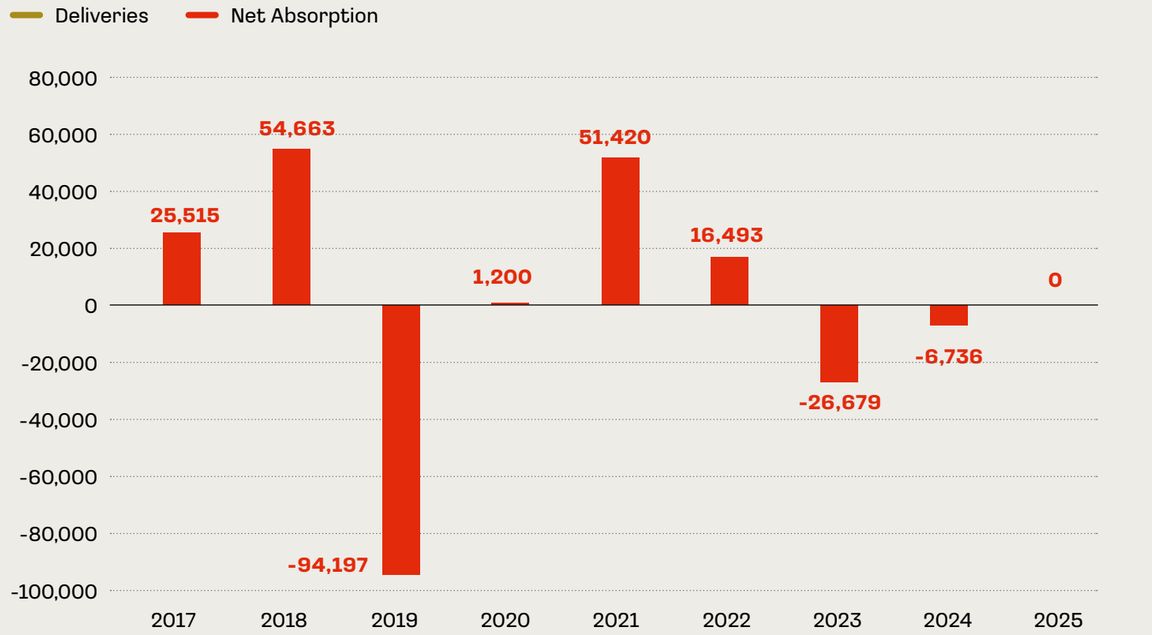
Appendix E. Supplemental Analysis: Real Estate Deliveries and Absorption

The data reflected below show real estate market conditions across the Historic Westside, Downtown Las Vegas, and Clark County. Findings are based on Costar data as of August 2025.

Retail

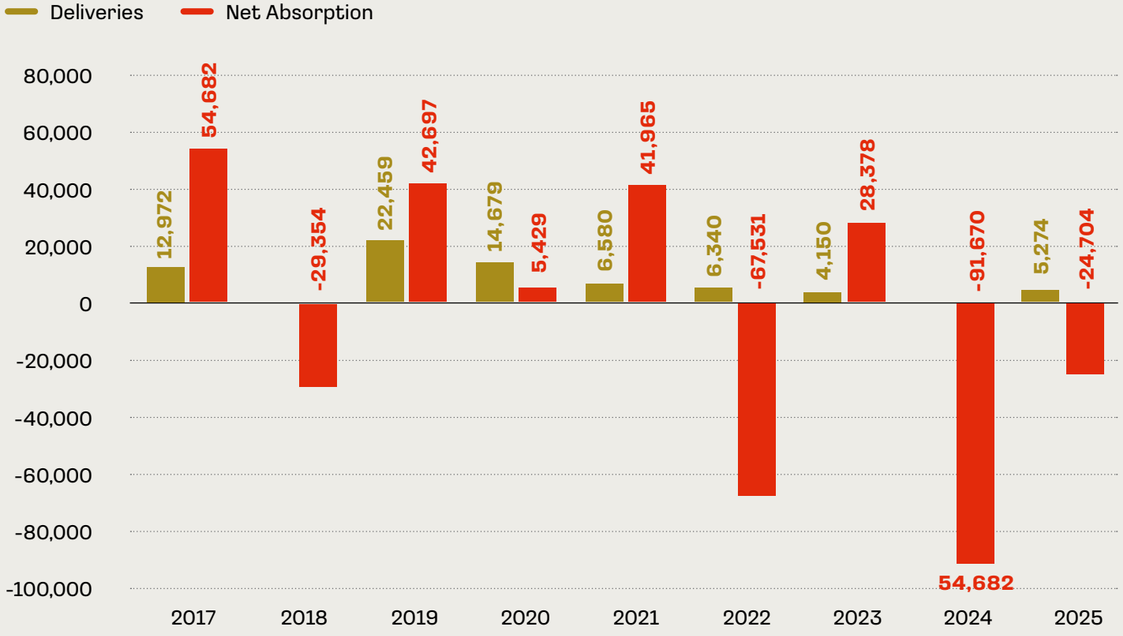
Across all geographies, there was surge in retail absorption in 2021 indicative of the rush of new entrepreneurial talent moving to Las Vegas in the wake of the COVID-19 pandemic. Overall, the pace of new deliveries is lower than following the pandemic. Historic Westside's retail has not grown since 2017 with overwhelmingly negative absorption except from in 2017, 2018, and 2021. Downtown Las Vegas delivered a total of 72,454 square feet of retail space since 2017, but overall net absorption is down 40,108 square feet in the same period. Countywide, deliveries and net absorption are positive, indicating larger regional demand for retail space (likely at a lower cost per square foot than Downtown).

Historic Westside Retail Deliveries and Net Absorption (SF), 2017-2025



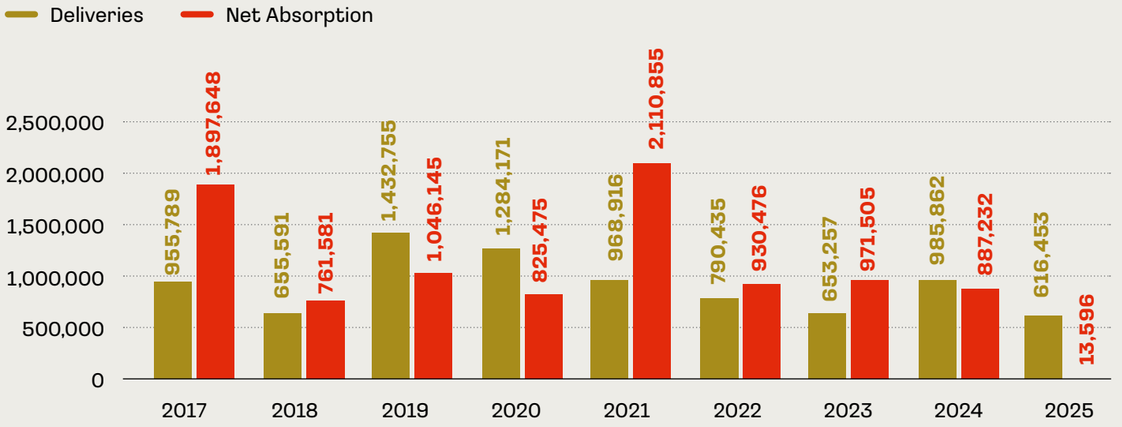
Source: CoStar

Downtown LV Retail Deliveries and Net Absorption (SF), 2017-2025



Source: CoStar

Clark County Retail Deliveries and Net Absorption (SF), 2017-2025

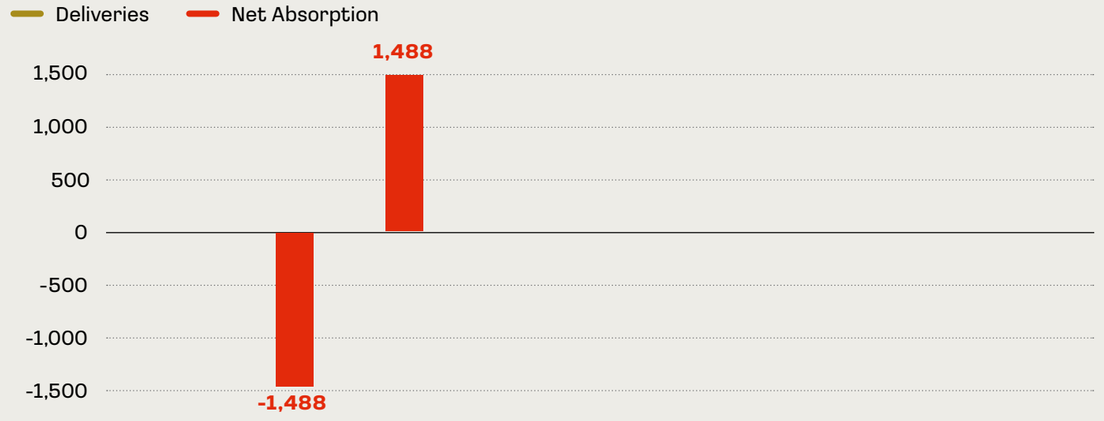


Source: CoStar

Office

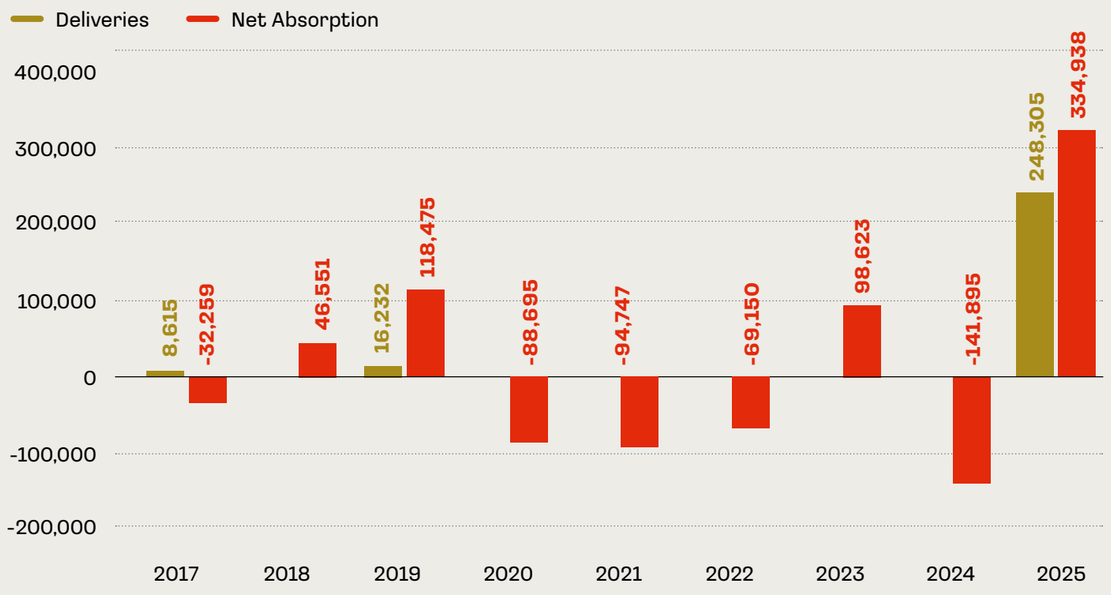
Countywide, office deliveries have dwindled year over year following the pandemic. The Historic Westside has no office deliveries with burst of negative then positive absorption between 2018-2019. Demand in the Downtown office market was inching up prior to 2020 but absorption (and deliveries) tanked in the years to follow. 2025 was Downtown's strongest office performance since 2017.

Historic Westside Office Deliveries and Net Absorption (SF), 2017-2025



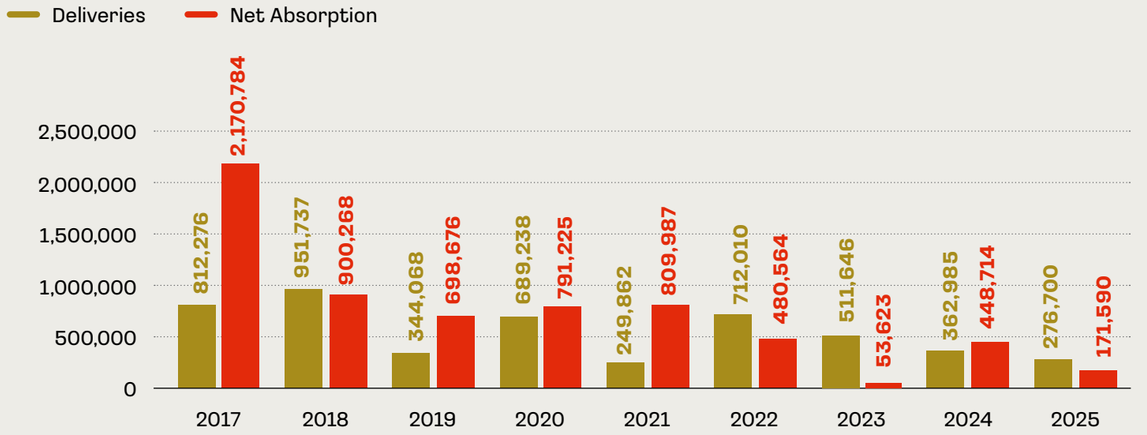
Source: CoStar

Downtown LV Office Deliveries and Net Absorption (SF), 2017-2025



Source: CoStar

Clark County Office Deliveries and Net Absorption (SF), 2017-2025

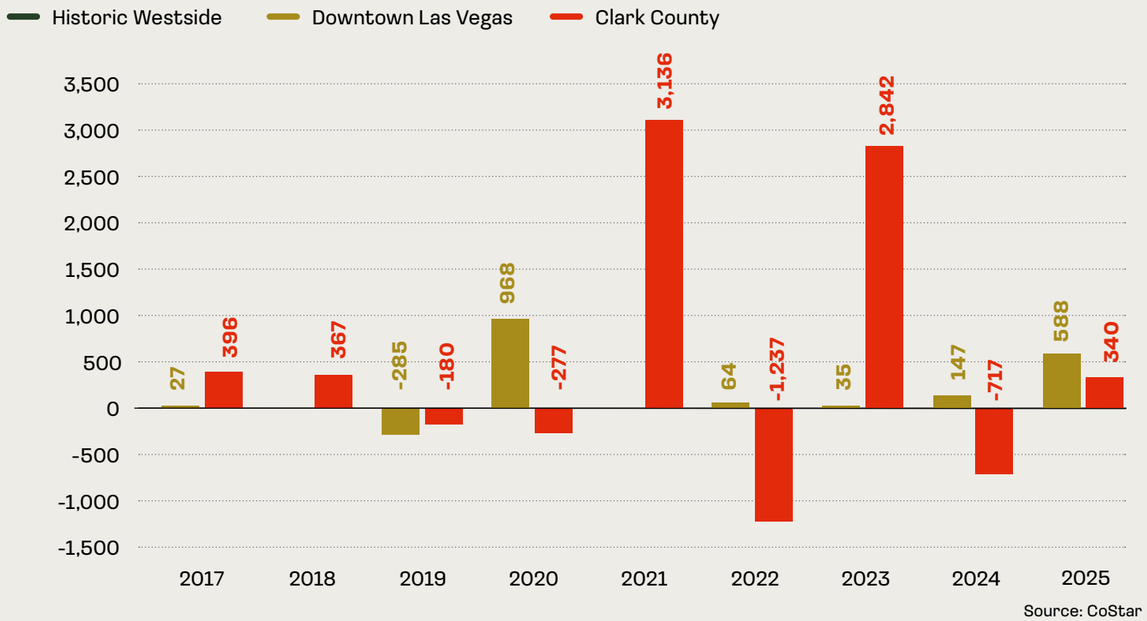


Source: CoStar

Hospitality

Due to data extraction challenges with CoStar, we were unable to pull demand data from the Downtown market. CoStar flagged hotel ownership was concentrated at a level higher than their permitted data threshold, masking data beyond the number of rooms and buildings. Nonetheless, Downtown hotel growth has grown modestly since 2017 with 1,544 net new rooms added. Countywide, there are 4,670 net new rooms, meaning Downtown has accounted for a third of new hotel rooms in the region. No hotel rooms exist in the Historic Westside.

Change in Rooms by Geography, 2017-2025

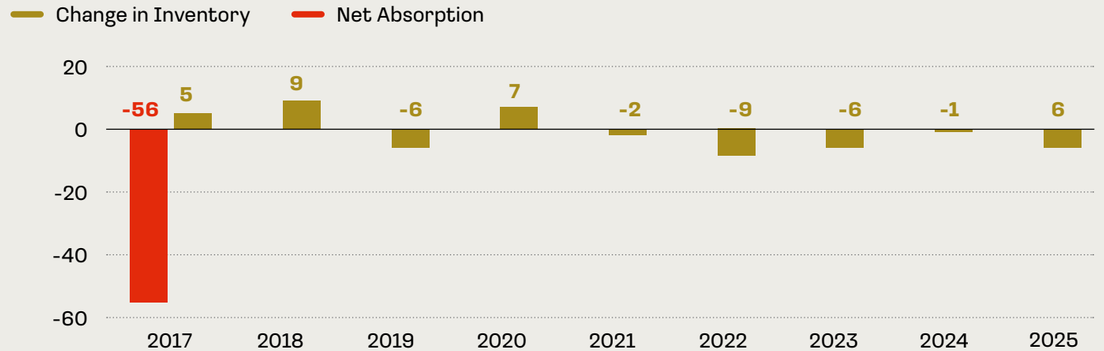


Source: CoStar

Multifamily

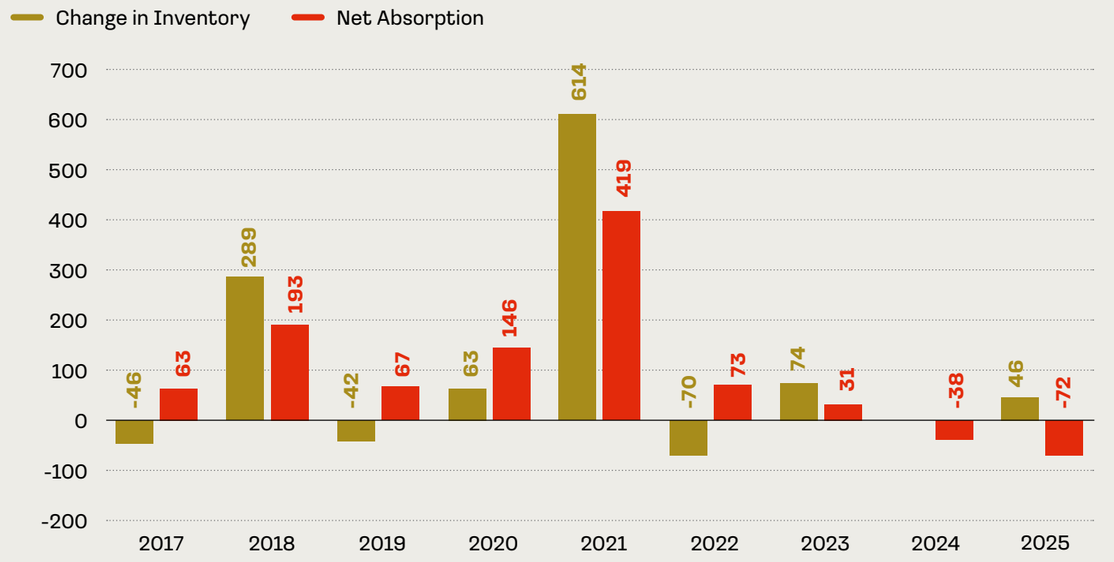
Multifamily deliveries are consistent Countywide with the highest amount of room deliveries occurring between 2023 and 2025 with 16,857 rooms added in total. Countywide multifamily absorption is also trending upward, excluding an anomaly downturn in 2022. The Historic Westside's small multifamily inventory has not grown since 2017, though upcoming deliveries (e.g., ShareWESTSIDE) will reverse this trend and hopefully bring absorption back for the first time since 2020. Downtown Las Vegas experienced an explosive delivery of 614 new rooms in 2021 with absorption of 419 rooms that year. Since then, deliveries and absorption have dwindled significantly.

Historic Westside, Multifamily Inventory Change & Absorption, 2017-2025



Source: CoStar

Downtown LV, Multifamily Inventory Change & Absorption, 2017-2025



Source: CoStar



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JACKSON AVENUE ECONOMIC IMPACT REPORT