



# *City of Douglas* *General Plan 2002*

**Prepared for:**

**The City of Douglas**

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**Adopted June 12, 2002**



# City of Douglas General Plan 2002

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## GENERAL PLAN 2002

The current General Plan 2002 process is intended to provide overall direction to the City regarding future growth and to facilitate the preparation of developer initiated specific plans, subdivision plans and development plans.

The goals, objectives, policies, implementation measures and maps contained within this General Plan will assist both the City and landowners/developers in the implementation of the adopted elements. This General Plan 2002 builds upon the original General Plan adopted in 1993. In addition, this General Plan 2002 complies with the requirements provided in Article 9, Section 461.05 and Section 461.06, Arizona Statutes. An ancillary document of this General Plan is the Public Participation Plan prepared in conformance with ARS 9-461.06.

This General Plan 2002 constitutes a land use policy statement based on extensive public input, prevailing and anticipated needs, existing development patterns, underlying zoning classifications, analysis of opportunities and constraints, and accepted planning practices.

The General Plan provides a synchronous vision of the City's future from the visions of a diverse population. It integrates the aspirations of the City's residents, businesses and officials into a strategy for managing future growth. It provides a framework for making decisions by describing long-term goals for the City's future as well as policies to guide day-to-day decisions.



## *PURPOSE*

The primary purpose of this General Plan is to enhance the character of Douglas, and to ensure that future growth proceeds in a manner consistent with the vision of the community. The goals, objectives, policies, implementation measures and map series included in this General Plan are intended to provide guidance in the evaluation of future decisions related to land use, infrastructure improvements, and other issues.

This General Plan serves as a guide for appointed and elected officials in the evaluation of proposals for development, in the scheduling of community improvements and/or capital improvements programming, and in the development of more specific studies. In addition, this General Plan provides a policy framework for the refinement of existing implementation tools such as zoning and subdivision regulations.

Ordinances that are proposed and considered after the adoption of this General Plan 2002 should be consistent with the goals, objectives, policies and implementation measures contained in this Plan. If any ordinance instituting or modifying rules or regulations is being considered which is contrary to the goals and policies set forth herein, this Plan should be reviewed and amended prior to the adoption of said ordinance.



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## **LEGISLATIVE FRAMEWORK**

Arizona State Statutes require that all cities prepare a General Plan. State Statutes have also initiated a comprehensive review process incorporating the City's legislative body, the county planning agency, each contiguous community, the regional planning agency, the State Department of Commerce, and any individual requesting a written request.

In addition, the legislation now requires land use decisions to conform to the General Plan. This requirement places a greater standard and linkage with the General Plan than former 'consistency' guidelines.

The General Plan and its subsequent 10-year update must be approved by the City's electoral body in a general election. All proposed 'major amendments' to the General Plan must be considered at a single-public hearing (during the calendar year proposed) and receive a 2/3 affirmative vote by the City Council.



### *PUBLIC PARTICIPATION PROGRAM*

The General Plan is the product of an extensive outreach effort that involved Douglas residents and other interested parties. Early in the process, the City Mayor and Council adopted a citizen participation program to follow in developing the new plan. The program was designed to maximize public participation in the process through questionnaires, an open house, a mobile exhibit and additional out-reach methods.

A Steering Committee was formed early in the process, which included 46 persons representing diverse interests. In addition, a Technical Advisory Committee (TAC) consisting of representatives from several City Departments, the City of Douglas Chamber of Commerce, adjacent jurisdictions and regional and state agency representatives was formed at the early stages of the planning process.

Initial public participation efforts were instrumental in developing a 'vision' for the City. The Vision is an overarching statement that defines the desired condition or state of the City in terms that are meaningful to residents, entrepreneurs and City officials. The *Vision* for the City of Douglas is defined below:

*Douglas Arizona is an outstanding place to live, work and play with high quality schools, recreational facilities, municipal services, and transportation accessibility to local, regional and bi-national attractions. Douglas is an advantageous City for commerce and business with outstanding residential neighborhoods, an impressive Historic District, a thriving economy and access to pristine regional environmental areas for wildlife and bird watching, such as the San Bernardino Wildlife Refuge. Douglas is a big City on the U.S./Mexico border, with a small town friendliness and charm, attracting visitors, both near and far, for business, recreation and tourism.*



## **GENERAL PLAN ADMINISTRATION**

The General Plan is the product of a nine month process, including extensive community involvement, the engagement of all levels of government, the coordinated efforts of various City departments, and the review and support of adjacent communities, the State Department of Commerce, and the local business community.

To obtain the most out of the Douglas General Plan 2002, a major focus needs to be placed on plan administration. The Plan Administration section is organized in the following manner:

- General Plan Implementation,
- General Plan Amendments, and
- General Plan 2002.

The purpose of this section is to examine each of these components in detail and to provide guidelines for ensuring that the Douglas General Plan is implemented, amended when necessary, and regularly updated.



## **GENERAL PLAN IMPLEMENTATION**

Although the General Plan Implementation Program is based upon specific community goals, objectives and resources, state legislation provides a common starting point for plan implementation. The Arizona legislature has mandated municipal planning agencies to undertake the following actions to implement the plan:

- Adopt and implement the General Plan so that it will serve as a guide for the orderly growth and development of Douglas and as a basis for the efficient expenditure of its funds relating to the subjects of the General Plan.
- Render an annual report to the Mayor and Council on the status of the plan and progress of its application.
- Promote public interest in an understanding of the General Plan and the regulations relating to it.
- Consult and advise with public officials and agencies, public utility companies, residents, educational, professional, and other organizations and provide opportunities for written comment throughout the General Plan planning process.
- Upon adoption of the General Plan, every governmental, judicial and quasi-judicial agency or commission should provide a list of proposed plans for capital improvements or construction within or partially within the City of Douglas. The agency shall list and classify all such recommendations and shall prepare a coordinated program of proposed public work for the ensuing fiscal year. Such coordinated program shall be submitted to the municipal planning agency for review and report to such agency for conformity with the adopted General Plan.
- All acquisitions and dispositions of real property shall be reported to the City department in charge of planning and community development to ensure conformity with the General Plan and supporting plans. The planning agency shall render its report as to conformity with the adopted General Plan within forty days after submittal.



Therefore, the General Plan Implementation Program is the foundation of the plan and should acknowledge these mandates. Each element of the General Plan includes:

<b>Implementation Measure</b>	Lists the action necessary to carry out each element of the General Plan.
<b>Lead Department/Agency</b>	Identifies the responsible City department for accomplishing that particular measure.
<b>Projected Timeframe</b>	Identifies and prioritizes the timeframe for the measure to be initiated.
<b>Potential Funding Sources</b>	Lists the potential funding source necessary to implement the plan (City staff, volunteer, or other community resources).

The Planning and Zoning Commission should review and provide recommendations to the Mayor and Council for revisions to the Implementation Program on an annual basis. The City Manager should appoint staff persons responsible for the General Plan implementation. Appointed staff should monitor the status of each implementation action throughout the year and provide a general recommended framework to the Planning and Zoning Commission for annually updating the General Plan's Implementation Program.

The General Plan Implementation Program for each element of the plan is provided in Appendix A.



## **GENERAL PLAN AMENDMENTS**

### ***Comprehensive Plan Update***

A Comprehensive Plan Update is initiated by the City and includes the adoption of a new general plan or re-adoption of the City of Douglas General Plan pursuant to ARS 9-461.06L.

The adoption of a new general plan or re-adoption of the City of Douglas General Plan shall be approved by an affirmative vote of at least two thirds of the members of the Douglas City Council and ratified by the voters pursuant to ARS 9-461.06L. All Comprehensive Plan Updates are subject to the public participation procedures contained in the City of Douglas Public Participation Plan adopted by the City Council pursuant to ARS 9-461.06J. A comprehensive update of the General Plan must be conducted and ratified by the residents of Douglas at least once every ten years. However, changing conditions may warrant a comprehensive update on a more frequent basis as determined by the Mayor and City Council.

### ***Major Amendments***

Pursuant to ARS 9-461.06G, a major amendment is defined as a “substantial alteration of the municipality’s land use mixture or balance as established in the municipality’s existing general plan land use element.” It is up to the municipality to develop the criteria that meets this definition.

Mayor Amendments to the City of Douglas General Plan may be initiated by the City or requested by the private sector and will be considered once each year pursuant to ARS 9-461.06G. Major Amendment applications must be submitted within the same calendar year they are being considered and must be considered at a single public hearing. A Major Amendment shall be approved by an affirmative vote of at least two thirds of the members of the City Council and are subject to the public participation procedures, contained in the Public Participation Plan, adopted by the City Council pursuant to ARS 9-461.06.



The following criteria is used for determining whether a proposed amendment to the Land Use Plan element of the General Plan substantially alters the mixture or balance of land uses. A major amendment is any proposal that meets the following criteria:

1. A change in residential land use designation exceeding 100 acres and:
  - a. A two-step up change in residential density, or
  - b. A change to non-residential land use designation except Park/Open Space and Public/Quasi Public.
2. A change in non-residential land use designation exceeding 100 acres.
3. Any proposal that results in a significant alteration, displacement or diversion from the Circulation Plan Map adopted as a part of this General Plan 2002, including, but not limited to, a change in functional classification.
4. Any proposal that in aggregate includes changes in land use designations exceeding 320 acres.
5. Any residential development that generates a minimum of 50% of the total enrollment of a K-8, middle school and/or high school as determined by the City of Douglas.

### *Minor Amendments*

All amendments to the City of Douglas General Plan that are not defined as “Comprehensive Updates” or “Major Amendments” are considered “Minor Amendments”. Minor Amendments may be considered by the Planning and Zoning Commission and the Mayor and City Council at any time.



# Growth Areas and Population Element

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## **ELEMENT I: GROWTH AREAS AND POPULATION**

### ***Introduction***

The Growth Areas and Population Element is the City's response to the Growing Smarter Act mandate, as set forth in ARS 9-461.05.D.2. This element is premised on the existing and projected population growth of the City, and identifies those areas that are particularly suitable for planned multimodal transportation and infrastructure expansion and improvements, which are designed to support a variety of land uses, including residential, office, commercial, industrial, and open space.

With the adoption of the North American Free Trade Agreement (NAFTA) in 1994, the states of Arizona and Sonora embarked on an effort to develop and implement a bi-national, regional economic development plan. Known as the Arizona-Sonora Project, the objective of this plan is to improve the region's competitiveness, and in doing so to expand markets for existing businesses and attract new investment to the region. As a result, the City of Douglas General Plan Growth Areas and Population Element must take into consideration projected growth resulting from this bi-national and regional approach.

As a unique community located on the U.S./Mexico border, the City of Douglas Growth Areas Element considers employment oriented development currently taking place in its sister City, Agua Prieta, Mexico. This element also considers highway expansion plans within the State of Sonora, Mexico. Such plans will provide additional connectivity between Hermosillo and the City of Douglas, and will positively impact the economic development potential of the City and the region.

In 1996, the City established the Douglas Focused Future Strategic Plan for economic development. More recently, the City has been working closely with representatives from the City of Agua Prieta in the coordination of new U.S./Mexico ports of entry.



## Growth Areas and Population Element

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Its border location makes the City of Douglas a very unique place with very distinctive needs. A Growth Areas and Population Element solely based on the City's population estimates and projections will do a disservice to the bi-national and regional development potential of the area. Therefore, the City's Growth Areas and Population Element anticipates additional growth utilizing bi-national and regional growth indicators.

This element includes policies and strategies designed to:

1. Make automobile, bicycle, pedestrian, and other multimodal transportation more efficient, make infrastructure expansion more economical; and provide for a rational pattern of land development;
2. Conserve significant natural resources and open space areas;
3. Develop Scenic Corridors that will serve as linear open space;
4. Promote the public and private construction of timely and financially sound infrastructure expansion through the use of infrastructure funding and financial planning that is coordinated with development activity;
5. Take advantage of the strategic location of Douglas within the bi-national and regional economy, and anticipate Douglas' response to transportation corridor expansions occurring in the state of Sonora, Mexico, which will increase highway connectivity to Douglas.
6. Work in coordination with the City of Agua Prieta, Sonora, in the development of new ports of entry.

The development of this element evolved from a response to the legislative mandate into the creation of a broader policy framework which more fully recognizes the specific needs of the City of Douglas. Within this framework, public investment decisions regarding infrastructure and other capital facilities, redevelopment, or revitalization can be pursued in citywide context which allows for greater recognition and understanding of the implications of such decisions.

This element recognizes the dynamics and complexities of local, regional and bi-national market forces; the choices of individuals, families and organizations; and the life cycle of structures. The underlying premise for the element is that the different areas of the City require different strategies and policies to address challenges and to build on opportunities. These strategies seek to prevent deterioration, to foster revitalization, and to manage new growth in a financially equitable manner.



## *Growth Areas and Population Element*

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The use of the term “balance” is an essential component of the Growth Areas Element. The City’s efforts to maintain a vital community and built environment consist of a series of interrelated policy statements. Each of these policy statements has its own political, livability, and budget implications, and include:

1. Promoting infill development and redevelopment in the existing urbanized city;
2. Encouraging the rehabilitation and reuse of existing structures;
3. Managing new development at the City’s edge;
4. Addressing the cost of providing infrastructure and facilities to serve new development, relative to the revenues received from new development;
5. Outlining annexation strategies; and
6. Fostering environmental preservation and protection.

### ***Growth Area Component***

A first step towards developing the Growth Area Component for the City of Douglas was to contact Cochise County. After conversations with the County, the City of Douglas decided to utilize Cochise County Growth Boundary as the City of Douglas ultimate growth boundary. This approach makes the City of Douglas Growth Area Component consistent with Cochise County, its adjacent jurisdiction. Within this ultimate growth boundary, four Growth Areas were identified for the City of Douglas. As a result, the growth boundary delineated in all the maps contained in City of Douglas General Plan 2002 Map Series is the Growth Boundary for the City of Douglas as established by Cochise County, and it denotes the boundary of the City of Douglas planning area in consistency with Cochise County General Plan.

The four Growth Areas are shown on the City of Douglas Growth Areas Plan Map, included in Appendix B: General Plan Map Series, and are defined as: City Core (Central Business District), the Mid-City, the Evolving Edge and the Future City. The Growth Areas have been identified to be consistent with Growing Smarter mandate. A set of policies has been established for each of the Growth Areas. These policies address issues raised by Growing Smarter and look at the broader policy issues facing each Growth Area.



## Growth Areas and Population Element

The four Growth Areas in the City of Douglas were established to reflect the land use patterns in the historically different areas of the City and to use that information as a basis to:

1. Establish a Community Facilities Management Strategy (CFMS). This CFMS will include a Monitoring Plan that will allow the City to determine the cost of new development. The CFMS will play an important role in the identification and implementation of future impact fees; and
2. Identify development and redevelopment opportunities for structures and land across the City.

The overall goal of this element is to build upon the positive steps the City has taken to address development and redevelopment opportunities.

The following goals, objectives and policies establish the four Growth Areas and to provide policy direction for the creation of a Community Facilities Management Strategy (CFMS).

### **GOAL 1:**

Establish Growth Areas and their corresponding Action Plan Areas (APA) to create the structure for the Community Facilities Management Strategy (CFMS) and to achieve a balance of development across the community.

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**Objective 1-1:**     **Establish the Central Core, Mid-City, Evolving Edge and Future City Growth Areas and corresponding Action Plan Areas.**

**Policy 1-1a:**     Develop criteria for the creation of Action Plan Areas, based upon level of service standards, land use plans, critical need, facility demand based on projected growth and the general policy direction established for each Growth Area.

**Policy 1-1b:**     Establish content, structure and format criteria to promote consistency across all APA plans.

**Policy 1-1c:**     Define critical needs for each APA.



## Growth Areas and Population Element

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**Policy 1-1d:** Initiate an internal analysis and review process for Action Plans which coordinates the Capital Improvements Program (CIP) with the work plans of the appropriate City departments within the overall context of the CFMS.

**Policy 1-1e:** Conduct the appropriate review of APAs as part of the budget process, and develop an annual report to effectively convey the findings of the review to the Mayor and Council.

### **GOAL 2:**

Develop a Community Facilities Management Strategy (CFMS) that will help to monitor and manage the infrastructure and services required to adequately serve the existing and anticipated population.

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**Objective 2-1:** **Develop a CFMS, which includes identifying the staff and resources required to manage the program.**

**Policy 2-1a:** Use the CFMS as the long-range framework for development of the annual and Five-Year Capital Improvements Program and for assessing and committing public funds for rehabilitation, redevelopment, or new development.

**Policy 2-1b:** Develop plans for the maintenance, replacement, and extension of community facilities, as set forth in the Cost of Development Element.

**Policy 2-1c:** Establish a central "clearinghouse" where all facility maintenance, replacement, and extension plans are housed.

**Policy 2-1d:** Establish a Monitoring Plan as part of the Community Facilities Management Strategy that allows the City to determine the cost of new development.



## *Growth Areas and Population Element*

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**Objective 2-2:** Establish a cost accounting program which can identify and track the true cost of public improvements on a geographic basis.

**Policy 2-2a:** Integrate the cost accounting program into the annual reporting process of the APAs and the CFMS.

**Policy 2-2b:** Develop plans for the maintenance, replacement, and extension of community facilities, as set forth the Cost of Development Element.



## *Growth Areas and Population Element*

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### **GROWTH AREAS**

The Growth Areas component of this element identifies the four Growth Areas and provides broad policy guidance for each area. The Land Use Element provides policies in greater detail for these areas. Included in the General Plan Data and Analysis Report are a comparison of the 1990 and the 2000 U.S. Census counts, population projections, and a land availability analysis. Such data and its corresponding analysis provided the framework for the Growth Areas goals, objectives, and policies.

#### ***The Central Core Growth Area***

The Central Core Growth Area of Douglas contains many structures now experiencing the revitalization phase of the cycle and comprises a substantial part of the economic activity of the City. This area contains many of the community's most dynamic and historic neighborhoods and sites. Many of these buildings have undergone renovations, including historic preservation efforts, and are still very viable. Others would need investment to spur revitalization. Very few opportunities exist for infill projects within this area due to the lack of vacant land. However, there are a few existing condemned buildings. The demolition of such structures will provide some scattered sites for infill development.

The Central Core Area consists of a Main Street, a Governmental Center, and historic neighborhoods. Along the Main Street, the land uses consist primarily of small retail and service-oriented commercial such as hotels, restaurants, banks and a few offices. The Governmental Center houses the City of Douglas Mayor and Council Chambers, City offices and departments. These two primary areas are surrounded by residential neighborhoods. The entire Central Core Growth Area is located within the City of Douglas Historic District. Redevelopment, renovation and preservation are considered the primary development activities within this Growth Area.

A substantial amount of the economic activity of the City has historically taken place within the Central Core. While the Central Core remains a vital and desirable place to live, the potential for new residential development, on currently vacant land, is very limited. This area, however, is projected to retain its character as the City's historic Central Business District and remain a major employment center.



## Growth Areas and Population Element

### **GOAL 3:**

Maintain the Central Core Growth Area or the Downtown Business District retail core as the primary activity center for finance, culture and government complemented by the mixture of land uses that supports Downtown housing and is compatible with Downtown's historic residential neighborhoods while promoting consistency with other elements of the General Plan.

- 
- Objective 3-1:** Establish APAs within the Central Core Growth Area that are consistent with the Community Facilities Management Strategy, and the goals, objectives, and policies of this General Plan.
- Policy 3-1a:** Delineate Action Plan Areas within the Central Core Growth Area.
- Policy 3-1b:** Develop plans for the maintenance, replacement, and extension of community facilities within each APA.
- Policy 3-1c:** Identify funding mechanisms for redevelopment, restoration and renovation within each APA.
- Policy 3-1d:** Identify buildings and structures that need to be demolished and funding mechanisms to carry on demolition plans.
- Policy 3-1e:** Promote land use, transportation, circulation and urban design improvements that will better connect the Central Core Growth Area with Chino Road, the Pan American Highway Commercial Corridor, the Mid-City Growth Area, the U.S./Mexico Port of Entry, and the Douglas Airport.
- Policy 3-1f:** Support commercial revitalization that builds on transportation and circulation improvements and that establishes appropriate links to adjacent residential neighborhoods.
- Policy 3-1g:** Promote the continued viability of historic neighborhoods, historically significant structures and sites, and the retention of residential uses within the Central Core Growth Area.



## *Growth Areas and Population Element*

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### ***Mid-City Growth Area***

Some of the residential structures within the Mid-City Growth Area are showing signs of deterioration due to age and neglect. However, there is no significant, widespread deterioration. Some established neighborhoods are experiencing turnover as the original property owners are leaving, and new, younger families are moving in.

The Mid-City is serviced by a grid system of arterial and collector streets, with alleys for the provision of efficient infrastructure. A few developments within this Growth Area include curvilinear streets.

In terms of available vacant land, there is some opportunity within the Mid-City Growth area to promote infill development. Primarily low- and mid-density residential uses exist within this area with some high-density residential development.

Many of the commercial properties within this area were developed for a retail space market that no longer exists. The major anchor stores in some retail centers are too small for today's market; thus, several stand vacant, causing some of the commercial centers in the Mid-City Growth Area to experience downturns. Vacant anchor stores no longer draw patrons to the center to support smaller shops, and it creates a negative visual impact. The goals, objectives and policies below encourage the City to explore opportunities to work with the private sector to bring these abandoned centers back to life.

The Land Use Element of this General Plan provides for the establishment of a Community Service Node that will better serve the specific needs of residential uses within this Growth Area. Properly designed community service nodes are attractive gathering places that serve civic, public and community purposes. These activity centers can also reduce automobile travel, increase pedestrian and bicycle use, replace many of the undesirable characteristics of strip commercial development, and become a focus and hub of regional, community, district, or neighborhood activities. Although community service nodes are more than shopping centers, the anchor of most of these neighborhood-oriented activity centers is shopping, complemented by restaurant, entertainment, and office uses. A Community Service Node offers a limited range of services primarily for the immediate surrounding neighborhoods.



## Growth Areas and Population Element

### **GOAL 4:**

Promote neighborhood preservation, transportation and infrastructure efficiency, multi-modal transportation, commercial revitalization, community service node and infill development within the Mid-City Growth Area in conformance with all other elements of this General Plan.

- 
- Objective 4-1:** Establish APAs within the Mid-City Growth Area that are consistent with the Community Facilities Management Strategy, and the goals, objectives, and policies found in this General Plan.
- Policy 4-1a:** Delineate Action Plan Areas within the Mid-City Growth Area which establish areas for housing and commercial rehabilitation.
- Policy 4-1b:** Develop plans for the maintenance, replacement, and extension of community facilities within each APA.
- Policy 4-1c:** Explore opportunities to promote the rehabilitation and revitalization of existing commercial areas experiencing downturn, where feasible, and support development which utilizes these existing facilities while minimizing the need for additional public facilities.
- Policy 4-1d:** Continue to explore opportunities to improve traffic flow along the existing corridors through capacity improvements, innovative technologies, land use coordination, and promotion of alternate modes of travel (pedestrian/bicycle) while considering the impact of these corridors on adjacent neighborhoods.
- Policy 4-1e:** Promote the strategic location of a Community Service Node, as provided in the Land Use Plan Map included in Appendix B, that reduces automobile use, increases pedestrian/bicycle use, improves delivery of public and private services, establishes appropriate links to adjacent residential neighborhoods, and creates inviting places to live, work, and play.



## Growth Areas and Population Element

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### ***Evolving Edge Growth Area***

The Evolving Edge Growth Area encompasses two subareas:

1. **Evolving Edge I** - consisting primarily of the Golf Club, medium- to high-density residential areas, and fairgrounds; and
2. **Evolving Edge II** - consisting primarily of large-scale commercial, light industrial and commercial/industrial park oriented land uses.

Although in terms of existing land uses and future development potential, these two sub areas are distinct in character, due to the amount of vacant land within each one and their proximity to the existing City boundary, both areas are considered sub areas of the Evolving Edge Growth Area.

While the Evolving Edge Growth Area is experiencing significant development activity, over 50 percent of the land is undeveloped. Most of this land can be developed. The Evolving Edge is projected to receive a significant portion of the new development of the city over the ten-year life of this *Plan*. Most of the area is comprised of privately owned land and includes the State Highway 80 and the Pan American Highway Commercial Corridor.

Most necessary public facilities needed to serve new development within this growth area are already in place, with the exception of road extensions. The goals, objectives, and policies guiding the development of land within each subarea of the Evolving Edge Growth Area focus primarily on the need to:

1. Make new development pay its fair share of the infrastructure and public services costs as provided in the Cost of Development Element of this *Plan*;
2. Provide standards for drainage, landscape buffers and land use compatibility;
3. Support a mix of housing types and opportunities throughout the Evolving Edge I Growth Area;



## Growth Areas and Population Element

4. Support large-scale commercial, commercial/industrial parks and light industrial opportunities throughout the Evolving Edge II Growth Area;
5. Establish a Highway Commercial Corridor designation;
6. Encourage compact development, sustainability and new urbanism through the use of a grid system for street layout complemented with alleys for the provision of efficient infrastructure; and
7. Protect washes, linkages to important habitat areas, and wildlife corridors through the establishment of design and development practices which respect the natural environment.

### **GOAL 5:**

Provide the infrastructure and services required to adequately serve the existing and anticipated residential/commercial, commercial/industrial, and commercial corridor uses within the Evolving Edge Growth Area, while providing appropriate standards for land use compatibility, fair-share cost of new development, compact development and protection of environmentally sensitive areas.

- 
- Objective 5-1:** Establish APAs within the Evolving Edge Growth Area that are consistent with the Community Facilities Management Strategy, and the goals, objectives, and policies found in this General Plan.
- Policy 5-1a:** Delineate Action Plan Areas for the Evolving Edge Growth Area that reflect each subarea's specific development needs.
- Policy 5-1b:** Develop plans for the phased extension, maintenance, and replacement of community facilities within each APA.
- Policy 5-1c:** Develop a long-range Capital Improvement Program as part of the CFMS to coordinate the construction of required infrastructure and/or public facilities.
- Policy 5-1d:** Develop policy within the Cost of Development Element for the identification of legal mechanism that should be implemented to recover the fair-share of the cost of new development.



## Growth Areas and Population Element

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- Policy 5-1e:** Develop policy within the Land Use Element that identifies development standards such as landscape buffers, multi-use drainage corridors and linear park development to reduce the impact of incompatible land uses.
- Policy 5-1f:** Support compact development patterns which minimize the need for additional public facilities.
- Policy 5-1g:** Develop policy within the Housing element to support a mix of housing types and opportunities throughout the residential/commercial areas of this Growth Area.
- Policy 5-1h:** Promote policies, programs, and improvements which support a compact, multi-modal, commercial corridor development along State Highway 80, the Pan American Highway, and Chino Road Extension.
- Policy 5-1i:** Protect washes, linkages to important habitat areas, and wildlife corridors through design and development practices which respect the natural environment.
- Policy 5-1j:** Investigate, as part of the CFMS, the establishment of a “Concurrency” ordinance, an “Adequate Public Facilities” ordinance, or a “Service Area Boundaries” ordinance to require public facilities to be in place or to be properly phased to meet the demand of new development.



## *Growth Areas and Population Element*

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### ***Future City Growth Area***

The Future City Growth Area encompasses:

1. Established communities such as Pirtleville and Fair View, which are serviced by City of Douglas owned and operated infrastructure and public facilities;
2. Areas adjacent to Douglas located within the Cochise County Growth Boundary for the City of Douglas and designated as Neighborhood Conservation Areas under the Cochise County Plan Area Designation, which need rehabilitation and will benefit from annexation into the City;
3. Vacant developable land already serviced by City of Douglas owned and operated infrastructure and public facilities;
4. Vacant developable land adjacent to areas being serviced by City of Douglas owned and operated infrastructure and public facilities; and
5. Vacant developable land south of State Highway 80 and east of existing commercial/industrial land uses. In addition a new spur is being developed from Agua Prieta at Cattle-Crossing. It is anticipated that this will become a new U.S./Mexico Port of Entry, providing primarily commercial/industrial vehicular access.

The City has the opportunity to plan for phased development within this Growth Area. The opportunity exists to establish policies for the financially equitable provision of public infrastructure to serve future development. This opportunity can position the City financially to be most able to address community facilities issues in all of the Growth Areas. Used together, the CFMS and the policies for financing public facilities, as set forth in the Cost of Development Element, can result in the coordination of capital improvements with land development. This in turn will allow the City to establish equitable policies for funding open space, roadways, sewer and water lines, etc., to help orderly development of these areas.



## Growth Areas and Population Element

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### **GOAL 6:**

Plan for the phased provision of the infrastructure and services required to adequately serve the existing and anticipated residential/commercial land uses within the Future City Growth Area.

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- Objective 6-1:** Comply with Objective 5-1 of the Evolving Edge Growth Area as applicable to the Future City Growth Area.
- Policy 6-1a:** Comply with Policies 5-1a to 5-1h of the Evolving Edge Growth Area as applicable to the Future City Growth Area.
- Policy 6-1b:** Establish the Residential/Commercial land use and Community Service Nodes in the Land Use Element for lands located north of the State Highway 80 Commercial Corridor within the Future City Growth Area.
- Policy 6-1c:** Establish standards for the Residential/Commercial land use in the Land Use Element for the location of commercial uses at the intersection of arterial and/or collector roads.
- Policy 6-1d:** Establish the Airport Commercial land use in the Land Use Element, including provisions for airport safety and land use compatibility.
- Policy 6-1e:** Establish the Rural/Development Reserve land use in the Land Use Element, including provisions for the conversion of rural areas into urban land uses.



### **ELEMENT II: LAND USE**

#### ***Introduction***

The *Vision* for land use will guide the growth of the City of Douglas in an efficient and coordinated manner in order to foster a high quality environment. Land use patterns will reflect the community's desire to affect its destiny constructively. The City of Douglas and adjacent jurisdictions will participate in a regional effort to encourage growth in appropriate areas while maintaining the individual character of individual communities. The natural character of the region will be maintained through attention to environmental values, compatible land use, and sensitive design. The establishment of Community Service Nodes is the centerpiece for the land use vision of the urbanized area. This vision also addresses land use themes with respect to urban growth, residential neighborhoods, industrial districts, and commercial areas.

Growth will be accommodated through the establishment of:

1. Growth areas as provided within the Growth Areas and Population Element of this Plan;
2. Action Plan Areas that promote infill, redevelopment and rehabilitation as well as new compact development;
3. A diversity of land uses, including residential/ commercial, community service nodes, central core/central business district, recreation/open space, commercial/industrial, airport commercial, commercial corridors, enterprise reserve and rural/development reserve where public services are available to serve such development;
4. A grid pattern with alleys for the provision of efficient infrastructure to serve the new growth areas of the City;
5. A Community Facilities Management Strategy providing a mechanism for the appropriate phasing of infrastructure required to serve new development as provided in the Cost of Development Element.



An aggressive annexation strategy based on growth potential and infrastructure availability will be supported by this General Plan, in order to bring at least 90 percent of the regional population within a defined metropolitan urban area. Greater integration of land uses will be encouraged in the urbanized area.

New commercial and high-density residential development will be designed to minimize adverse impacts and enhance urban streetscapes. Opportunities for new office, commercial, and other employment-oriented uses will be made available at appropriate locations.

Community services nodes and the location of community-oriented commercial uses at the intersection of major arterials and/or collectors will better serve residential neighborhoods.

The integrity and stability of residential neighborhoods will be protected and enhanced. Physical and functional separation of incompatible land uses will improve the quality of life. Preservation of neighborhoods will be considered on an equal basis with overall community needs and goals.

Industry will be encouraged near the existing airport, U.S./Mexico port of entries and along major transportation corridors, such as State Highway 80 and Pan American Avenue. Control over strip commercial development along major streets will be regulated rigorously so that traffic problems and other nuisances of strip developments are prevented. As an alternative to the linear pattern of commercial development, the *Vision* includes commercial uses grouped together at major intersections. Small-scale neighborhood commercial centers, on the other hand, will provide convenience and fulfill the needs of the surrounding population. Community commercial nodes will serve larger areas.

An ample reserve capacity for future land uses will be maintained to safely and economically accommodate the additional people expected to reside within the City over the next twenty years. This reserve will be regularly reviewed and adjusted as needed.



**GOAL 1:**

Provide a balance of land uses that will preserve and enhance neighborhoods, promote economic development, encourage redevelopment at appropriate locations and protect environmentally sensitive areas.

**Objective 1-1: Manage and control development to facilitate orderly growth and efficient urban form.**

**Policy 1-1a:** Maintain a generalized distribution of land use patterns for Douglas which (a) provides sufficient land for a variety of land uses, facilities, and services needed to serve present and future residents; (b) recognizes the basic environmental and cultural heritage characteristics of the City; and (c) makes sound use of its economic resources and natural amenities.

**Policy 1-1b:** Bring Zoning Ordinance #653 in agreement with the adopted General Plan to provide consistency with the Land Use Plan Map and the goals, objectives and policies of the General Plan.

**Policy 1-1c:** Encourage new development where resources and facilities are in place to promote a high quality, attractive and efficient urban development pattern, as provided in the Growth Areas and Population Element.

**Policy 1-1d:** Encourage an appropriate mix of land use types.

**Policy 1-1e:** Promote infill and reinvestment within established areas of the City.

**Policy 1-1f:** Work with Cochise County to ensure that development and infrastructure located within the City's Growth Areas is compatible with the City of Douglas development and utility standards.

**Policy 1-1g:** Develop and adopt an Annexation Policy that provides appropriate criteria and strategies for the annexation of suitable lands.

**Policy 1-1h:** Consider only those areas that can meet the criteria contained within the adopted Annexation Policy as suitable for annexation.



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*Residential Communities*

**GOAL 2:**

Provide sufficient land to support a mix of housing types and opportunities throughout the city to meet the diverse needs of persons of all income levels and ages.

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- Objective 2-1:** Provide an adequate supply and mix of developable residential land to accommodate future housing needs.
- Policy 2-1a:** Encourage the establishment of regional service corridors, community service nodes, and community commercial service areas in proximity to residential areas in order to support nonresidential activities and minimize auto use and air pollution.
- Policy 2-1b:** Promote increased housing density and compatible residential infill in a range of prices and housing products to accommodate changing family arrangements, market conditions, and demographics.
- Policy 2-1c:** Encourage developments to provide a mix of residential densities and housing types, provided the overall average density meets applicable criteria.
- Policy 2-1d:** Identify ways to apply density bonuses and other development incentives for residential development or redevelopment projects that preserve significant cultural or natural features and provide enhanced open space areas.



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**GOAL 3:**

Promote and attract high-quality residential development while protecting established residential neighborhoods and supporting compatible development.

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- Objective 3-1:** Support high-quality residential developments that provide for safe and convenient vehicular circulation, open space and recreational opportunities, access to public schools and services and protect these residential areas from incompatible land uses.
- Policy 3-1a:** Require adequate landscape buffers to protect residential neighborhoods from incompatible land uses.
- Policy 3-1b:** Ensure that high-density residential developments have direct access to arterial or collector streets without traversing existing or proposed lower density residential areas.
- Policy 3-1c:** Locate new residential developments in areas that can be adequately served by police, fire, and ambulance services.
- Policy 3-1d:** Require adequate provision of open space or direct access to open space in all large-scale residential developments and, in particular, medium- and high-density multiple-family residential developments.
- Policy 3-1e:** Require new residential developments to provide bike and pedestrian trail connectivity and linkages to neighborhoods, parks, schools and other appropriate public facilities.
- Policy 3-1f:** Encourage the development of master planned communities where large land holdings and focused development can be designed to provide a wealth of amenities to City residents.
- Policy 3-1g:** Encourage infill residential development that takes advantage of existing municipal services, utilities, transportation facilities, schools and shopping areas.
- Policy 3-1h:** Work closely with the Douglas Unified School District to ensure that schools have the current or potential capacity to support the increased enrollment generated by new development.



**GOAL 4:**

Promote the resolution of conflicts between incompatible land uses.

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**Objective 4-1:** Adopt implementation mechanisms to promote the resolution of conflicts between incompatible land uses.

**Policy 4-1a:** Review the Cochise County Zoning Ordinance for the purpose of assuring that land use categories, designations and definitions are compatible with the Douglas Zoning Ordinance and prepare a cross-reference matrix of classifications to avoid conflicts between incompatible land uses.

**Policy 4-1b:** Investigate the use of regulatory and cost-effective financial redevelopment incentives to resolve critical land use incompatibilities throughout the City.

**Policy 4-1c:** Continue to work with County staff to minimize leap-frog developments, incompatible land uses and unplanned growth in areas adjacent to the City.



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**GOAL 5:**

Prevent the creation of future incompatible land uses.

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**Objective 5-1:** Locate high-density residential development in suitable areas in which they will not adversely impact lower density developments.

**Policy 5-1a:** Support the development of alternate forms of housing, such as attached and detached townhouses and condominiums in appropriate locations, provided the site utilizes the grid system, and provides alleys for the location of infrastructure.

**Policy 5-1b:** Allow target densities for residential designations of eight units/acre or greater provided at least four of the following conditions are met.

1. The site is located adjacent to an arterial roadway and/or major corridor.
2. The site is within one mile of community-level commercial, community service node, or employment centers.
3. The site plan proposed for the development provides a well-designed arrangement of on-site structures and includes three or more of the following amenities: embellished architecture/landscape architecture features, which reflect the character and heritage of Douglas; recreational amenities that substantially exceed City requirements; separation and screening between buildings so that residents enjoy privacy in their living units; preservation of natural environment; and more than 10 percent on-site usable open space, providing trail linkages and connectivity to adjacent neighborhoods.
4. The site provides a transition between existing or approved lower densities and non-residential uses.
5. Development of the site will not disrupt or negatively impact adjacent lower density land uses.
6. The development proposed for the site provides on-site amenities in addition to those required by the City that will improve the livability and function of the development.
7. The site and proposed development comply with or promote other goals, objectives and policies of the General Plan.

**Policy 5-1c:** Encourage the development of multi-family housing units adjacent to community level parks and public open space areas that provide a buffer to lower density development.



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## Employment Related Development

### **GOAL 6:**

Support appropriate locations for commercial and office land uses, including infill development and redevelopment.

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- Objective 6-1:** Support appropriate locations for commercial and office uses, including infill development and redevelopment within the established growth areas that:
1. Promote use and improvement of existing infrastructure;
  2. Meet residents' needs for goods and services in a cost-effective and equitable manner;
  3. Increase pedestrian activity; and
  4. Attract tourists and visitors.
- Policy 6-1a:** Promote a mixture of commercial, office, and residential uses along major transportation corridors and in or adjacent to regional activity centers and employment centers.
- Policy 6-1b:** Support community-scaled commercial and office uses located at the intersection of arterial streets, taking into consideration traffic safety and congestion issues.
- Policy 6-1c:** Support neighborhood-related commercial and office uses accessible from adjacent neighborhoods and located at the intersection of arterial streets, arterial and collector streets, or collector streets.
- Policy 6-1d:** Support residentially-scaled neighborhood commercial and office uses along collector streets if:
1. The building is residentially scaled;
  2. The site design is pedestrian-oriented;
  3. The use will not generate significant auto traffic from outside the neighborhood; and
  4. The hours of operation are limited.
- Policy 6-1e:** Consider the expansion of commercial areas into adjoining residential areas when logical boundaries, such as existing streets or drainageways, can be established and adjacent residential property can be appropriately screened and buffered.



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*Central Business District*

**GOAL 7:**

Support a Central Business District that is an attractive gathering center serving civic, public, commercial, entertainment, cultural and community purposes.

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**Objective 7-1:** Support enhancements within the Central Business District that serve Douglas residents, reduce automobile use and air pollution, improve delivery of public and private services, increase tourism and visitors, and create inviting places to live, work, and play.

**Policy 7-1a:** Enhance Douglas Downtown Business District retail core as the primary regional activity center for finance, culture, and government, complemented by a mixture of adjacent land uses that support a variety of housing types compatible with the character of established historic residential neighborhoods.

**Policy 7-1b:** Encourage the location of new residential opportunities in proximity to the Central Business District.

**Policy 7-1c:** Support upgrades to neighborhood infrastructure, including sidewalks and street lighting, that are compatible with the historic character, for neighborhoods located in or adjacent to the Historic District.

**Policy 7-1d:** Promote retail and other private sector development that will complement and support the existing Downtown Historic District.

**Policy 7-1e:** Locate new major governmental, cultural, and educational facilities in proximity to the Downtown area, where appropriate.

**Policy 7-1f:** Promote historic neighborhoods, historically significant structures and sites, and the development and retention of residential uses adjacent to the Central Business District area.

**Policy 7-1g:** Promote appropriately located and scaled high-density residential uses in proximity to the Central Business District to support Downtown services and retail and provide incentives to attract new commercial and other support services to the Downtown.



- Policy 7-1h:** Support development and redevelopment of street level retail or other pedestrian-oriented land uses, such as galleries, restaurants, and cinema within the Central Business District.
- Policy 7-1i:** Promote the revitalization of the Historic Central Business District for the development of a diversity of arts-related land uses and special cultural events.
- Policy 7-1j:** Identify public-private partnerships and funding mechanisms necessary to enhance building facades and streetscapes within the Central Business District.
- Policy 7-1k:** Support land use, transportation, circulation, and urban design improvements that will enhance the historic and cultural quality within the Central Business District area and that will link this activity center with the U.S. Port of Entry, the Pan American Highway, adjacent commercial/industrial areas and the Mid-City.



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## Community Service Nodes

### **GOAL 8:**

Encourage the establishment of community service nodes that serve residential areas and promote public service, commercial, and office uses while minimizing infrastructure needs and transportation demands.

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**Objective 8-1:** Determine the appropriate location for the establishment of Community Service Nodes in the Future Land Use Map.

**Policy 8-1a:** Develop a community service node zoning district consistent with the land use designation framework.

**Policy 8-1b:** Support incentives for community service node development in or adjacent to existing regional and community-level activity centers that will:

1. Integrate residential and nonresidential land uses and the mix of private and public land uses, including entertainment, recreation, retail, restaurants, offices, libraries, public meeting facilities, child care, and other community services deemed appropriate;
2. Reestablish pedestrian connections in the street network, where they have been lost;
3. Promote alternate modes of transportation;
4. Provide convenient, comfortable, illuminated, accessible, and attractive pedestrian/bicycle trails that connect to adjacent neighborhoods; and
5. Promote pedestrian and bicycle use by providing clearly marked pathways for bike routes, public sidewalks, and trails and separating them from vehicular traffic access.

**Policy 8-1c:** Utilize established public/private partnerships to promote the benefits of community services nodes (i.e., reduced parking needs, greater activity for commercial enterprises, reduced impacts to the existing transportation network, etc.)



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*High-Scale Commercial and Industrial Development*

**GOAL 9:**

Promote high-scale commercial and industrial development and redevelopment that will contribute to Douglas' overall economic vitality, environmental quality, and community livability.

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**Objective 9-1:** Provide opportunities for high-scale commercial and industrial uses adjacent to major transportation corridors, regional airport, and existing industrial cluster, provided that proper standards are required to avoid the establishment of incompatible land uses.

**Policy 9-1a:** Support opportunities for high-scale commercial and industrial development in locations served by existing infrastructure when appropriate design elements and/or land use transitions can be utilized to mitigate negative impacts to adjacent less intensive land uses. New industrial proposals shall be evaluated on a case-by-case basis according to the following criteria:

1. Convenient access to highway or air services;
2. Parking areas are properly landscaped;
3. Parking, loading, and maneuvering requirements are met on-site; and
4. Architectural detailing is provided in all sides of structures and the landscaped setbacks from the front and the rear property lines are maintained.

**Policy 9-1b:** Encourage the establishment of expansion, redevelopment, and relocation incentives for clean industries that have little or no impact on the area's air quality, groundwater quality and supply, and waste disposal.

**Policy 9-1c:** Promote the rehabilitation and adaptive reuse of former industrial buildings, and the reclamation and redevelopment of abandoned industrial sites.

**Policy 9-1d:** Promote the reclamation of former landfill sites for potential recreational reuse.



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### **FUTURE LAND USE PLAN**

The Future Land Use Plan designates generalized land uses within the study area in accordance to a set of land use designations that are appropriate for the City of Douglas. These land use designations are depicted in the Future Land Use Plan Map provided in Appendix B, and described in the following section.

### **Land Use Designations**

The City of Douglas generalized distribution of land use patterns, provided in the Future Land Use Plan Map, reflects the basic use and density/intensity to which land in the city is proposed to be developed. The Future Land Use Plan Map displays the broad distribution of land uses and density/intensity. These broad designations include: Mid-City, Residential/Commercial, Central Business District, Community Services Node, Commercial Corridor, Enterprise Reserve, Commercial/Industrial, Airport Commercial, Enterprise Reserve, Open Space and Rural (Development Reserve).

A general description of the range of primary and supportive uses, density/intensity and other pertinent characteristics is provided. The City of Douglas Future Land Use Plan Map is implemented through more detailed Action Plan Area, and other City specific plans; land use codes; and other regulatory measures.



**GOAL 10:**

Direct development to those areas which have in place, or have agreements to provide, service capacity to accommodate growth in an environmentally acceptable manner.

**Objective 10-1:** Designate appropriate land uses for the City of Douglas based on existing and projected availability of public facilities to serve appropriate densities and intensities.

**Policy 10-1a:** The City of Douglas Zoning Ordinance shall be based on and be consistent with the following land use classifications.

***Open Space***

Open space classified lands are lands which are predominantly used for wildlife habitat, native vegetative community preservation or restoration, user-based and resource-based recreational uses, multi-purpose trails (pedestrian and bicycle oriented) and nonresidential uses necessary to manage such lands (i.e. ranger stations and park amenities). Open Space lands shall comply with the goals, objectives, and policies provided in the Recreation and Open Space and Natural Resources Elements of this General Plan.

***Mid-City (Established Neighborhoods)***

Lands classified as Mid-City in the Future Land Use Plan Map consist primarily of low- and medium-density residential with opportunities for high-density residential along major corridors and neighborhood convenience commercial, public, institutional and recreational facilities located at the intersection of arterial and/or collector roads. This classification consists primarily of infill development as there are few acres of developable vacant land within this category. Minimum requirements are provided within the City of Douglas Zoning Ordinance, Section 501, Development Standards for Single Family Residence, Section 502, Development Standards for Multi-Family Residence, Section 504, Development Standards for Neighborhood Convenience and Section 505, Limited Commercial.



### ***Residential/Commercial***

Residential/Commercial classified lands provide location for dwelling units at low-, medium- and high-density. This land use designation permits the location of public-, commercial-, and office-oriented uses intended to serve residential development, and encourages the development of compact villages, where appropriate. The village design is based on sustainability principles, which include the establishment of a grid system with alleys for the efficient location and maintenance of infrastructure. Commercial and office uses are to be located at the intersection of arterial and/or collector roadways. Pedestrian- and bicycle-oriented facilities serve as landscaped buffers and provide connectivity between residential commercial areas. The high-density residential uses are located at the intersection of collector roads. Minimum requirements are provided within the City of Douglas Zoning Ordinance, Section 501, Development Standards for Single Family Residence, Section 502, Development Standards for Multi-Family Residence, Section 504, Development Standards for Neighborhood Convenience, Section 505, Development Standards for Limited Commercial, Section, and Section 506, Development Standards for Office Professional.

### ***Central Business District***

The City of Douglas Central Business District is intended to be the focal point for retail and services and shall function as the place where residents and visitors can participate in community activities. The Central Business District consists primarily of historic buildings and has been the historical focal point of the City from its founding. A variety of retail-oriented commercial, service-oriented uses such as restaurants, financial institutions, and hotels, and governmental offices serve adjacent historic neighborhoods, Douglas residents, and visitors. Its proximity to the U.S./Mexico Port of entry and its historic buildings make the Central Business District a desirable place for visitors and tourists. Due to the lack of vacant land within this land use category, redevelopment, restoration, renovation, historic preservation and rehabilitation strategies are more appropriate. The provision of more entertainment-oriented services such as cinema, theater, art galleries, and outdoor cafes within this area are desirable for the overall revitalization of Douglas Central Business District. Minimum requirements are provided within the City of Douglas Zoning Ordinance, Section 513, Historic District Overlay.



### **Community Service Nodes**

Lands classified as Community Service Nodes in the Future Land Use Plan Map consist primarily of commercial, public, institutional and recreational uses located at the intersection of arterial and/or collector roads. This classification consists primarily of new development. Minimum requirements are provided within the City of Douglas Zoning Ordinance, Section 505, Development Standards for Limited Commercial, and Section 506, Office Professional. Community service nodes are intended to provide more regional services to the residential/commercial land uses surrounding them.

### **Commercial Corridor**

Lands classified as Commercial Corridor in the Future Land Use Plan Map consist primarily of high-intensity commercial, public, and institutional uses located along State Highway 80, the Pan American Highway and Highway 191/Chino Road realignment. This classification consists primarily of new development and includes high-scale commercial uses intended to serve the region and function as major employment centers. Minimum requirements are provided within the City of Douglas Zoning Ordinance, Section 507, Development Standards for General Commercial.

### **Commercial/Industrial**

Lands classified as Commercial/Industrial in the Future Land Use Plan Map consist primarily of high-intensity commercial, public, business park, industrial park and light industrial uses located south of State Highway 80, east of the Pan American Highway and west of the Highway 191/Chino Road realignment. This classification consists primarily of new development and includes high-scale commercial, industrial park and light and heavy industry uses intended to serve the region and function as major employment centers. Minimum requirements are provided within the City of Douglas Zoning Ordinance, Section 507, Development Standards for General Commercial, Section 508, Development Standards for Industrial Park, Section 509, Development Standards for Light Industry, and Section 510, Development Standards for Heavy Industry.



## *Land Use Element*

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### ***Airport/Commercial***

Lands classified as Airport/Commercial in the Future Land Use Plan Map consist primarily of high-intensity commercial, public, business park, industrial park and light industrial uses. To protect the airspace around the airport and approaches to each runway from hazards that could affect the safe and efficient operation of aircraft arriving and departing, Federal Aviation Regulations (FAR) Part 77, shall be used as a guideline in establishing regulations pertaining to potential hazards, noise, and compatible land uses. Minimum requirements are provided within the City of Douglas Zoning Ordinance, Section 512, Airport Airspace Overlay District.

### ***Enterprise Reserve***

Lands classified as Enterprise Reserve in the Future Land Use Plan Map currently consist primarily of vacant land. High-intensity commercial, public, business/industrial park and light industrial uses are anticipated within this area with the development of a spur that will end at the proposed U.S./Mexico Port of Entry. It is anticipated that this area will become a major employment center and that Commercial/Industrial development will expand in this direction. Minimum requirements are provided within the City of Douglas Zoning Ordinance, Section 507, Development Standards for General Commercial, Section 508, Development Standards for Industrial Park, Section 509, Development Standards for Light Industry, and Section 510, Development Standards for Heavy Industry.

### ***Rural (Development Reserve)***

Lands classified as Rural (Development Reserve) in the Future Land Use Plan Map consist primarily of land that is being developed currently as agricultural, ranchettes/estates, and low density residential land uses within the Cochise County Growth Boundary for the City of Douglas. It is anticipated that some of these lands may be annexed to the City at a future time. At such time, these lands may be converted to more intense land uses. These more intense land uses may occur at such time as there is sufficient utility capacity in the area, triggers such as population growth and market demand, and the extinguishing of adjacent agricultural lands take place. At the time these factors are in place, the more intense land uses will be permitted at the discretion of the Mayor and Council.



## Transportation/Circulation Element

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### **ELEMENT III: TRANSPORTATION/CIRCULATION**

#### ***Introduction***

The *Vision* for transportation/circulation recognizes the existing and proposed road network and highway facilities, the Douglas Airport, existing and proposed U.S/Mexico ports of entry, and all community gateways and scenic corridors. These are elements of the external circulation network, and are linked to the basic internal circulation network through major streets, bikeways and pedestrian paths to improve accessibility and to create attractive options to move people, goods, and services. Future planning will place particular importance on transportation linkages to major activity centers such as the Central Business District, the commercial corridor, and community services nodes. As more intensive development is concentrated in activity centers, increased linkages to bikeways and walkways will reduce dependency on the automobile and further the overall air quality goals of the region.

The City will continue to develop a transportation system that provides mobility for all people and ready access to the places and travel modes chosen. Development of a safe and efficient multimodal transportation system will be encouraged by focusing on safe vehicular, bicycle, and pedestrian ways of travel. While the element recognizes that private automobiles will be the mode for the vast majority of trips in the foreseeable future, efforts will be made to minimize traffic congestion.

Future land use patterns and transportation systems will be planned in a coordinated, continuous, and comprehensive manner. Air quality will be protected by promoting land use patterns that reduce travel miles and facilitate transportation alternatives. Auto, bicycle and pedestrian travel will be coordinated with land use planning. Attractive design of travel ways and assurance of recreation and scenic linkages will be characteristics of the City transportation system. New roadway design will be sensitive to the built and natural environment.

The primary goals of the City of Douglas transportation/circulation system are to improve the mobility of people and goods, protect the natural environment, enhance the quality of life of the community, assure that financial needs are met, and sustain public support for the transportation efforts. The factors considered in the development of a comprehensive transportation and circulation plan include:



1. Supporting the economic viability of Douglas;
2. Improving accessibility and mobility options for people and goods; and
3. Increasing the safety of the transportation system.

In order to meet these goals, the plan should protect and enhance the environment through the provision of landscape buffers and setbacks, promote energy conservation, enhance integration and connectivity of transportation systems, and promote efficient system management and operation and multimodal transportation systems.

### **CIRCULATION GOALS, OBJECTIVES, and POLICIES**

#### **GOAL 1:**

Improve the mobility of people and goods throughout the City while supporting better alternatives to automobile transportation, including bicycle- and pedestrian-friendly streets, and improved roadways (landscape, lighting, and sidewalks).

**Objective 1-1:** Improve the mobility of people and goods throughout the City by providing efficient, effective, convenient, accessible, and safe transportation options for travel to employment, education, and other desired destinations.

**Policy 1-1a:** Provide an integrated multimodal transportation system that offers attractive choices among modes for the efficient movement of people and goods.

**Policy 1-1b:** Provide a balance of transportation facilities and services by mode, including automobile, bicycle, pedestrian, and aviation.

**Policy 1-1c:** Provide the accommodation of more than one mode of travel in transportation improvement projects.

**Policy 1-1d:** Support a continuous system of functional segments and points of convenient transfer from one mode to another.

**Policy 1-1e:** Manage the performance of all modal systems to best mitigate traffic congestion and to attain safe operating conditions.

**Policy 1-1f:** Effectively operate and maintain transportation facilities and infrastructure.



- Policy 1-1g:** Develop and adopt a Scenic Corridor Overlay as part of the City Zoning Code that establishes minimum setbacks for buildings and structures and includes specific criteria for access and circulation, linear park, multi-purpose trails, and landscape amenities development along the Commercial Corridor.

### *Circulation Safety*

#### **GOAL 2:**

Promote circulation safety throughout the City.

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- Objective 2-1:** **Support an effective, well-planned system of roadways that establishes a functional, safe, and aesthetic hierarchy of streets and incorporates multimodal access.**
- Policy 2-1a:** Evaluate the adopted Five-Year Transportation Program and the Douglas Transportation Study as needed to accommodate existing and future demands for transportation and to facilitate a sustainable transportation system, prevent congestion, and provide for the safe and efficient transport of people and goods.
- Policy 2-1b:** Monitor and report transportation system demand, operating conditions, and performance for all modes and use management systems to assist in the process.
- Policy 2-1c:** Promote convenient multimodal access to public places having high concentration of trips, including the airport, schools, parks, recreation areas, monuments, historic sites and attractions, U.S./Mexico ports of entry, major community gateways, the Golf Club and the Central Business District.
- Policy 2-1d:** Support efficient transportation connectivity to major regional economic hubs such as the Commercial Corridor and the Central Business District shown in the Future Land Use Map.
- Policy 2-1e:** Provide for a street functional classification system that is based on type, use, and visual quality, which includes scenic corridors.



## Transportation/Circulation Element

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- Policy 2-1f:** Integrate vehicular circulation within neighborhoods to improve bicycle and pedestrian connectivity to key destinations, including recreation areas, adjacent services, transit facilities, and schools.
- Policy 2-1g:** Design streets with continuous pedestrian facilities of sufficient width to provide safe accessible use and opportunities for shade and shelter.
- Policy 2-1h:** Design neighborhood streets using appropriate traffic calming techniques and street widths to sustain the quality of life in these neighborhoods.
- Policy 2-1i:** Provide for the planning, design, construction, and operation of transportation facilities and services to reduce accidents to the greatest extent possible.

### *Bicycle Facilities*

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- Objective 2-2:** **Plan for bicycle facilities throughout the City that provide safe and efficient means of transportation and recreation.**
- Policy 2-2a:** Promote bicycle travel as an alternate mode of transportation.
- Policy 2-2b:** Promote a system of bicycle facilities that provide a continuous, connective, safe, and accessible system.
- Policy 2-2c:** Promote bicycle safety education programs to increase awareness of and adherence to laws and regulations regarding bicycle use.
- Policy 2-2d:** Design bicycle facilities consistently throughout the region.



### *Pedestrian Facilities*

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- Objective 2-3:** Plan and encourage the use of pedestrian facilities as a critical element of a safe and livable community to meet the transportation and recreational needs of the community.
- Policy 2-3a:** Provide for the construction of accessible pedestrian facilities with all street construction and reconstruction for all private residential, commercial and industrial development and all public development in all urban areas.
- Policy 2-3b:** Develop a program for the installation of pedestrian facilities in already developed urban areas where they do not currently exist.
- Policy 2-3c:** Design pedestrian facilities that are direct, safe, comfortable, aesthetically pleasing, and continuous.
- Policy 2-3d:** Identify specific pedestrian mobility and accessibility challenges and develop measures for implementation of necessary improvements.



### **ELEMENT IV: HOUSING**

#### **Introduction**

The City of Douglas seeks to build on its reputation for high quality neighborhoods by promoting a diversity of housing options that enhance the character, quality and vitality of the City. The City seeks to encourage the availability of affordable housing to all economic sectors and the special needs population while encouraging the preservation of the existing housing stock, including revitalization of historic and mature neighborhoods.

The history of the region has been influenced by Spanish, Mexican, and Territorial periods, each adding its own flavor to the local architecture. New and existing technologies and site design will be encouraged to promote energy efficiency. The *Vision* incorporates high quality design that evokes a sense of place, displays an appropriate scale, and creates a positive visual identity and image.

In addition, the *Vision* provides for safe, affordable housing which meets the needs of Douglas' residents, and addresses the special housing needs of the elderly, people with physical and emotional disabilities, the homeless, and those requiring group and foster care. The City, in partnership with state agencies and the private sector, will work towards the provision of assisted housing for persons and families of low - and moderate-income within the region.

The goals, objectives and policies provided in this Housing Element are based on the following principles:

1. **Infill and Reinvestment** – Includes well-planned growth, the management of sprawl, and revitalization of established and historical neighborhoods.
2. **People-Oriented Neighborhoods** – Includes designing new neighborhoods and investing in old neighborhoods to promote a mix of commercial and residential uses, a pedestrian focus, landscaping and aesthetics, and interaction among residents;
3. **Equal Opportunity and Poverty Reduction** – Includes the fair distribution of resources, creating opportunities to overcome poverty, and reducing social and economic inequality.



4. **Safe Neighborhoods** - Includes how safe people feel in their neighborhoods, crime, policing, and the establishment of ongoing crime prevention programs.

The Housing Element identifies policies that Douglas uses, along with the City of Douglas Housing Plan, to address and prioritize the housing needs of the community.

In 1990, the federal government adopted the National Affordable Housing Act. This legislation created some new federal housing programs and consolidated planning and reporting requirements for several programs which are administered by the U.S. Department of Housing and Urban Development (HUD). Beginning in 1995, cities, counties and states were required to develop a five-year Housing Plan and update it each year with an annual strategy for investing funds. The five-year Housing Plan contains a description of community needs, goals and priorities in the areas of affordable housing, human services, public facilities, and other programs designed to improve the quality of life for low- and moderate-income residents. The City of Douglas through funding secured from the State of Arizona Department of Commerce, Division of Housing and Infrastructure, adopted the City of Douglas Housing Plan in January 1998, and is currently updating the Plan as part of the General Plan 2002 planning process.

The basic premises that led to the Housing Plan also form the basis for most of the policies in the Housing Element of the General Plan. While the Housing Plan is updated annually, the Housing element is intended to provide long-term guidance for meeting the City's housing needs.

The policies in the Housing Element focus on supporting effective programs that develop and/or maintain housing in the community and listing diverse funding sources to promote adequate supply of affordable housing. Implementation of the goals, objectives and policies in this Element and the strategies laid out in the Housing Plan will expand housing opportunities and encourage development that benefits the community as a whole.



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**HOUSING GOALS, OBJECTIVES, and POLICIES**

*Decent, Safe, Sanitary Housing*

**GOAL 1:**

Provide an adequate supply of decent, safe, and sanitary housing for all residents.

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**Objective 1-1:** Continue to promote housing that is decent, safe and sanitary.

**Policy 1-1a:** Continue to maintain an up-to-date building code that is consistent with the national uniform building codes.

**Policy 1-1b:** Enforce applicable building and safety codes.

**Policy 1-1c:** Devise strategies for ensuring that mobile homes, including rentals and owner-occupied units, are in compliance with applicable building and safety codes.

**Policy 1-1d:** Explore funding sources to assist property owners in bringing housing units into compliance with applicable building and safety codes, so that the cost of upgrades do not price the units out of the range of current residents.

**Policy 1-1e:** Seek out programs that will assist low- and moderate- income residents transition to safer unit swhen rehabilitation of the existing unit is not feasible or when rehabilitation will make the unit unaffordable to the current residents.



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*Existing Housing Stock*

**GOAL 2:**

Improve the safety and habitability of existing housing stock.

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**Objective 2-1: Maximize existing housing resources in the community.**

**Policy 2-1a:** Encourage and support federal, state, local, and private programs that provide resources for those in need of safe affordable housing.

**Policy 2-1b:** Strive to eliminate substandard housing units by conserving and upgrading the existing housing stock.

**Policy 2-1c:** Encourage the continuation and expansion of programs that provide funds, labor, and/or materials for the upgrade of deteriorating housing units and for the maintenance of units at risk of deterioration.

**Policy 2-1d:** Promote the continued maintenance and enhancement of residential areas, in terms of housing and public facilities, and identify new sources of funding to meet these needs.

**Policy 2-1e:** Seek cooperation from local lending institutions in pursuing low-interest loan programs targeted to rehabilitation of and improvements to older residential structures.

**Policy 2-1f:** Continue to work with a variety of entities in the community, including Cochise County, state and federal government, nonprofit organizations, private developers and lending institutions, to increase affordable housing opportunities.



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*Housing Assistance Prioritization*

**GOAL 3:**

Support periodic evaluation of housing assistance needs to ensure that the City's efforts are targeted to meet desired outcomes, and to explore additional funding mechanisms for new and existing programs.

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**Objective 3-1:** **Prioritize housing assistance needs based on factors such as the needs of the community, the availability of funding, ongoing housing programs that already have funding, and market conditions.**

**Policy 3-1a:** Aim resources toward meeting the needs determined most vital in the community, as determined in the most recently updated version of the City of Douglas Housing Plan.

**Policy 3-1b:** Reevaluate the priorities of housing assistance needs periodically and redirect funding as appropriate, based on any changes in prioritization.

**Policy 3-1c:** Seek funding for non-housing community development needs, such as public facilities, infrastructure improvements, public services, accessibility, etc., as a priority, when such projects/programs could make the affected neighborhood a safer and more affordable place to live.

**Policy 3-1d:** Encourage the use of energy efficient design in new affordable housing and support programs to increase the energy efficiency of older residential units.

**Policy 3-1e:** Provide appropriate incentives for infill development.



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*Housing Mix, Availability, and Services*

**GOAL 4:**

Provide for sufficient availability and a variety of opportunities for safe, decent and affordable housing and cohesive neighborhoods to meet the needs of existing and future residents of Douglas.

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- Objective 4-1:** Promote quality residential development through diversity in housing type.
- Policy 4-1a:** Evaluate zoning incentives that encourage the development of diverse housing types, including smaller, more affordable units and three- and four-bedroom units suitable for families with children.
- Policy 4-1b:** Support a mix of housing types and opportunities and compatible residential infill in a range of prices and housing products throughout the City to meet the diverse needs of the residents, and accommodate changing family arrangements, market conditions, and demographics.
- Policy 4-1c:** Investigate reducing on-site parking requirements to encourage higher densities and lower housing costs in appropriate areas.
- Policy 4-1d:** Encourage mixed-density housing development that increases the housing supply while promoting housing affordability and diversity by type, provided that such development conforms with the grid pattern of site layout and provides appropriate recreation, open space, and pedestrian and bicycle connectivity to adjacent neighborhoods.
- Policy 4-1e:** Evaluate the Design Review Overlay Zone of the City Zoning Ordinance for the integration of techniques designed to promote housing affordability and diversity by type.
- Policy 4-1f:** Provide appropriate incentives for infill development.
- Policy 4-1g:** Encourage residential development adjacent to Commercial Corridor, Community Service Nodes, Central Business District and other community activity centers in order to support nonresidential activities and minimize automobile use and air pollution.



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**Objective 4-2: Promote home ownership opportunities for all economic sectors of the population.**

**Policy 4-2a:** Continue to utilize available federal, state, regional and local resources and programs and private/public partnerships to encourage first-time homebuyers.

**Policy 4-2b:** Promote the development of quality low- and moderate-income single-family homes within designated economic incentive zones, and designated infill incentive districts.

**Policy 4-2c:** Investigate the feasibility for requiring a percentage of affordable housing within large-scale mixed-density residential projects.

**Policy 4-2d:** Support financial assistance programs that serve to increase home ownership for low- and moderate-income residents.

**Policy 4-2e:** Encourage programs that offer counseling on the responsibility of home ownership and debt management, home loan information, and technical assistance to potential home owners from all segments of the population.

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**Objective 4-3: Encourage and promote community efforts to revitalize mature neighborhoods.**

**Policy 4-3a:** Develop a program to assist in the redevelopment or rehabilitation of dilapidated and vacant housing stock.

**Policy 4-3b:** Identify funding for right-of-way landscaping along with road maintenance in older mature neighborhoods where landscaping has deteriorated.



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**Objective 4-4: Provide adequate housing opportunities for special needs groups.**

**Policy 4-4a:** Identify and analyze the housing needs of the special needs population.

**Policy 4-4b** Adopt regulations to encourage the development of housing for special needs groups.

**Policy 4-4c:** Consider special needs housing dispersal requirements to promote diversity throughout the City.

**Policy 4-4d:** Continue to work with appropriate federal, state and local housing providers to ensure that fair housing laws are enforced and the City is providing a diversity of housing choices.

## *Affordable Housing*

### **GOAL 5:**

Make housing available to residents of all income levels.

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**Objective 5-1: Establish a community-wide goal for the provision of housing stock for low income families.**

**Policy 5-1a:** Continue to support strategies, as part of the City of Douglas Housing Plan, for the provision of affordable housing to all segments of the population.

**Policy 5-1b** Consider current conditions and long-term trends in population and housing characteristics, the housing market, and construction when determining the types of affordable housing to be provided.

**Policy 5-1c:** Continue to support the development and maintenance of a menu of strategies that can be used to meet the needs for various types of affordable housing and related services.



- Policy 5-1d:** Encourage developers to designate at least 15 percent of all new units (rental or owner-occupied) specifically as affordable housing.
- Policy 5-1e:** Encourage the development of an ordinance or other mechanism to implement a developer participation plan that designates a set-aside of affordable housing units in all new housing or establishes a fee contribution in lieu of a set-aside of units.
- Policy 5-1f:** Encourage the development of a local housing fund and seek funding from diverse sources, including federal, state, local, and private, to continue and expand current programs and to provide alternate sources to be tapped in the event that current funding decreases.

## *Evaluation of Housing Programs*

### **GOAL 6:**

Perform periodic evaluations of existing housing programs to assess which needs are being met, which programs merit continued support, and which programs need to be improved or replaced.

- Objective 6-1:** **Support the implementation of an evaluation program for affordable housing and for providers of related services to determine if the desired results are being achieved.**
- Policy 6-1a:** Monitor programs, as part of the Housing Plan, to determine actual results and establish whether the goals and desired results are being achieved.
- Policy 6-1b:** Evaluate programs, as part of the Housing Plan, that are not meeting established goals and producing the desired results to determine whether changes to the program can be made to improve effectiveness.
- Policy 6-1c:** Promote direct funding to programs that address the prioritized needs and are able to demonstrate that goals and desired results are being achieved.



## *Cost of Development Element*

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### **ELEMENT V: COST OF DEVELOPMENT**

The City believes that sustained development is necessary to increase the municipal tax base incurred by a strong local economy. However, new increases in tax revenues can be offset by the costs of providing facilities and services such as parks, libraries, sustaining adequate police and fire protection, and constructing road, sewer and water lines.

The Growing Smarter legislation requires municipalities to include a Cost of Development Element as part of the General Plan. The Cost of Development Element establishes the framework for developing implementation strategies that will result in public-private cost sharing of capital facilities needed to serve new development. These strategies clarify the roles of the public and private sectors, both of which will be critical in meeting the City's goals.

The purpose of this element is to identify and delineate the fiscal impacts created by the new development and determine how costs will be equitably apportioned.

According to "Principles of Sound Management," there are three guiding principles applicable to a discussion of issues associated with development-related costs. These are:

1. Establish service and facility standards to help identify how existing capacities will support demands from new development;
2. Recognize new development impacts on existing public services and facilities;
3. Where applicable, and to the extent possible, require growth to pay for itself.

These principles reflect City policy and are consistent with the requirements embodied within the Growing Smarter legislation with respect to assessing the cost of development. Accordingly, the Cost of Development Element is designed to:

1. Identify various mechanisms that are allowed by law and that can be used to fund and finance additional public services necessary to serve the development, including bonding, special taxing districts, development fees, in lieu fees, facility construction, dedications and service privatization.



## Cost of Development Element

2. Identify policies to ensure that any mechanisms that are adopted by the City under this element result in a beneficial use to the development, bear a reasonable relationship to burden imposed on the City to provide additional services to the development and otherwise are imposed according to law.

### *Citywide Level of Service (LOS) Standards*

Table V-1, Recommended Level of Service Standards for Public Facilities, outlines the LOS standards currently expected for various services supplied by the City of Douglas. Mitigation measures would likely be required for new development impacting these LOS standards.

TABLE V-1

#### RECOMMENDED LEVEL OF SERVICE STANDARDS FOR PUBLIC FACILITIES

<b>Service</b>	<b>Minimum Performance Standard</b>
Transportation	Level of Service "C" for all arterial and collector routes.
Water Supply	Sufficient capacity to maintain current groundwater production levels. Average Daily Groundwater Production not to exceed 2.77 mgd (million gallons per day) as provided in the City of Douglas Water System Master Plan.
Wastewater Collection	System design to accommodate a minimum Wastewater Average Duty Factor of 63.0 gpd (gallons per day) per capita, as provided in the City of Douglas Wastewater treatment and Collection System Master Plan.



## Cost of Development Element

TABLE V-1

CITY OF DOUGLAS LEVEL OF SERVICE STANDARDS  
FOR PUBLIC FACILITIES  
(Continued)

Service	Minimum Performance Standard
Fire Protection <sup>1</sup>	4-minute average response time.
Police Protection <sup>2</sup>	Average Response Times: Priority 1 – Maximum of 7 minutes Priority 2 – Maximum of 13 minutes Priority 3 – Maximum of 41 minutes
Storm Drainage	No change to peak storm water run-off.
Solid Waste Collection	2 residential collections per week

1. The Fire Department recognizes rural standards for remote areas or areas containing limited urban services.
2. No performance standard response time exist for the Police Department.

Sources: *City of Douglas, 2000,*  
*City of Douglas Wastewater Treatment and Collection System Master Plan,*  
*City of Douglas Water System Master Plan.*

Achieving the Level of Service standard is more costly in parts of the City where new growth is occurring or infrastructure is deficient. This is due to the initial expense of adding supportive infrastructure to serve these areas.



## *Cost of Development Element*

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### ***Paying for Growth***

The City of Douglas may utilize a number of funding strategies for new infrastructure, equipment and facilities needed for appropriate growth. The City collects some development fees and will in the future collect “impact” fees for specific services or utilities in conjunction with building permit activity. These fees may be used to pay for needed expansions of services directly or may pay for bonds issued by the City for funding expansion projects. Other mechanisms available to the City for funding expansion of services include:

1. Primary and Secondary Property Taxes
2. Transaction Privilege (Sales) Tax;
3. Specialty Industry Tax (such as a Hotel Bed Tax)
4. Improvements Districts;
5. Community Facilities Districts; and
6. User Fees.

### ***Cost Classification***

Each City service or activity is divided into two distinct parts:

1. General Operations – General Operation Costs (i.e. energy, labor costs) are usually funded through the collection of taxes, utility and service payments, grants and subventions. Increases in tax collections and revenue flows to the City associated with new development are generally used to pay for the impacts of growth affecting general operations.
2. City’s Physical Structure (includes: capital improvement projects and infrastructure) - Refers to the land, buildings and improvements to streets, utilities and other facilities and property owned by the City. To achieve the City’s Level of Service (LOS) goals, it is necessary to add to the physical structure. For example, new housing development will require a corresponding increase in parks and open space lands, streets, utilities, and other infrastructure. Costs to expand the physical structure will be borne by new development where the costs are fair and reasonable and result in services or facilities necessary and pertinent to the new development (and otherwise legally permitted assessments).



### Goals, Objectives and Policies

The following goals, objectives and policies provide guidance on approaching a fair and reasonable assessment of the costs for mitigating the fiscal impacts created by growth. Policies in this element advocate careful management of financial resources to maintain uniform levels of service standards.

#### **GOAL 1:**

Equitably assess and manage the fiscal and capital impacts resulting from new development.

- 
- Objective 1-1:**     **Develop a methodology for determining the need and assessing the costs of new facilities and services required to serve new development.**
- Policy 1-1a:**     Recover costs for the following facilities: schools, transportation, parks and recreation, water resources and distribution, sewer collection, drainage, operations, police, fire, solid waste, libraries, and other facilities and services as deemed appropriate.
- Policy 1-1b**       Establish Level of Service (LOS) standards for each facility type identified for cost recovery.
- Policy 1-1c:**     Establish the service area for each public facility and determine the facility needs and costs for the service area, based upon established LOS standards and population projections.
- Policy 1-1d:**     Develop a responsive time frame for cost recovery of the facilities identified in each service area.
- Policy 1-1e:**     Identify costs of expansion of City operations and facilities to maintain service level expectations.
- Policy 1-1f:**     Develop and monitor leading indicators of growth and changes in land use ratios in the City.
- Policy 1-1g:**     Conduct periodic analyses of LOS standards and adjust the standards as necessary to meet the City's service goals and obligations.



## Cost of Development Element

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**Policy 1-1h:** Continue to work with the Douglas Unified School District evaluating impacts on school capacity as part of the “fair share” framework.

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**Objective 1-2:** **Identify all legally available financial mechanisms to recover the cost of public facilities and services required to serve new development.**

**Policy 1-2a:** Use the best methods to fund and finance new public facilities and services, such as bonding, special taxing districts, development fees, facility construction dedications, service privatization, and consolidation of services.

**Policy 1-2b** Maintain the definition of “legally available” as those legal mechanisms which are not prohibited by law, in the state of Arizona, at the time the project is approved.

**Policy 1-2c:** Develop a process to apply the fair share cost recovery policies to all new development, regardless of zoning.

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**Objective 1-3:** **Balance public and private interests to achieve fairness in allocating the costs of new development, where the public interest is established by the goals and policies of the General Plan.**

**Policy 1-3a:** Recover fair share costs, which are defined as the total capital cost (facilities and equipment) minus developer credits and funds dedicated to a project as set forth in the City’s approved Capital Improvements Program.

**Policy 1-3b** Establish, and regularly review, a weighted measure which will be applied consistently to assign a greater share of cost to new developments as they move away from areas of existing service, increase in size, and absorb a greater portion of the benefits and services necessitated by the development.

**Policy 1-3c:** Establish development incentive areas or other incentives, such as Infill Incentive Districts, which may allow reduced cost recovery obligations for projects to foster development activity within those areas.



## Cost of Development Element

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- Objective 1-4:** Provide that the fair share charged to a project includes only those costs associated with that project and does not require the developer to improve service levels of existing deficiencies in public facilities.
- Policy 1-4a:** Provide that the identified benefits of the new public facilities and services are received by the development charged with paying for them.
- Policy 1-4b** Provide that the development is charged only for its proportionate share of the benefits received by the new public facilities and services.
- Policy 1-4c:** Conduct studies to determine future benefits associated with revenues generated from the Growth Areas, as defined in the Growth Areas and Population Element.
- Policy 1-4d:** Develop a responsive time frame for cost recovery of the facilities identified in each service area.
- Policy 1-4e:** Identify costs of expansion of City operations and facilities to maintain service level expectations.



## Recreation and Open Space Element

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### **ELEMENT VI: RECREATION AND OPEN SPACE**

#### ***Introduction***

The City of Douglas is committed to developing a comprehensive open space, parks, recreation facilities, and trails system that will serve residents and visitors of all ages. The natural characteristics of its landforms and drainageways also provide numerous opportunities for linear park and scenic corridor development, and a multi-use trail system that can link parks, schools, open spaces, neighborhoods and employment centers throughout the City.

The Recreation and Open Space Elements provides a framework to identify, acquire and enhance a system of open space areas and recreation facilities within the City of Douglas. The system is intended to provide an appropriate level of open space parks and acreage, identify connectivity and linkages necessary to serve existing and future residents of the City through the use of multi-use trails corridors, utility corridors and pathways and provide both passive and active recreation areas allowing the use of alternative transportation modes that enhance social interaction.

The Data and Analysis Report identifies existing studies and plans relating to parks, trails, linear parks, and open space that guide City decision making and implementation. These studies and plans provide substantial support analysis, and issues identification for the development of this Recreation and Open Space Element.

The Recreation and Open Space Plan Map shows open space, existing parks, and proposed multi-purpose trails. Table VI-1, provides appropriate Level of Service (LOS) standards for open space, regional, community and neighborhood parks. In addition, Table VI-1 provides recommended LOS for resource-base outdoor recreation activities (camping, picnicking, bicycling, and hiking). Table VI-2, includes recommended LOS for user-oriented outdoor recreation activities (golf, equipped play area, tennis, baseball/softball, football/soccer, handball/racquetball, basketball, and swimming (pool)).



## Recreation and Open Space Element

TABLE VI-1

RECOMMENDED LEVEL OF SERVICE STANDARDS  
FOR RESOURCE-BASED OUTDOOR  
RECREATIONAL ACTIVITIES

Service	Minimum Performance Standard
Neighborhood Parks	2 acres per 1,000 residents
Community Parks	1.5 acres per resident within a 3.0 mile service radius
Regional Parks	10 acres for every 1,000 residents within a 1-hour drive service radius
Open Space	10 acres for every 1,000 residents within a 10 mile service radius
Bicycle Trails	1 mile for every 1,000 residents
Camping (RV/trailer and tent)	1 acre of camp area for every 5,600 residents
Picnicking	1 Picnic table for every 500 residents

Source: *Park, Recreation, Open Space and Greenway Guidelines, National Recreation and Park Association, 1996.*



## Recreation and Open Space Element

TABLE VI-2

RECOMMENDED LEVEL OF SERVICE STANDARDS  
FOR USER-ORIENTED OUTDOOR  
RECREATION ACTIVITIES

Service	Minimum Performance Standard
Golf	1 9-hole golf course for every 32,500 residents
Equipped Play Area	1 play area for every 10,000 residents
Tennis	1 tennis court for every 10,000 residents
Baseball/Softball	1 ball field for every 7,500 residents
Football/Soccer	1 field for every 15,000 residents
Handball/Racquetball	1 court for every 10,000 residents
Basketball	1 court for every 4,000 residents
Swimming (pool)	1 pool for every 10,000 residents

Source: *Park, Recreation, Open Space and Greenway Guidelines, National Recreation and Park Association, 1996.*



### Goals, Objectives and Policies

The following goals, objectives and policies are intended to serve as guidance for the acquisition, development, and management of recreational opportunities for the City of Douglas community.

#### **GOAL 1:**

Create a balanced, accessible and integrated system of open spaces and recreational opportunities to serve the current and future residents and visitors of the City of Douglas.

- 
- Objective 1-1:**     **Develop a comprehensive parks, open space, recreation facilities and trails system.**
- Policy 1-1a:**     Plan for the connection of open space, natural areas, parks, trails, bike paths and recreation areas to minimize conflicts with built and natural environment.
- Policy 1-1b:**     Adopt Level of Service (LOS) standards for each resource-based and user-oriented outdoor recreation facility identified on Table VI-1 and Table VI-2 for cost recovery.
- Policy 1-1c:**     Encourage private dedications of land as permanent natural areas or open space.
- Policy 1-1d:**     Require new development to provide trail connectivity to existing trail network. Connecting trails are to be designed and signed by developer prior to construction of new development.
- Policy 1-1e:**     All new developments shall link their recreation facilities and natural areas to the community open space networks, trail system, and adjacent neighborhoods.
- Policy 1-1f:**     Trails shall ultimately connect to regional public preserves and the regional trail network, where possible.
- Policy 1-1g:**     Develop an integrated parks, open space, and trails system that will promote a sense of community identity and high quality of life for all residents as well as wildlife habitat and movement corridors.



## Recreation and Open Space Element

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- Policy 1-1h:** Provide an interconnected multi-use trail system that includes opportunities for hiking, biking and equestrian uses where appropriate.
- Policy 1-1i:** Provide equitable opportunities for all residents to pursue recreational activities.
- Policy 1-1j:** Work with developers during early planning stage and the plan review process to set aside key open space corridors or linkages through dedications, conservation easements, or open space designations.
- Policy 1-1k:** Develop a plan for ownership and maintenance of a dedicated trail system.
- Policy 1-1l:** Stipulate that open space, required as a component of Planned Area Developments, should be protected by Covenants, Conditions and Restrictions or by agreement with the City or with other public entity.
- Policy 1-1m:** Limit development in areas that may pose natural or man-made environmental hazards such as flood plains.

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**Objective 1-2:** **Develop and adopt a comprehensive Parks, Open Space, Recreation Facilities and Trails Master Plan for the City of Douglas, which provides a regional system approach and considers all existing regional open space plans.**

**Policy 1-2a:** Develop a and adopt a comprehensive Parks, Open Space, Recreation Facilities and Trail System Master Plan for the City of Douglas that includes strategies for the acquisition of open space, identifies all exiting and planned recreation resources, and considers a regional system of integrated open space and recreation resources.



## **ELEMENT VII: ENVIRONMENTAL RESOURCES**

### ***Introduction***

The *Vision* begins with an interconnected network of open spaces, including parklands, washes, riparian habitat, and public preserves throughout the region. The Environmental Resources element works closely with the Recreation and Open Space, the Transportation and Circulation and the Land Use elements of this General Plan.

While the Recreation and Open Space Element provides a framework to identify, acquire and enhance a system of open space areas and recreation facilities within the City of Douglas, the Environmental Resources Element specifically addresses air quality, water quality, energy conservation, archaeological resources, natural habitat preservation, and sensitive lands management. The goals, objectives and policies within this element are largely broad-based with community-wide applicability.

## **GOALS, OBJECTIVES AND POLICIES**

### **GOAL 1:**

Promote a high level of environmental quality with a safe, healthy and enjoyable environment for Douglas residents.

### ***Air Quality***

- Objective 1-1:** **Support efforts to attain high standards of air quality in Douglas.**
- Policy 1-1a:** Utilize Transportation System Management (TSM) techniques (e.g. synchronized traffic signals, efficient traffic flow and turning movements) to minimize automobile generated air pollution.
- Policy 1-1b** Promote other modes of transportation such as bikeways and walkways as an alternative to automobiles.
- Policy 1-1c:** Encourage land use configurations in all new or revitalized development projects that minimize vehicle trips and trip lengths.



### Water Quality

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**Objective 1-2:**     **Develop appropriate infrastructure and water conservation practices to ensure a high level of water quality in Douglas.**

**Policy 1-2a:**     Continue to maintain and periodically update Water System and Wastewater System Master Plans. These plans define and describe the City's comprehensive policy for conserving water resources and identifying appropriate uses for all available water resources.

**Policy 1-2b**     Require the use of wastewater systems for all types of development to minimize the potential for groundwater contamination.

**Policy 1-2c:**     Investigate the cost effectiveness of developing infrastructure necessary to treat and deliver reclaimed water and encourage its use for non-potable purposes including landscape irrigation and industrial purposes.

**Policy 1-2d:**     Continue to devote time and resources toward the public education on the benefits of water conservation.

### Energy Conservation

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**Objective 1-3:**     **Promote energy conservation within Douglas.**

**Policy 1-3a:**     Utilize recycled products when appropriate.

**Policy 1-3b**     Encourage development plans that incorporate energy conservation through Transportation System Management (TMS) techniques, use of active and passive solar energy systems, and appropriate building orientation, site planning and landscape shading.

**Policy 1-3c:**     Apply and upgrade energy conservation techniques in municipal facilities and operating procedures.

**Policy 1-3d:**     Encourage the development of the City recycling program.



### *Archaeological and Historical Resources*

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**Objective 1-3:** Protect the archaeological and historical resources of the City.

**Policy 1-3a:** Strive to identify and preserve all significant artifacts, archaeological sites and features within the City.

**Policy 1-3b:** Identify and promote opportunities for adaptive reuse of underutilized historic structures.

### *Natural Habitat Preservation*

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**Objective 1-4:** Maintain connections between wildlife corridors for unimpeded movement.

**Policy 1-4a:** Establish sufficient trails, wildlife corridors, riparian corridors and other linear linkages between large open space areas.

**Policy 1-4b** Provide an effective means for the safe and uninterrupted movement of wildlife through riparian corridors at all infrastructure and roadway crossings (i.e. bridges, ramps, overpasses, oversized culverts).

**Policy 1-4c:** Limit development in areas that may pose natural or built environmental hazards, such as floodplains.

**Policy 1-4d:** Promote enhanced landscaping along washes, wildlife and riparian corridors to promote the use of such areas by native wildlife.



### *Environmentally Sensitive Lands Management*

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- Objective 1-5:**     **Protect environmentally sensitive lands.**
- Policy 1-5a:**     As part of the Site Plan Review Process, require site plans to designate landscape elements, when appropriate.
- Policy 1-5b:**     Develop a Wash Setback Ordinance to protect riparian and wash corridors.
- Policy 1-5c:**     Encourage that changes in natural drainage patterns be avoided. Where changes to the natural drainage patterns are necessary, a master drainage plan showing how the altered flows will be handled shall be prepared.
- Policy 1-5d:**     Recognize and protect areas of significant natural vegetation (such as areas along washes and riparian corridors).

### *Community Character and Appearance*

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- Objective 1-6:**     **Continue to create and maintain a consistent, high level of community character and appearance throughout Douglas.**
- Policy 1-6a:**     Encourage well designed landscaping for residential, commercial, office and industrial uses through the utilization of design guidelines.
- Policy 1-6b:**     Develop visual resource corridors to protect views to and from prominent landscape features such as mountains, washes and rivers.
- Policy 1-6c:**     Support the development of multi-purpose trails along major washes and riparian corridors.
- Policy 1-6d:**     Recognize and protect areas of significant natural vegetation (such as areas along washes and riparian corridors).
- Policy 1-6e:**     Adopt a City ordinance that includes landscape and maintenance standards and requires mandatory curbs for all new development.



### **ELEMENT VIII: WATER RESOURCES**

#### ***Introduction***

The City of Douglas receives 100 percent of its water supply from the wells which pump from the Douglas/Agua Prieta groundwater basin. This aquifer underlies the Sulfur Springs Valley between Dragoon and Mule Mountains to the west and the Swisshelm, Pedrogosa and Perilla Mountains to the east.

The City of Douglas Water System Master Plan, conducted as a cost-shared study between the U.S. Army Corps of Engineers and the City of Douglas under the authority of Section 219 of the Water Resources development Act of 1992, provides existing and projected water resources infrastructure, water supply, and well production. The analysis included in the Water System Master Plan and in the Data and Analysis Report of this General Plan provides the framework for the Water Resources Element.

Douglas believes in planning for future water needs and availability. The Water Supply Master Plan outlines the City's options and strategies for meeting future water demands. The Master Plan also provides stages and phasing for capital improvements related to the water supply system's infrastructure needs.

The *Vision* for Douglas, with respect to water resources, is an urbanized community which is both respectful of and responsive to its unique physical setting. This *Vision* recognizes that preservation of water resources will promote the positive community image which will, in turn, encourage economic development.



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## GOALS, OBJECTIVES AND POLICIES

### **GOAL 1:**

Manage a coordinated System of Water and Wastewater utility service facilities and resources to adequately serve existing and future land uses.

### *Wastewater System Management*

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**Objective 1-1:** Enhance and extend public wastewater services including collection and treatment systems to urbanized and newly developing areas of the City.

**Policy 1-1a:** Maintain and update the City of Douglas Wastewater Treatment and Collection System Master Plan that support the General Plan.

**Policy 1-1b:** Adopt a Wastewater Expansion fee for new development as a component of the funding required for the Capital Improvement Program.

### *Water System Management*

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**Objective 1-2:** Satisfy current and future water demands through sustainable and renewable water resources for the next 100 years.

**Policy 1-2a:** Maintain and update the City of Douglas Water Supply System Master Plan that supports the General Plan.

**Policy 1-2b:** Pursue the acquisition of additional renewable water resources such as groundwater recharge and reclaimed water programs, as appropriate to Douglas.

**Policy 1-2c:** Adopt a Water Resource Expansion fee for new development as a component of the funding required for new water resources.



### *Water System Management (Continued)*

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**Objective 1-3:** Enhance and extend public water service including distribution and potable treatment systems in both urbanized and newly developing areas.

**Policy 1-3a:** Maintain and update the City of Douglas Water Infrastructure Capital Improvements section on the Water Supply System Master Plan that supports the General Plan.

**Policy 1-3b:** Continue to meet and exceed the water quality requirements of the Clean Water Act and all other regulatory requirements.

**Policy 1-3c:** Continue to build and maintain a water distribution system which supports adequate fire suppression and enhances life safety and property protection.

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**Objective 1-4:** Take a proactive approach towards water conservation through the development of water conservation strategies.

**Policy 1-4a:** Establishing a water conservation program that educates residents on appropriate water conservation strategies.

**Policy 1-4b:** Strengthen relationships with Cochise County and Agua Prieta to establish an ongoing dialogue regarding groundwater protection and conservation.

**Policy 1-4c:** Introduce the use of xeriscape and plants with low water needs in appropriate areas of the City.

**Policy 1-4d:** Establishing water reuse and recycling programs such as effluent management for irrigation of agricultural areas, parks and golf clubs.

## Appendix A:

# City of Douglas General Plan 2002 Implementation Program



## *General Plan Implementation Program*

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### *Growth Areas Implementation Program*

The General Plan outlines the fundamental strategies and policy guidance for promoting new “Smart Growth” development into targeted growth areas. Goals, objectives, and policies articulated in the Growth Areas and Population Element provide a solid foundation upon which to base the Growth Area Implementation Program. This policy direction will also affect the formulation of amendments to the zoning ordinance.

The General Plan Land Use Map promotes appropriate Growth Area development through the designation of land uses and intensities in these areas. Because specific zoning remains unchanged, the land use designations are implemented through rezoning requests and Planned Area Development (PAD) projects. As provided in ARS 9-462.01(F) all rezonings must conform to the General Plan 2002.

### ***Specific Area Plans***

Based on the General Plan, an area or specific plan provides a more narrow geographic focus and provide specific policy direction for a defined geographic area. The Arizona Revised Statutes (9-461.08) provides cities with the authority to prepare specific plans “based on the general plan and drafts of such regulations, programs and legislation as may, in the judgement of the planning agency, be required for the systematic execution of the general plan.” The legislation provides that specific plans may include:

- Regulation determining the location of buildings and other improvements with respect to existing rights-of-way, flood plains and public facilities;
- Regulations of the use of land, buildings and structures, the height and bulk of buildings and structures and the open space about buildings and structures;
- Measures required to ensure the execution of the general plan.

The Specific Area Plan or Action Area Plan (AAP) was identified as one of the chief tools to advance the objectives within some growth areas. These plans would provide the detailed analysis, recommendations and programs to address area specific issues.



## General Plan Implementation Program

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### ***Infill Incentive Districts***

The Growing Smarter Plus amendments introduced the concept of “infill incentive districts” and authorized communities to designate such areas if three (3) of the following characteristics were exhibited:

- There is a large number of vacant older or dilapidated buildings or structures;
- There is a larger number of vacant or underutilized parcels of property, obsolete, or inappropriate lot or parcel size, or environmentally contaminated sites;
- There is a large number of buildings where nuisances occur;
- There is an absence of development and investment activity compared to other areas in the City;
- There is a high occurrence of crime; and
- There is a continuing decline in population.

The City of Douglas may identify and delineate these districts as part of the General Plan implementation program. The legislation authorizes the Infill Incentive Plan to include the following tools to encourage redevelopment:

- Expedited zoning or rezoning procedures,
- Expedited processing of plans and proposals,
- Waivers of municipal fees for development activities, and
- Relief from development standards.

Some of the growth areas within the urbanized portion of Douglas contain vacant infill lots and exhibit some of the required characteristics required to designate infill incentive districts.



## *General Plan Implementation Program*

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### ***Capital Improvements Programming***

Over the course of the five-year Capital Improvements Plan (CIP) horizon, the City will be investing in municipal infrastructure, including the construction/widening of roads, extension of water and sanitary sewer lines and the expansion of water and sewer treatment capacity. Development will be directed to those areas where the infrastructure necessary to serve such development is in place or is proposed to be in place.

The Growth Areas Implementation Program is provided in Table A-1.



# General Plan Implementation Program

**TABLE A-1**

**GROWTH AREAS IMPLEMENTATION PROGRAM**

<b>Implementation Measure</b>	<b>Lead Department/Agency</b>	<b>Projected Timeframe (years)</b>	<b>Potential Funding Sources</b>
Continue to evaluate and develop incentives that promote private development in Growth Areas.	Economic Development Department	0-2	<ul style="list-style-type: none"> <li>▪ Operating Fund Revenues</li> <li>▪ Private/Public Partnerships</li> <li>▪ Focused Future II</li> </ul>
Evaluate the Design Review Process and the Zoning Ordinance for opportunities to introduce Incentive strategies such as density/FAR bonus and zoning flexibility for projects promoting “Smart Growth” components (i.e. affordable housing, streetscape, pedestrian and bicycle paths, and open space linkages).	Public Works and Engineering, Recreations and Parks, and Housing departments	0-2	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>
Develop and delineate Infill Incentive Districts.	Public Works and Engineering, Economic Development and Housing departments.	0-2	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> <li>▪ Sales Tax Fund</li> <li>▪ CDBG</li> </ul>
Develop Specific Area Plans or Action Area Plans for identified Growth Areas.	Public Works and Engineering, Economic Development and Housing departments	0-2	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> <li>▪ Department of Commerce</li> <li>▪ Private Developers</li> </ul>
Identify and coordinate transportation and infrastructure projects within the 5-year CIP.	Public Works and Engineering	Ongoing	<ul style="list-style-type: none"> <li>▪ General Fund Revenues – CIP</li> <li>▪ Street Fund Revenues</li> <li>▪ CDBG</li> </ul>



# General Plan Implementation Program

## Land Use Implementation Program

Table A-2 provides the Land Use Implementation Program.

TABLE A-2

### LAND USE IMPLEMENTATION PROGRAM

<b>Implementation Measure</b>	<b>Lead Department/Agency</b>	<b>Projected Timeframe (years)</b>	<b>Potential Funding Sources</b>
Bring Zoning Ordinance in agreement with the adopted General Plan to provide consistency with the Land Use Plan Maps and the goals, objectives, and policies of the General Plan.	Public Works and Engineering, Parks and Recreation, and Housing departments	0-2	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>
Develop a strategy to revitalize underutilized buildings.	Public Works and Engineering, Economic Development and Housing departments.	2-5	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>
Develop and adopt an Annexation Policy that provides strategic approach to incorporate County islands and provides prioritized criteria for the annexation of suitable lands.	Public Works and Engineering department.	0-2	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> <li>▪ Inter-jurisdictional coordination</li> </ul>
Continue to pursue economic development strategies to attract new development, tourists and visitors.	Economic Development Department	0-2	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> <li>▪ Focused Future II</li> </ul>
Incorporate development standards into the Zoning Ordinance addressing access, open space linkages, land use compatibility, landscape buffers, and average target density requirements.	Public Works and Engineering and Parks and Recreation departments	2-5	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>



# General Plan Implementation Program

## Land Use Implementation Program

Table A-2 provides the Land Use Implementation Program.

TABLE A-2

LAND USE IMPLEMENTATION PROGRAM  
(Continued)

Implementation Measure	Lead Department/Agency	Projected Timeframe (years)	Potential Funding Sources
Maintain exiting partnerships with Cochise County Planning, Transportation and GIS Departments, in order to promote coordination between the two jurisdictions	Public Works, and Engineering, Economic Development, Parks and Recreation, and Housing departments	On going	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>



# General Plan Implementation Program

## Transportation/Circulation Implementation Program

Table A-3 provides the Transportation/Circulation Implementation Program.

TABLE A-3

### TRANSPORTATION/CIRCULATION IMPLEMENTATION PROGRAM

<b>Implementation Measure</b>	<b>Lead Department/Agency</b>	<b>Projected Timeframe (years)</b>	<b>Potential Funding Sources</b>
Develop a Future Street Classification Map that conforms to the General Plan.	Consultant/ Public Works and Engineering	0-1	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>
Continue to monitor and evaluate the adopted 5-Year Transportation Program.	Public Works and Engineering department.	Ongoing	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>
Identify funding for transportation improvements within identified Growth Areas.	Public Works and Engineering department.	Ongoing	<ul style="list-style-type: none"> <li>▪ Street Fund Revenues</li> <li>▪ General Fund Revenues - CIP</li> <li>▪ Development Impact Fees</li> </ul>
Develop roadway design features that enhance bicycle and pedestrian use access.	Public Works and Engineering department	0-2	<ul style="list-style-type: none"> <li>▪ Operating Fund Revenues</li> </ul>
Identify additional right-of-way needed for bicycle lanes or shoulders.	Public Works and Engineering department	Ongoing	<ul style="list-style-type: none"> <li>▪ General Fund - CIP</li> </ul>
Develop a strategic plan for the development of pedestrian and bicycle trails	Public Works and Engineering and Parks and Recreation departments	5-10	<ul style="list-style-type: none"> <li>▪ Trails Heritage Fund Grants</li> <li>▪ National Recreational Trails Fund</li> <li>▪ Public Access Grants</li> <li>▪ General Fund – CIP</li> <li>▪ Street Fund Revenues</li> </ul>



# General Plan Implementation Program

TABLE A-3

TRANSPORTATION/CIRCULATION IMPLEMENTATION PROGRAM  
(Continued)

Implementation Measure	Lead Department/Agency	Projected Timeframe (years)	Potential Funding Sources
Develop a City-wide Pedestrian Plan as a supplement to the Trail Plan that provides access to parks, schools, major commercial and employment centers.	Public Works and Engineering and Parks and Recreation departments	2-4	<ul style="list-style-type: none"> <li>▪ General Fund – CIP</li> <li>▪ Trails Heritage Fund Grants</li> <li>▪ National Recreational Trails Fund</li> </ul>
Develop bicycle and pedestrian oriented design guidelines for high intensity and high density areas that provide connectivity to adjacent areas.	Public Works and Engineering, and Parks and Recreation departments.	0-2	<ul style="list-style-type: none"> <li>▪ Operating Fund Revenues</li> </ul>
Develop and adopt as part of the City Zoning Ordinance a Scenic Corridor Overlay that establishes minimum setbacks for buildings and includes specific criteria for access and circulation, linear park, multi-purpose trails, and landscape amenities development along the Commercial Corridor.	Public Works, Engineering, Economic Development, and Parks and Recreation	0-2	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>



# General Plan Implementation Program

## Housing Implementation Program

Table A-4 provides the Housing Element Implementation Program.

TABLE A-4

### HOUSING IMPLEMENTATION PROGRAM

<b>Implementation Measure</b>	<b>Lead Department/Agency</b>	<b>Projected Timeframe (years)</b>	<b>Potential Funding Sources</b>
Evaluate the Zoning Ordinance for techniques promoting housing affordability and diversity of housing types.	Housing Department	Ongoing	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>
Evaluate the Design Review Process Overlay Zone with respect to promotion of housing affordability and diversity of housing types	Public Works and Engineering and Housing departments	Ongoing	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>
Develop and delineate Infill Incentive Districts	Public Works and Engineering and Housing departments.	0-2	<ul style="list-style-type: none"> <li>▪ Street Fund Revenues</li> <li>▪ Sales Tax Fund</li> <li>▪ CDBG</li> </ul>
Incorporate housing component into a plan to revitalize underutilized buildings.	Public Works and Engineering, Economic Development, and Housing departments	2-5	<ul style="list-style-type: none"> <li>▪ General Revenues Fund</li> </ul>
Develop a strategic plan and funding strategy to identify and improve ROW landscaping adjacent to mature neighborhoods	Public Works and Engineering department	0-5	<ul style="list-style-type: none"> <li>▪ General Fund - CIP</li> </ul>
Continue to apply the strategies provided in the City of Douglas Housing Plan regarding the rehabilitation and revitalization of existing housing stock and historically significant housing	Housing Department	2-5	<ul style="list-style-type: none"> <li>▪ Operating Funds Revenue</li> <li>▪ Heritage Fund Grants</li> <li>▪ Department of Commerce Grants</li> </ul>



# General Plan Implementation Program

TABLE A-4

HOUSING IMPLEMENTATION PROGRAM  
(Continued)

Implementation Measure	Lead Department/Agency	Projected Timeframe (years)	Potential Funding Sources
Update the requirements within the Zoning Ordinance for special needs housing (i.e. recent legislation, dispersal requirements)	Housing Department	0-2	<ul style="list-style-type: none"> <li>▪ Operating Fund Revenues</li> </ul>



# General Plan Implementation Program

## Cost of Development Implementation Program

Table A-5 provides the Cost of Development Implementation Program.

TABLE A-5

### COST OF DEVELOPMENT IMPLEMENTATION PROGRAM

<b>Implementation Measure</b>	<b>Lead Department/Agency</b>	<b>Projected Timeframe (years)</b>	<b>Potential Funding Sources</b>
Incorporate new development fee structure for wastewater, potable water and solid waste facilities.	Office of the City Manager and Public Works and Engineering departments.	Ongoing	<ul style="list-style-type: none"> <li>▪ Utility Operating Fund Revenues</li> <li>▪ Development Impact Fees</li> </ul>
Develop a system for monitoring indicators of growth and changes in land use ratios	Office of the City Manager and Public Works and Engineering departments/consultant	Ongoing	<ul style="list-style-type: none"> <li>▪ Operating Fund Revenues</li> </ul>
Identify costs of expansion of City operations and facilities	Office of the City Manager and Public Works and Engineering departments/consultant	Ongoing	<ul style="list-style-type: none"> <li>▪ Operating Fund Revenues</li> </ul>
Continuously evaluate and update (as necessary) the Impact Fee Structure.	Office of the City Manager and Public Works and Engineering departments/consultant	Ongoing	<ul style="list-style-type: none"> <li>▪ Operating Fund Revenues</li> <li>▪ Development Impact Fees</li> </ul>
Evaluate and update the Water Supply System Master Plan and the Wastewater Treatment and Collection System Master Plan every five (5) years.	Public Works and Engineering Department/consultant	0-5	<ul style="list-style-type: none"> <li>▪ General Fund - CIP</li> <li>▪ Shared-Cost Programs</li> <li>▪ Public Facilities Improvement Grants for Colonias</li> </ul>
Adopt Level of Service (LOS) standards for public facilities included in the Cost of Development Element.	Public Works and Engineering Department/consultant		<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>



# General Plan Implementation Program

## Recreation and Open Space Implementation Program

Table A-6 provides the Recreation and Open Space Implementation Program.

TABLE A-6

### RECREATION AND OPEN SPACE IMPLEMENTATION PROGRAM

Implementation Measure	Lead Department/Agency	Projected Timeframe (years)	Potential Funding Sources
Adopt an Open Space, Parks, Recreation Facilities and Trails Master Plan to be updated every five (5) years that conforms with the General Plan.	Parks and Recreation Department/Consultant	2-3	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>
Open Space Covenants, Conditions and Restrictions preparation	Office of the City Manager, Public Works and Engineering and Parks and Recreation departments.	1-2	<ul style="list-style-type: none"> <li>▪ General Fund Revenues</li> </ul>



# General Plan Implementation Program

## Environmental Resources Implementation Program

Table A-7 provides the Environmental Resources Implementation Program.

TABLE A-7

### ENVIRONMENTAL RESOURCES IMPLEMENTATION PROGRAM

<b>Implementation Measure</b>	<b>Lead Department/Agency</b>	<b>Projected Timeframe (years)</b>	<b>Potential Funding Sources</b>
Update the City of Douglas Water Supply Master Plan every five (5) years.	Public Works and Engineering Department/consultant	5-10	<ul style="list-style-type: none"> <li>▪ Water Operating Fund</li> <li>▪ Development Impact Fees</li> </ul>
Update the City of Douglas Wastewater Treatment and Collection System Master Plan every five (5) years.	Public Works and Engineering Department/consultant	5-10	<ul style="list-style-type: none"> <li>▪ Wastewater Operating Fund</li> <li>▪ Development Impact Fees</li> </ul>
Update water and wastewater Infrastructure needs as part of the Capital Improvements Plan.	Public Works and Engineering Department	Annually	<ul style="list-style-type: none"> <li>▪ General Fund - CIP</li> </ul>
Develop a strategy to revitalize and promote adaptive reuse for historic buildings.	Public Works and Engineering and Economic Development departments	2-5	<ul style="list-style-type: none"> <li>▪ General Operating Fund</li> <li>▪ Sales Tax Fund</li> </ul>
Develop and adopt an Environmental Sensitive Lands Ordinance (ESLO) that includes Native Plant Restoration and Salvage.	Public Works and Engineering department/consultant.	0-2	<ul style="list-style-type: none"> <li>▪ General Operating Fund</li> </ul>
Develop and adopt a Wash Setback Ordinance in conjunction with the ESLO.	Public Works and Engineering department/consultant	0-2	<ul style="list-style-type: none"> <li>▪ General Operating Fund</li> </ul>



# General Plan Implementation Program

## Water Resources Implementation Program

Table A-8 provides the Water Resources Implementation Program.

TABLE A-8

### WATER RESOURCES IMPLEMENTATION PROGRAM

Implementation Measure	Lead Department/Agency	Projected Timeframe (years)	Potential Funding Sources
Develop infrastructure that is compatible with the available water resources and location of water demands.	Public Works and Engineering Department.	6-10	<ul style="list-style-type: none"> <li>▪ Development Impact Fees</li> </ul>
Investigate the feasibility of using effluent water for irrigation purposes.	Public Works and Engineering Department	5-10	<ul style="list-style-type: none"> <li>▪ Wastewater Operating Fund</li> <li>▪ Development Impact Fees</li> </ul>
Update water and wastewater infrastructure needs as part of the Capital Improvements Plan	Public Works and Engineering Department	Annually	<ul style="list-style-type: none"> <li>▪ General Fund - CIP</li> </ul>

# Appendix B:

## City of Douglas General Plan 2002 Map Series

A first step towards developing the Growth Area Component for the City of Douglas was to contact Cochise County. After conversations with the County, the City of Douglas decided to utilize Cochise County Growth Boundary as the City of Douglas ultimate growth boundary. This approach makes the City of Douglas Growth Area Component consistent with Cochise County, its adjacent jurisdiction. Within this ultimate growth boundary, four Growth Areas were identified for the City of Douglas.

As a result, the growth boundary delineated in all the maps contained in City of Douglas General Plan 2002 Map Series is the Growth Boundary for the City of Douglas as established by Cochise County, and it denotes the boundary of the City of Douglas planning area in consistency with Cochise County General Plan.