



# DRAFT DOWNTOWN DOUGLAS REVITALIZATION PLAN



February 2011

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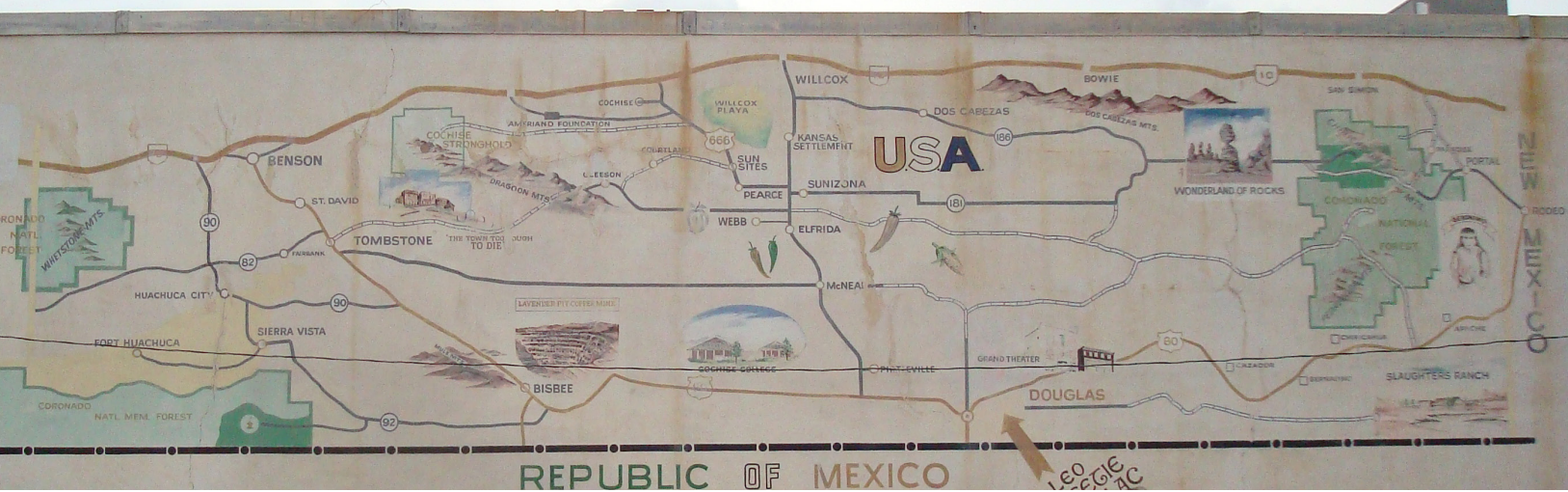
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# 1.0 EXECUTIVE SUMMARY

## 1.1 Preface

Downtown Douglas is an original Arizona asset that recalls a rich history of a thriving, southwestern border town at the turn of the 20th Century. While the downtown retains its rich stock of historic buildings and some long-term businesses, it is struggling. Changing economics, competition from nearby communities and border politics have resulted businesses closing and the loss of visitors to the downtown area. This plan is a call to action for the revitalization and redevelopment of the downtown. The goals, strategies and actions contained herein recognize the unique character of the downtown and the variety of revitalization/redevelopment opportunities for it. Implementation of this plan will result in new development, employment and increases in shoppers and sales those shoppers generate. Downtown Douglas will be reenergized into an active and economically sustainable community asset. Douglas will take its place as Arizona's southeastern hub of activity and enterprise. This plan also recognizes that the revitalization and redevelopment of the downtown is a long term public and private commitment. Consequently, the plan strategies and actions are presented as short, medium and long term.

## 1.2 Planning Context

Douglas is located in Cochise County, Arizona on the Arizona-Mexico Border. It is approximately 25 miles from Bisbee and 55 miles from Tombstone and Sierra Vista. The Mexican city of Agua Prieta is Douglas' closet neighbor across the US/Mexico border. Agua Prieta is a city with population that is estimated to be between 60,000 and 200,000. Downtown Douglas is bounded by the intersection of Arizona State Road 80, Pan American Highway (U.S. 191), F Avenue and 1st Street. Pan American Highway directly connects to the Douglas Port of Entry. G Avenue is the heart of downtown. In 2009, Douglas Port of Entry pedestrian crossings were estimated at 1.9 million (Douglas Dispatch, October 6, 2010). Located outside of the downtown and within 1/4 mile of the Port of Entry are a Wal-Mart, Safeway and other commercial developments which target cross-border traffic.

The Downtown and southeastern Cochise County have a rich history founded in prehistoric settlements, mining, border settlement, western settlement, aviation, and natural resources. These assets are important to the identity of the Downtown and in establishing it as a destination for tourists. Key historic assets within the region and downtown include:

- Gadsden Hotel (Downtown)
- Grand Theatre (Downtown)
- Southern Pacific Railroad Station (Downtown)

- Phelps Dodge Mercantile Building (Downtown)/ Mining/Smelter
- Historic YMCA (Downtown)
- Captain Harry Jones
- Pancho Villa
- Geronimo/Skeleton Canyon
- Slaughter Ranch
- Buffalo Soldiers
- Camp and Fort Huachuca
- Williams Home

## 1.3 Economics

As part of this planning process, an economic study was conducted to determine the potential for new development downtown. The study found that the city should be able to capture 200,000 square feet of new retail development. These estimates assume growth in spending and the downtown capturing additional sales due to new development. The study recommends forty percent of new development be food related retail, restaurants and bars and the remainder split between retail serving cross border trade and domestic tourism.

The economic study also includes the following:

- While cross border shopping is a significant component of Douglas retail sales, cross border shoppers are low to middle income families. Interviews with downtown merchants revealed that cross-border sales constitute from 20 to 75 percent of downtown business, depending on the type of business. Cross-border sales are largely captured by the Wal-Mart, and Safeway.
- Douglas loses a significant volume of sales to other communities, including sales in computer, books and furniture. Key reasons people shop elsewhere include lack of variety, competitive pricing and poor customer service.
- Once renovated, the Gadsden Hotel and the YMCA are key buildings that could serve as an activity hub for the downtown.
- Interesting and authentic stories in Douglas history should be the foundation for building tourism.
- Three target markets from which the downtown could draw are City residents and residents of the larger, south-eastern Arizona area, cross-border shoppers and domestic tourists.
- Long-standing local businesses provide a unique downtown commercial core.

## 1.4 Planning Process

This plan was developed during May through December of 2010. It reflects the visions and goals of the Douglas community. The process to develop the plan included the following:

- **Focus Groups:** Groups of residents and businesses, including downtown merchants, property owners, the chamber of commerce, past economic development staff, and city and elected officials were invited to meet with the consultant team and share their ideas. In addition to inviting specific individuals to participate in the focus groups, the larger community was invited to participate in the focus groups using public service announcements and English/Spanish print advertisements. The meetings were conducted in English or Spanish, depending on the preferences of the individuals.
- **Community Visioning and Planning Workshop:** A Visioning and Planning Workshop was held in June 2010. At this workshop, the findings from the economic study conducted as part of this planning process were presented, along with ideas that could be applied to the revitalization of the downtown. After sharing the economic study and revitalization ideas, the more than 30 participants at this workshop were asked to create their own visions for the downtown. The results of the workshop were four concepts for downtown revitalization.
- **Visioning and Planning Review Workshop:** In July 2010 a Saturday morning workshop was held to review and further discuss the ideas developed at the June Community Visioning and Planning Workshop. Participants from the June workshop were invited to this workshop and it was advertised in local newspapers. At this July workshop, a concept for the downtown, based on the ideas generated by the community at the June workshop, was presented and discussed. Based on these discussions, this concept was refined into the draft downtown plan.
- **Draft Plan Review:** In December 2010, downtown stakeholders were invited to review the draft plan.
- **Final Public Review/City Council Hearing on Final Plan:** In January 2011 the downtown community and Douglas citizens and businesses were invited to review the draft plan at a City Council Workshop.

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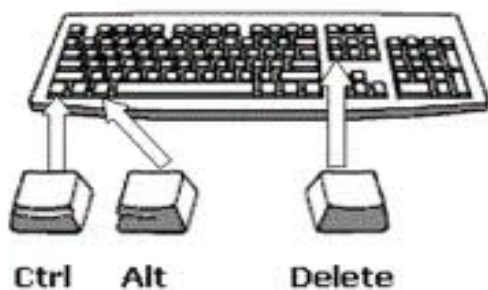
## 1.5 Revitalization Plan

### 1.5.1 Revitalization Plan Philosophy

This plan is based on the philosophy that revitalization must emerge from and build on the resources indigenous to Douglas' downtown. Recognizing and mobilizing these resources will result in creating momentum for development that is resistant to national corporate decisions and market trends. This plan recognizes the downtown's historic character, buildings and its border location as authentic and indigenous resources. Several key actions will help keep retail revenues and jobs in Downtown Douglas. These key actions are restoring the City's historic buildings and improving the downtown; improving the downtown streetscape, and focusing on events and activities that celebrate local culture and history..

**Figure 1: How To Use Links In This Document**

This Plan includes links to web pages and resources on the internet. The links are in blue text and underlined. To access these pages and resources, simply place your cursor over the blue, underlined text, hold down the CTRL key and press enter on your keyboard or right click your mouse.



### 1.5.2 Revitalization Plan Vision

The Revitalization Plan Vision is supported by goal-driven public and private sector policies and actions and a physical improvement plan. The goal driven policies and actions are included in section 5.1.2 Revitalization Plan Goals, Strategies and Actions. The physical improvement plan is included in Chapter 5.2 Physical Plan.

#### REVITALIZATION PLAN VISION

**Downtown Douglas** is a "must-see" location within southeastern Arizona. The downtown includes the restored Gadsden Hotel, Grand Theatre, Phelps Dodge Mercantile Building, YMCA and other historic store fronts. When possible and practical, sustainable techniques and methods are used for revitalization, restoration, new development and renovation of downtown buildings and the downtown streetscape. The downtown buildings are residential, commercial and mixed use. The downtown is economically sustainable because it attracts tourists, visitors and employees working in downtown offices, the new Southeastern Regional Medical Center and nearby locations. People come to downtown because it is a unique and enticing place to shop, dine in locally owned restaurants and participate in festivals and events. The downtown is internally connected and connected to the border and other retail locations within the city by a local shuttle, bicycle lanes and pedestrian facilities.

Key elements of this vision include:

- Celebration of Douglas' heritage through the restoration of historic resources and implementation of streetscape improvements that will encourage revitalization and result in the downtown becoming a regional, statewide and international tourist attraction.
- A strong downtown community.
- Long-term property and business value.
- Open space integrated into the downtown fabric.
- Pedestrian and non-motorized connectivity between the downtown, the border, border retail and other key Douglas attractions.
- Integrated and mixed uses in renovated and new downtown buildings.
- A variety of retail, dining, tourist, and cultural experiences.
- Environmentally responsible practices in building and design.



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### 1.5.3 Revitalization Plan Premises

The goals, strategies and actions and physical revitalization plan are based on these key premises:

- Premise 1: Downtown revitalization is important to Douglas' overall economic development efforts.**
- Premise 2: Downtown Douglas is unique.**
- Premise 3: Continued renovation of historic buildings and physical improvements are necessary for successful downtown revitalization.**
- Premise 4: Diversity is essential to the success of downtown and a key to sustaining a successful downtown.**
- Premise 5: Tourism is fundamental the success of downtown.**
- Premise 6: Events and programming are necessary to bring people downtown.**
- Premise 7: Downtown revitalization is a multi-faceted and strategic process that requires a long term commitment.**
- Premise 8: Cross Border Tourism will benefit the downtown.**



Holiday Shoppers enjoy outdoor displays along G Avenue. Photo: Bob Vint.

### 1.5.4 Revitalization Plan Goals, Strategies And Actions

The plan goals, strategies and actions combined with the Physical Plan implement the Downtown Vision. They are based on the Revitalization Plan Philosophy and are focused on restoring the downtown's historic buildings and improving the downtown streetscape as well as focusing on events and activities. **The importance of revitalizing and restoring the downtown's historic buildings can not be understated.** They are the authentic historic and cultural context within which events and activities are conducted. If the physical context of the downtown is not attractive and/or the downtown does not appear to be improving, people will come once to see a single attraction and have little incentive to return. With a visually and culturally authentic downtown, people will come just to enjoy the setting. In the case of an improving downtown, people will come back to see what is new. While they do so, they may stay for a meal, buy a coffee, or purchase something from a local retailer.

**Events and activities are key to creating downtown momentum and bringing people to the downtown who would not go there otherwise.** Until the downtown is strong enough to sustain itself, events and activities that celebrate local culture, history and events expose the downtown to visitors and residents. While attending an event, a visitor may find a restaurant or store they would like to return to at another time. As a result, events will help to keep retail revenues and jobs in downtown Douglas and improve the capture of regional resident, tourist and cross border spending.

The plan goals, actions and strategies are organized into short (0 to 2 years), mid- (2 to 5 years) and long (5 to 10 years) term strategies and include:



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## GOAL 1: CELEBRATE THE UNIQUE CHARACTERISTICS OF THE DOWNTOWN

### STRATEGY 1: Create three downtown Districts that are guided by a physical plan

- Cultural District
- Government Center/Historic District
- Barrio District

#### Actions That Implement This Strategy:

##### SHORT TERM:

- i. Adopt and implement this plan.

### STRATEGY 2: Inform visitors and downtown merchants about planned upgrades and improvements included in this plan.

#### Actions That Implement This Strategy:

##### SHORT TERM:

- i. Publish regular updates about downtown upgrades and improvements.
- ii. Place the images describing each district that are included in this plan in storefront windows and the renovated Phelps Dodge Building to inform and excite the community about downtown revitalization.
- iii. Use the images in this document to market the downtown to potential new business and to encourage existing property owners and businesses to invest in renovation of their premises.

## GOAL 2: MAKE DOWNTOWN AN ATTRACTION TO RESIDENTS, TOURISTS AND BUSINESSES

### STRATEGY 1: Implement the Physical Plan streetscape design included in this plan.

#### Actions That Implement This Strategy:

##### SHORT TERM:

- i. Apply for 2011-2012 [Transportation Enhancement Funds](#) to improve the Downtown Douglas Pedestrian Environment in accordance with this plan.
- ii. Work with SEAGO to include street improvements in accordance with this plan in the TIP (Transportation Improvement Program).
- iii. Work with local merchants to implement portions of the Physical Plan. For example, improve the streetscape by encouraging merchants to place and maintain planters and benches immediately outside their storefronts.

## GOAL 3: ATTRACT TOURISTS FROM OTHER SOUTHEASTERN ARIZONA VENUES TO DOUGLAS

### STRATEGY 1: Work with downtown merchants to attract visitors with advertisements and special offers coordinated with existing operations such as Slaughter Ranch, the Williams House Historic Museum and the Gadsden Hotel.

#### Actions That Implement This Strategy:

##### MID-TERM

- i. As each guest room in the Gadsden Hotel is renovated, provide free admission to Slaughter Ranch and the Douglas Williams Museum with a paid night's lodging at a renovated room in the Gadsden Hotel.
- ii. Offer a discount on Gadsden lodging or free desert/buy one get one free meal at the El Conquistador Dining Room with two paid admissions to Slaughter Ranch, Copper Queen Mine or the Williams House Museum.



G Avenue, with a restored streetscape and active retail and residential spaces will be a "Must See" location within southeastern Arizona. Photo: PLAN\*et.

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**STRATEGY 2:** Create and widely advertise a series of tourist routes of varying length between Tucson and Douglas.

Actions That Implement This Strategy:

**SHORT/MID-TERM**

- i. Create a Copper Horseshoe Loop focused on mining history.
- ii. Create a Western History Loop focused on settlement of the west.
- iii. Create an Independence Loop focused on military history.

**STRATEGY 3:** Monitor travel sites on a regular basis to ensure they provide accurate information about Douglas.

Actions That Implement This Strategy:

**SHORT TERM**

- i. Regularly monitor [Trip Advisor](#), [Lonely Planet](#) and [Fodor's](#) websites.

**GOAL 4: CELEBRATE THE AUTHENTIC HISTORIC CHARACTER OF G AVENUE**

**STRATEGY 1:** Renovate, restore and re-tenant the historic buildings along G Avenue as a downtown attraction that will help to recapture leaked spending and capture a share of the retail market attributable to growth.

Actions that implement this strategy:

**SHORT TERM**

- i. Complete the renovation of the Phelps Dodge Building.
- ii. Partner with Cochise College to locate it's Culinary Program downtown.

**MID-TERM**

- i. Upgrade the Gadsden Hotel.
- ii. Restore the Grand Theatre.
- iii. Rehabilitate the Historic YMCA.

**LONG TERM**

- i. Construct a Senior Housing Project.
- ii. Restore Green Street and celebrate it's history.

**GOAL 5: EXPOSE DOWNTOWN TO A WIDER MARKET**

**STRATEGY 1:** Create a Douglas tourism website that is linked to keywords including Tombstone, Bisbee, western travel and other attractions in the region.

Actions that implement this strategy:

**MID-TERM**

- i. Create a Douglas tourism web page.

**STRATEGY 2:** Attract summer visitors by advertising Douglas' climate.

Actions that implement this strategy:

**MID-TERM**

- i. Advertise Douglas as a weekend retreat from the heat of Tucson.
- ii. Work with the Arizona Association of Realtors and local realtors to reposition Douglas as a vacation home community.

**STRATEGY 3:** Advertise downtown Douglas in overseas and national markets.

Actions that implement this strategy:

**SHORT TERM**

- i. Work with the [Cochise County Tourism Council](#) to advertise events and festivals in Douglas on websites, in promotional materials and at trade fairs on its website.
- ii. Work with the [Arizona Office of Tourism](#) to advertise events and festivals in Douglas on websites, in promotional materials and at trade fairs.
- iii. Work with [Visit Tucson](#) to advertise events and festivals in Douglas on websites, in promotional materials and at trade fairs.
- iv. Work with the Mexican Consulate to advertise Douglas events in Agua Prieta.

**LONG TERM**

- i. Set up a Douglas Tourism Booth at the Arizona Gem and Mineral Show in Tucson.
- ii. Work with the Phoenix, Tucson and Scottsdale Convention Centers to provide materials on Douglas events in their promotional materials.
- iii. Work with Sky Harbor and Tucson International Airports to provide advertising for downtown Douglas events in their facilities.

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**GOAL 6: TIE DOWNTOWN REVITALIZATION TO LOCAL ASSETS AND OTHER CITY AND REGIONAL ECONOMIC DEVELOPMENT PROJECTS**

**STRATEGY 1:** Support the expansion of the Southwest Regional Medical Center to a site in or within close distance (less than 1/4 mile) of G Avenue. Connect the center to the downtown through signing, marked crossings of Pan American Avenue (Interstate 191) and sidewalks that are unique and attractive.

Actions that implement this strategy:

**MID-TERM**

- i. Support, through bonding and/or other partnerships, the relocation of the Southwest Regional Medical Center to a new location next to downtown.

**MID-TERM/LONG TERM**

- i. Work with other medical providers, such as the Chiricahua Health Care Centers to locate new and additional facilities in the downtown near the Southwest Regional Medical Center site.

**STRATEGY 2:** Convene a quarterly economic development forum in downtown Douglas. Invite economic development staff from Tombstone, Bisbee, Sierra Vista, Benson and Cochise County to participate in coordinating regional and local economic development activities.

Actions that implement this strategy:

**SHORT TERM**

- i. Enlist the support of Cochise Community College in facilitating a quarterly regional economic development meeting that focuses on enhancing tourism to southeastern Arizona. Enlist the help of the college in organizing the meetings and setting an agenda.

**STRATEGY 3:** Support the formation of a local arts organization that will help advertise and sponsor downtown events.

Actions that implement this strategy:

**SHORT TERM**

- i. Work with the Chamber of Commerce to support the formation of a Douglas Arts Association. Support the Association through Arts Events, and provide exhibit space in City buildings and at downtown events.

**STRATEGY 4:** Create a connection between downtown and other historic areas within Douglas.

Actions that implement this strategy:

**LONG TERM**

- i. Rehabilitate 10th Street Park as the centerpiece of the Douglas Historic Home District and connect it to the downtown through the use of streetscape elements and signs.

**STRATEGY 5:** Use downtown venues as a gathering place for conferences and events that take place in Douglas.

Actions that implement this strategy:

**Mid-Term**

- i. Support the growth of the Little League Industry in Douglas. Organize and promote a Little League Expo, and bring participants downtown by using the Gadsden Hotel Lobby as the main exhibitor space.
- ii. Work with local merchants and artists to create a Douglas "Art Happenings" where, at specific times during the year, buildings are short term (two months or less) leased to local artists for exhibits and events. Work with the State Prison to recruit labor to clean and prepare the buildings for exhibits. Advertise the "Art Happenings" throughout the region and at the Phoenix and Tucson Museums of Contemporary Art.
- iii. Work with local artists to paint murals on vacant buildings during "Art Happenings" events. At each event, repaint the mural so there is a constantly changing display.

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## **GOAL 7: INCREASE THE NUMBER OF BRANDS FOR WHICH DOUGLAS IS KNOWN**

### **STRATEGY 1: Hire a downtown event coordinator.**

Actions that implement this strategy:

#### **SHORT TERM**

- i. Work with the Chamber of Commerce to share the costs of hiring a downtown events coordinator.
- ii. Until an events coordinator can be hired, work with local corporations such as Cochise Community College, the Southeast Regional Medical Center and the Advance Call Center to provide in-kind support to organize downtown events.

### **STRATEGY 2: Support and stage cultural events that bring people to the downtown.**

Actions that implement this strategy:

#### **SHORT TERM**

- i. Continue to support the downtown Farmer's Market. Consider expanding this market to include local artists. Advertise the market throughout the greater Douglas area.

#### **SHORT TERM TO MID-TERM**

- ii. Work with the Mexican Consulate and other entities to organize and hold a Carne Asada and other Mexican-theme festivals along G Avenue.
- iii. Organize a Mexican music festival at the Grand Theatre and on the adjacent blocks. Advertise the festival on both sides of the border to attract a regional audience.

### **STRATEGY 3: Support and stage at least one event each season to bring people to the downtown.**

Actions that implement this strategy:

#### **MID-TERM**

- i. On the weekend before Halloween, hold a Cowboy Haunted Downtown or Dia De Los Muertos event/party focused on the ghost at the Gadsden Hotel.
- ii. On the first weekend of December, hold a Mexican Christmas or Historic Christmas event in the downtown focused around a crafts fair and tree lighting in the park.
- iii. On Valentines Day weekend, host a Mexican chocolate festival along G Avenue, or consider hosting a "Shady Lady" contest to celebrate the history of Green Street.

- iv. On Veteran's Day weekend (or the weekend before Memorial Day) host an Hispanic/Latino veterans parade. Work with local artists to create an Hispanic Veteran's memorial downtown, and conduct a ceremony honoring local veterans.
- v. The weekend before Memorial Day or Martin Luther King Day, hold an event focused around the Buffalo Soldiers in the downtown.



Downtown Reno's Italian Festival includes vendors and events.  
Photo: Rick Saake



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## **GOAL 8: PHYSICALLY ENHANCE THE VISIBILITY AND ACCESSIBILITY OF DOWNTOWN**

**STRATEGY 1:** Direct cross border traffic to downtown.

### **Actions That Implement This Strategy:** **SHORT TERM**

- i. Develop and place signs advertising the downtown at the intersection of 12th, 10th, and 5th Streets with Pan American Avenue (Interstate 191).
- ii. Through design, street treatments and public art, create gateways at the intersection of key streets with Pan American Avenue (Interstate 191). Tie each gateway to the unique downtown themes.
- iii. Use signs in English and Spanish to identify a pedestrian route from the border to the downtown. Advertise downtown businesses and historic sites on the signs.
- iv. Use signs in English and Spanish to identify a pedestrian route from the retail area surrounding the Wal-Mart to the downtown. Advertise downtown businesses and historic sites on the signs.
- v. Use signs in English and Spanish to identify a business route to the border that passes through the downtown.
- vi. Provide a shuttle from the border crossing to the downtown.

**STRATEGY 2:** Develop on and off-street parking areas that are conveniently located and provide easy access to downtown buildings.

Actions that implement this strategy:

### **LONG TERM**

- i. Use City-owned land, alleys and other easements to provide a parking areas no more than 1/4 mile apart throughout the downtown.
- ii. When appropriate, provide on-street parking along G Avenue to buffer pedestrians from traffic.

**STRATEGY 3:** Strengthen the historic draw of G Avenue by relocating historic buildings from other areas of Douglas to vacant lots along G Avenue.

Actions that implement this strategy:

### **MID-TERM TO LONG TERM**

- i. Identify historic buildings throughout Douglas and work with property owners and the State Historic Preservation Office to relocate them onto vacant lots along G Avenue and within the downtown.

## **GOAL 9: ENCOURAGE SUSTAINABLE DEVELOPMENT AS A PART OF ALL DOWNTOWN REVITALIZATION**

**STRATEGY 1:** Work with the National Trust for [Historic Preservation Green Lab](#) and the State Historic Preservation Office to Promote Downtown Douglas as a laboratory and model community for Sustainable Historic Rehabilitation.

Actions that implement this strategy:

### **SHORT TERM**

- i. Require all new construction and rehabilitation to use sustainable techniques and materials. Encourage, when possible and practical, the use of renewable energy sources, reuse of water, and reuse of building materials.



The greenest building is often the one that is already built, which is precisely why the Preservation Green Lab will work in various cities and states to develop and implement policies that support green retrofits and adaptive reuse, as well as reinvestment in existing communities.

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## GOAL 10: STABILIZE AND SOLIDIFY DOWNTOWN RETAIL USES

### STRATEGY 1: Find uses for vacant buildings to create a consistent retail environment.

Actions that implement this strategy:

#### SHORT TERM

- i. Work with Cochise Community College to locate their Culinary program downtown. As part of the program, support the establishment of a cafe associated with the program where students can learn about restaurant operations. To create physical spaces that are conducive to start up businesses, work with local landowners to subdivide and partition larger spaces into smaller, leasable spaces.
- ii. Encourage large stores like Wal-Mart and Safeway to open "neighborhood scale" businesses in downtown buildings. National retailers are often open to creating specialty departments that are extensions of main stores. These specialty boutiques would be appropriate to the scale of the downtown and attract local and regional shoppers.
- iii. Work with the Mexican Consulate to relocate its offices into the Cultural/Barrio District.
- iv. Revise the City Zoning Ordinance to provide incentives such as expedited permitting and reduced permitting fees.
- v. Encourage building owners, through reduced permitting fees and other incentives to use second floors of their downtown buildings for offices, housing and artist's studios.

### STRATEGY 2: Implement the concept of Economic Gardening to help local businesses complete with retail chains located around the Wal-Mart and in Sierra Vista.

Actions that implement this strategy:

#### SHORT TERM

- i. Use Cochise Community College, University of Arizona or another local economic resource to provide funding for an annual market and retail leakage study that identifies economic opportunities in Douglas.

#### MID-TERM

- i. Work with Cochise County Community College, the Chamber of Commerce and SCORE to offer regular training and seminars for small businesses.

### STRATEGY 3: Work with local landlords to permit the use of their buildings as "incubator" space for retail and other uses.

Actions that implement this strategy:

#### SHORT TERM

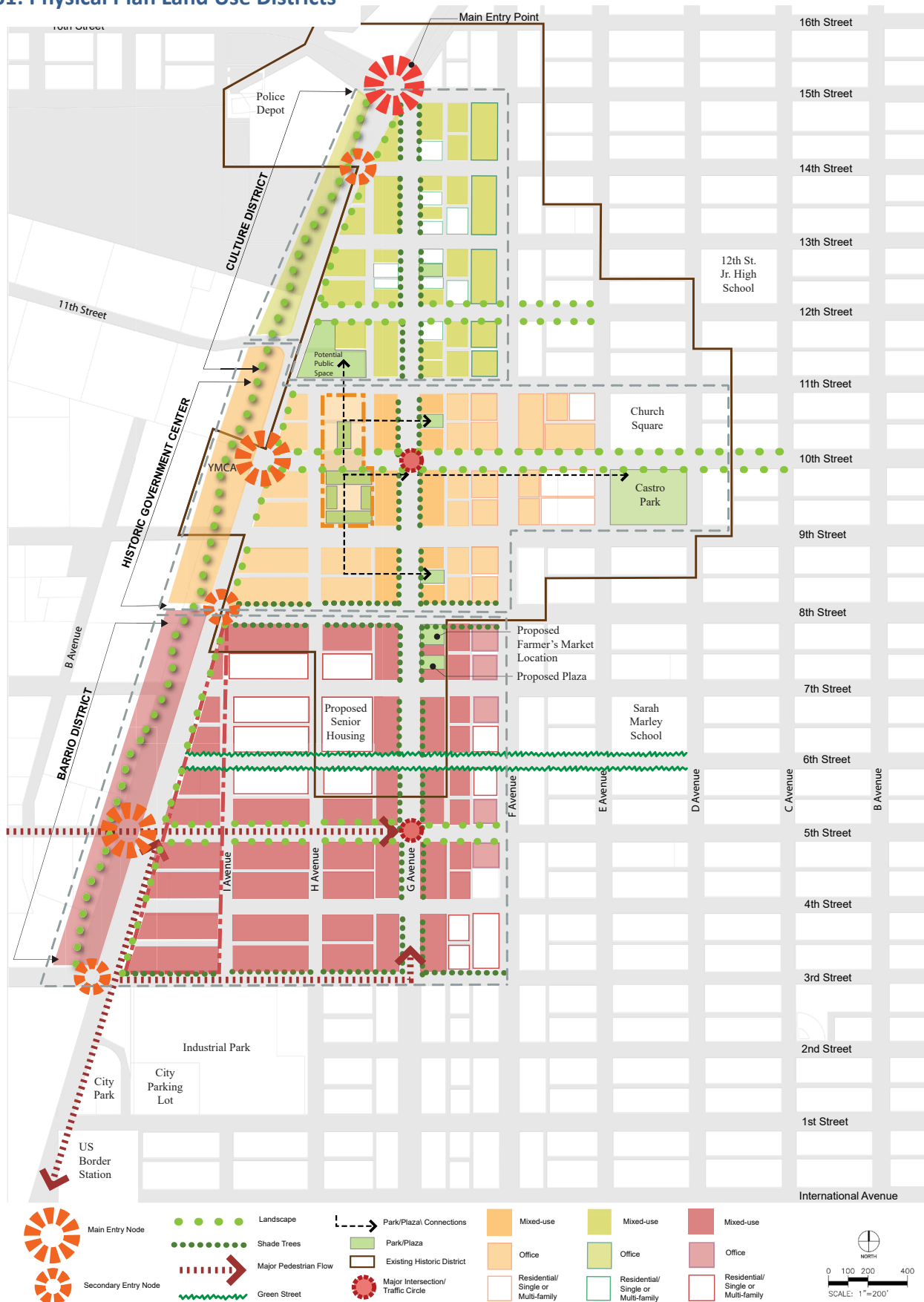
- i. Work with Cochise Community College to locate their Culinary program downtown. As part of the program, support the establishment of a cafe associated with the program where students can learn about restaurant operations.

#### MID-TERM

- i. Consider developing a fund to subsidize the first six months to one year of rent for new downtown businesses.

*Economic gardening is an economic development model that embraces the fundamental idea that entrepreneurs drive economies. The model seeks to create jobs by supporting existing companies in a community.*

## Map ES1: Physical Plan Land Use Districts



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## GOAL 11: ENHANCE THE PHYSICAL APPEARANCE OF THE DOWNTOWN

The most obvious, and most immediate challenge to reviving the downtown is its appearance.

### STRATEGY 1: **Reduce the appearance of areas that appear neglected.**

Actions that implement this strategy:

#### SHORT TERM

- i. As an interim use for vacant lots, work with local merchants to adopt adjacent vacant spaces to create vest pocket parks, and community gardens.
- ii. Reserve the City owned lot between 11th and 12th Streets for a downtown gateway. This would be developed through a public-private partnership.
- iii. Work with local artists and schools to restore historic signs painted on buildings. Where appropriate, paint murals that celebrate the history of Douglas on vacant walls.
- iv. Put local landlords together with regional artists and have them plan building display areas and façades to showcase artist's work. Where appropriate, negotiate with Arizona Public Service (APS) to subsidize the cost of electricity to light windows for artist's displays. Encourage APS to donate electric by informing APS of the benefits that will accrue to them from a revitalized downtown with new businesses that will buy electricity.
- v. Light and enhance alleys and enhance them with above ground planters. This will encourage the use of back door entrances. Where appropriate and feasible, allow areas in alleys to be used for parking.
- vi. Restore and repaint the mural at 12th and G Streets.
- vii. Restore the historic sign at 13th Street and Pan American Avenue.

### STRATEGY 2: **Redesign G Avenue to enhance the pedestrian environment, celebrate the downtown and accommodate parades and celebrate the history of Douglas.**

Actions That Implement This Strategy:

#### SHORT TERM

- i. Implement the physical plan described in Section 5.2 of this plan.

## 1.5.5 Physical Plan

To create an environment that attracts visitors and encourages them to stay, the Plan includes a physical plan. The physical plan creates three downtown districts. It includes general guidance for downtown streetscape improvements and signs and more refined guidelines for land use, identification of development opportunities and unique design elements that celebrate each district.

### BARRIO DISTRICT

To capitalize on the downtown's culture, this plan recommends the creation of a Barrio District at the southern end of the downtown. This approach recognizes that existing retail in this area relies on border trade for a significant share of its business and seeks to enhance the attractiveness of this area to shoppers from Mexico. An overall "face lift" for this area will also attract people interested in experiencing Mexican culture without crossing the border. Strategies to support this district include celebrating the City's Mexican traditions through festivals, fairs and design. A key recommendation of this plan is to take the existing Saturday market which is sponsored by the Chamber of Commerce and transform it into a Mexican Mercado. The Mercado will be widely advertised throughout the region and be punctuated by events and festivals that celebrate Mexican food and music.

### GOVERNMENT CENTER/HISTORIC DISTRICT

The City's stock of intact historic buildings and existing City administration buildings are the center of the Government Center/Historic District. This area has many intact, historic buildings that include (and are not limited to) the Gadsden Hotel, Grand Theatre and the Phelps Dodge Mercantile building. These and other downtown structures within this district provide a rich context in which to undiscovered and discovered stories of the settlement of the southwest can be told and interpreted. The restoration and renovation of the historic Phelps Dodge Mercantile building for County and City use will create a cornerstone for this district. The renovated building will provide an active use with employees and that attracts visitors. Continued restoration of historic buildings in this district and relocating additional restored,





Figure ES 1: Concept Rendering Of The Barrio District



Figure Es2: Concept Rendering Of The Government Center/Historic District

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historic buildings to this district (and other areas within the downtown) will capture the feel of a turn of the century, bustling southwestern rural center. This district is envisioned will provide tourists to other historic downtowns such as Tombstone and Bisbee another, unique and authentic southwestern Arizona historic experience. To attract these tourists, this plan includes policies and programs to create a series of tourist “loops”, each centered on a different facet of the region’s history and each providing a different length of tourist experience.

## **CULTURAL DISTRICT**

Bisbee’s success has affected its surrounding area by making it a mecca for artists of all types. With its success, Bisbee retail lease and housing prices have increased. Downtown Douglas includes the Grand Theatre, which is being renovated as an arts venue. The northern end of the downtown includes vacant and under-used buildings that provide excellent locations for galleries and studios. By building on its Mexican heritage, Douglas can offer an art experience that is focused on Chicano and indigenous artists. This would result in an arts community that is substantially different, complementary to, Bisbee’s art community. Capitalizing on this asset, this plan recommends the a downtown Cultural District be created by the City. This district could provide lower cost exhibition, live/work and studio space to artists than is available in Bisbee or other arts venues such as Tucson or Phoenix. To energize this district, the plan recommends partnering with Chicano arts organizations in Tucson, South Tucson and Phoenix.

To provide clients and customers to this district, this plan also recommends leveraging the planned Southwest Regional Medical Center by providing lodging, hospital services and visitor oriented retail uses in this district.





## 2.0 CONTEXT

### 2.1 Regional Context

The City of Douglas is located in southeast Arizona on the U.S. Mexico border. It is approximately 120 miles southeast of Tucson, 70 miles southeast of Benson, 50 miles southeast of Sierra Vista and Tombstone, and 25 miles east of Bisbee, Arizona.

Benson Arizona, located at AZ State Route 80 and Interstate 10 is home of Kartchner Caverns State Park. The park and its 28-room 2.5 mile long cave is visited by approximately 150,000 to 170,000 people each year.

Sierra Vista, located 55 miles northwest of Douglas is the largest city in the region with a 2009 population of 46,597. The City's population includes approximately 6,790 people living at U.S. Army Fort Huachuca.

Tombstone, located approximately 50 miles northwest of Douglas on AZ State Road 80, is home to approximately 1,550 residents. The town is designed as an old west attraction and brings approximately 500,000 tourists annually to the region.

Bisbee, the location of the Copper Queen Mine, is located 26 miles west of Douglas. Bisbee is a restored mining town known for its architecture and cool climate. The 2010 Bisbee population is estimated to be 6,010. The city visitor center counted 58,000 tourists to Bisbee in 2008.

Adjacent to the City of Douglas is the City of Agua Prieta, Sonora, Mexico. Agua Prieta is located approximately 110 miles east of Nogales and approximately 220 miles west of Juarez, Mexico. Via Mexico 2 is the main highway south of the U.S.-Mexico Border, and connects Agua Prieta with Nogales and Juarez, Mexico. Both Nogales and Juarez are economically significant border cities that are larger than Agua Prieta.

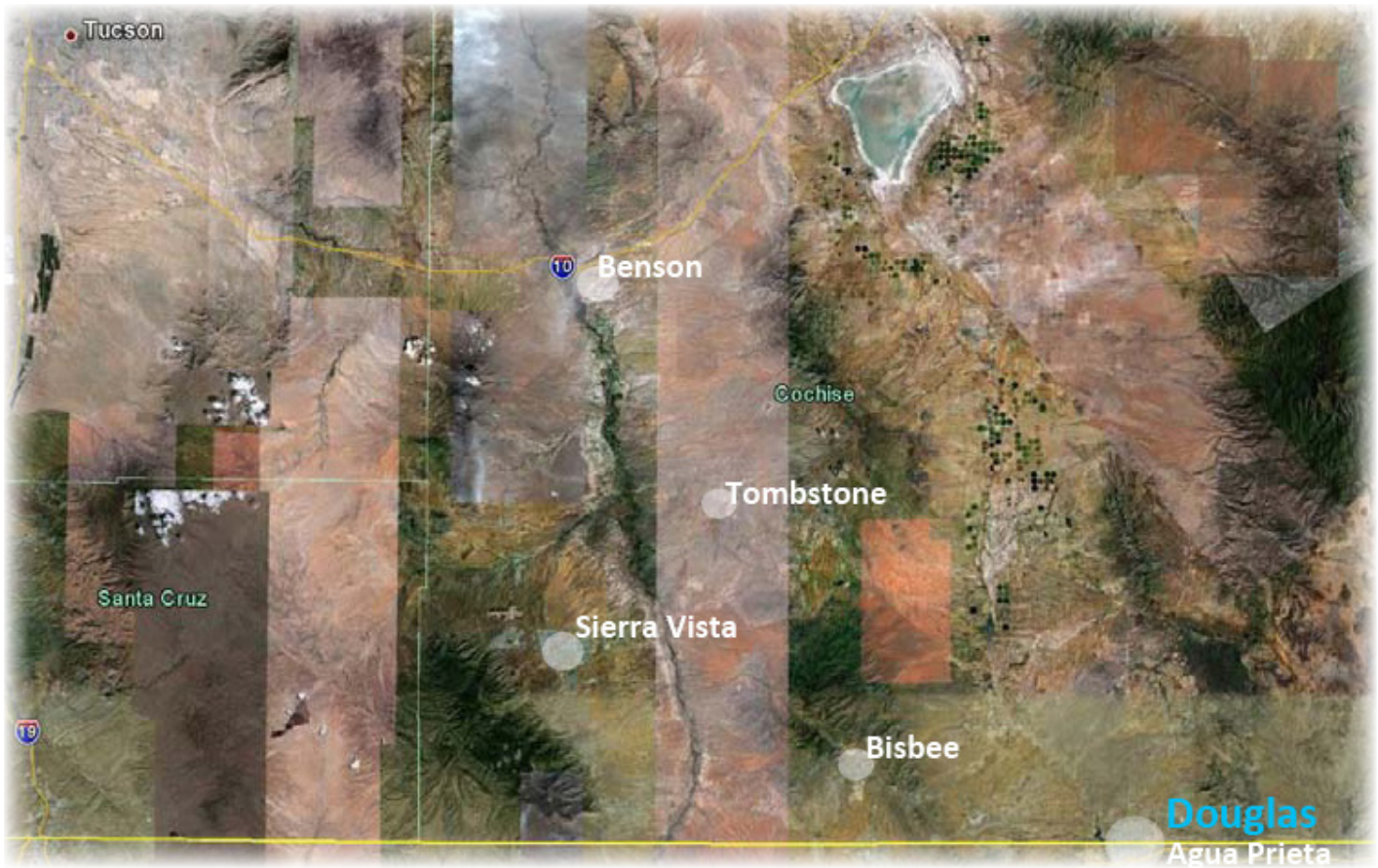
Agua Prieta is one of two gateways to the Rio Sonora region. The city was established in 1899 after originally having been settled by the Chiricahua Apache Indians. The name means "Dark Water" in Spanish. In 1915, Pancho Villa engaged the Mexican Federales in a pitched battle in Agua Prieta in which Villa suffered a major defeat.

Agua Prieta is a popular shopping area for southern Arizona residents. Agua Prieta craftsmen are known for their saddlery and boot making skills and the City is known as a location to find and purchase handmade pottery, blankets and other Mexican wares. The principal economic activity in the area is manufacturing. Several maquiladoras and over 30 companies operate in Agua Prieta. Agua Prieta is also a major commercial port for Mexican products and goods being exported to the United States. Other important economic drivers in Agua Prieta include agriculture and cattle ranching.



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## Map 1: Regional Map



## 2.2 Local Context

The City of Douglas is located at the junction of Pan American Highway (U.S. 191) and State Road 80, in southeast Cochise County, Arizona. There are approximately 25,000 residents in the Greater Douglas area which includes the city, Pirtleville and rural areas within Cochise County. The Greater Douglas Area and the City of Douglas in particular, have a rich railroad, mining, ranching and Native American history and pre-history.

### 2.2.1 City of Douglas

The City of Douglas was founded in 1901 and incorporated in 1905. Additional information on the history of Douglas and the surrounding region is included in Section 2.3, Douglas' Assets. The elevation of the city is 4,000 feet, and Douglas offers a temperate climate that is cooler than that of Tucson.

Douglas was founded in 1901, and named after James Douglas, an employee of Phelps Dodge who spearheaded the company's purchase of mines near Bisbee and was

responsible for the decision to build a smelter near Douglas. With the involvement of Phelps Dodge in the town, Douglas prospered. By the 1920's, there were eight miles of paved streets, 150 miles of drinking water lines, 27 miles of sewer lines, electricity, piped gas, telephones, three city parks, 10 schools and seven churches.

Today, Douglas' total incorporated area includes approximately 10 square miles. Approximately 17,758 people live in Douglas. The City's population is largely Hispanic and Latino (86%). The city accounts for 70% of the population within the greater Douglas area and 13% of the total population within Cochise County. The city's population includes 2,000 people living at the State Prison, which the City annexed in 2001. Excluding this group, the City's population has grown by about .5% each year over the 2000-2010 decade.



The city offers a rich quality of life to its residents. In 2000, the U.S. Census classified the majority of households in Douglas as families. The 2000 census also reported that almost half of the City's population lived at their current residence for more than five years, reflecting a commitment to the city.

To support its population, Douglas has ten developed and two linear parks, and supports a rich sports and league life. The city's Recreation Department offers a range of programs for preschool, youth, teen and adults. Leisure programs include youth, teen and adult athletics; fitness and wellness programs; outdoor recreational opportunities; cultural arts and programs designed to provide social and recreational opportunities to senior citizens and those with special needs.

Median income in Douglas is below that of Cochise County as a whole. The Douglas Economic Outlook 2010 reported that, "The estimated median household income in Douglas in 2008 was \$26,579, considerably below the county-wide median of \$43,821 and the statewide level of \$51,124. Nationwide, the median household income in 2008 was \$52,175. The estimated per capita income in Douglas in 2008 was \$13,223, compared to \$22,160 for the county, \$25,639 at the state level, and \$27,466 nationally".

The city's visitor map identifies a range of City attractions, including Church Square, a single block with four churches of different denominations and the City's historic district which includes the historic Williams Home and other homes built in the early 1900's. Many of these resources are located on or adjacent to G Avenue between 15th and 3rd Streets. Other historic downtown buildings include , the historic Santa Fe Southern Pacific Railroad Depot, the Gadsden Hotel, Grand Theatre, YMCA and other buildings associated with the city's early development. These amenities are discussed in detail in Section 2.3, Douglas' Assets.

Douglas also benefits from its proximity to Agua Prieta. Between 2003 and 2007, an average of more than 5.4 million people each year (more than 14,700 per day) passed through the Douglas Port of Entry (POE). About 60 percent of these were non-U.S. Citizens, while 40 percent were U.S. citizens returning from visits to Mexico. In 2008 and 2009, an average of 3,465 people crossed into Douglas from Agua Prieta each day.

Based on statistics from the Arizona Department of Commerce, the city has consistently had a higher unemployment rate than Cochise County as a whole, perhaps reflecting the challenge of recovering from the closure of the Phelps Dodge smelter in 1987. The City has worked to address this challenge through several actions, including annexing the State prison Grounds in 2001. With this



New development near the Douglas Golf Course offers a range of housing choices. Photo: PLAN\*et.

annexation, the prison became the city's largest employer, with 621 full time equivalent (FTE) employees in 2009.

The Tucson Sector Border Patrol is another significant Douglas employer. In 2003, the Border Patrol relocated a new, 29 acre \$23 million facility just south of Arizona S.R. 80 approximately five miles from downtown Douglas. This station is one of eight in the Tucson Sector and is one of the largest stations in the United States.

The 55 square mile Douglas Unified School District includes nine schools. In 2009, the district was the second largest employer in Douglas with 527 FTE. In addition to the School District, the city also has two private schools. Cochise Community College, located just outside the City limits provides 255 FTEs. The College is attended by over 4,700 students and offers specializations in nursing and aviation, as well as a range of other areas.

The City's largest non-public sector employers are Advanced Call Center Technologies with 329 full-time employees (FTEs) and Wal-Mart, located within walking distance of the Port of Entry (POE) with 320 FTEs. Wal-Mart is located west of the downtown, within 1/4 mile of the Douglas Port of Entry. Other significant employers and developments include three retail centers adjacent to the Wal-Mart that include a Safeway, Checker Auto Parts, Radio Shack, Payless Shoe Source and retail uses. Many of these stores were once located in the City's downtown. To remain competitive with newer retail development and national retailers, many former downtown businesses have relocated to newer retail space south of 5th Street adjacent to the Wal-Mart and closer to the border crossing. The departure of these businesses from the downtown, combined with new national chain stores also located in the 5th Street retail area have contributed to the erosion of retail and other business activity in the downtown and along G Avenue.

## 2.3 Douglas' Assets

Downtown Douglas, and by extension, the City, is located amidst remarkable and important pre-historic, cultural, archaeological, natural and historic assets.

### 2.3.1 Pre-Historic Assets

Douglas is located in the western edge of the Malpais area of Arizona. This area is known for a rich pueblo Indian pre-history. It includes Slaughter Ranch with an estimated 40 rooms 14 of which are excavated and the Boss Ranch with 20 rooms, 11 of which are excavated. These sites which provide evidence of Animas phase prehistoric pueblo settlements that extended across the present US/ Mexico border and date from 1300 to 1500 AD .

### 2.3.2 Historic Assets

The City's History is steeped in the settlement of the west, mining, and the railroads.

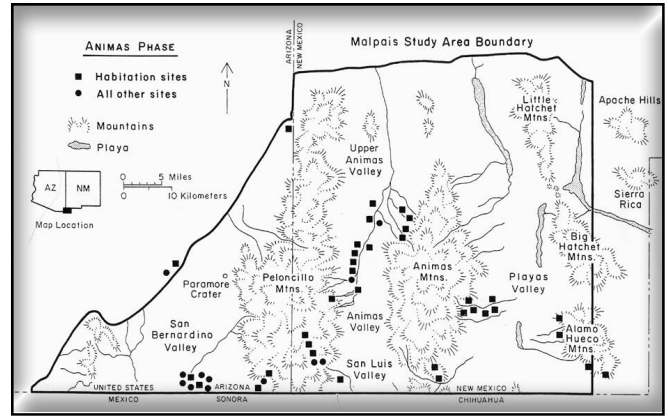
## WESTERN SETTLEMENT

### GERONIMO

In 1886, Apache Warrior Geronimo surrendered at Skelton Canyon, about 40 miles east of Douglas. A roadside monument marking this event is located on Highway 80, approximately ten miles from the actual site.

### SLAUGHTER RANCH

During the mid-1800's, John Slaughter purchased Slaughter Ranch, and established his cattle empire. Slaughter is a western icon, and was elected Cochise County Sheriff in 1886. The ranch and museum are located approximately 15 miles east of Douglas.



Distribution of late prehistoric Animas Phase settlement sites. Source: USDA Forest Service Gen. Tech. Rep. RMRS-GTR-176. 2006



Slaughter Ranch

Photo: <http://www.legendsofamerica.com/photos-arizona/Slaughter%20Ranch.jpg>



Camp Harry Jones, Douglas Arizona. 1916. Photo: <http://arizona100.blogspot.com/2010/01/douglas-smelter-city-cleaned-up-to.html>

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### CAMP HARRY JONES

Camp Harry J. Jones is located on the Arizona-Mexico border just east of Douglas. The camp was active from 1910 to about 1933. Originally called Camp Douglas, soldiers here stood guard at the US/Mexico border to protect residents from fighting between Pancho Villa and the Mexican Army. In 1916, the camp was named for Corporal Harry J. Jones, an enlisted man who was shot on Nov. 2, 1915 during a battle between Pancho Villa and the Mexican Army, while guarding the U.S. Customs House in Douglas.

### PANCHO VILLA

Pancho Villa was a prominent and famous Mexican Revolutionary general who died in 1923. After years of public and documented support for the Mexican Revolution, the United States stopped permitting the supply of arms to the revolutionary army, and allowed U.S. Railroads to be used for relocating Mexican Government troops along the border. Betrayed by the Americans, Pancho Villa and his troops would regularly attack U.S. and Mexican border towns for supplies and arms. On November 2, 1915, Pancho Villa and his troops attacked Agua Prieta and were repelled by American and Mexican Troops. It is claimed by the Gadsden Hotel that he rode his horse up the grand staircase of the hotel and in so doing, chipped one of the marble stairs.

### CAMP AND FORT HUACHUCA

Fort Huachuca was first established as a temporary fort in 1877. It had two functions, to protect settlers and travel routes in southeastern Arizona and to block traditional Apache escape routes to sanctuary in Mexico through the San Pedro and Santa Cruz Valleys. Originally named Camp Huachuca, it was redesignated as a Fort in 1882.

In 1886, Fort Huachuca was designated as the advance headquarters and forward supply base for the Geronimo campaign. With Geronimo's surrender in August 1886, the need for the Fort as a supply base ended but the army retained Fort Huachuca due to continuing fighting along the border. In 1954 the Fort became an electronic and communications equipment testing facility for the Army and in 1967, Fort Huachuca became the headquarters of the U.S. Army Strategic Communications Command. The fort has grown steadily since this time. In 1990, the post became the new host command for the U.S. Army Intelligence Center. Today, Fort Huachuca is home to a major and prominent military installation in Arizona.



Buffalo Soldiers at Fort Huachuca. Photo: <http://sonoranjackrabbit.blogspot.com/>



Ft. Huachuca circa 1900. Photo: Tombstone Times



Phelps Dodge Smelter at Douglas. Circa 1930.  
Photo: <http://arizona100.blogspot.com/2010/01/douglas-smelter-city-cleaned-up-to.html>



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## BUFFALO SOLDIERS

In 1913, the 10th Cavalry "Buffalo Soldiers" arrived at the Fort Huachuca. The 10th Cavalry joined General John J. Pershing in the 1916 expedition into Mexico and, during World War I, the 10th Cavalry was assigned the mission of guarding the United States-Mexico border. The 10th Cavalry remained until 1933, and was followed by a series of troops that eventually grew to 30,000.

## MINING

Mining came to the region as a result of the 1881 Phelps Dodge investment in the Atlanta Claim, purchased through the advice of James Douglas, a mining engineer and chemical geologist, and for whom the City of Douglas is named. The claim is located near Bisbee.

In 1908 Phelps Dodge employed close to 2,000 people representing all strata of the company in the Douglas/Bisbee area. To provide smelting services for Phelps Dodge and other mining operations, the corporation abandoned its Bisbee smelter and built one in Douglas. The Douglas smelter was responsible for annually processing almost seven percent of the nation's copper, and half the copper produced in Arizona.

While collapsing copper prices and economic depression between 1919 to 1923 and 1931 to 1938 led to population declines, the increased demand for copper associated with World War II brought miners back to work. The smelter remained active until 1982, when falling copper prices, federal regulations, and other influences resulted in its shutdown and Phelps' Dodge relocated its corporate offices to Phoenix.

## AVIATION

In 1928, Douglas built the first international airport in the U.S., located east of the city. With the growth of Fort Huachuca and growing interest in the west, Douglas became a tourist destination. A transcontinental highway, first called the Bankhead or Bankhead-Borderland Highway and later Highway 80 went from Bisbee through Douglas to Mexico.

A second airport was built in 1941, when the military built Douglas Army Air Field eight miles north of town for advanced bomber pilot training. The airfield is now a county facility called the Bisbee-Douglas International Airport. In 1989, a State Prison was built near the airfield where military barracks, service buildings and a theater were once located.

## SPORTS

Douglas is a family community with an active league community. In 2008, the City had 52 soccer league teams

with over 425 children participating.<sup>1</sup> In 2010, the city was selected for the 2010 Arizona State Little League 9-10 year old tournaments, which brought 14 teams to Douglas. While no numbers are available regarding the economic benefits of these tournaments to Douglas, in prior years, other communities have recognized up to \$1.5 million associated with this type of event.<sup>2</sup>

## 2.4 Downtown Douglas

Generally bounded by Arizona S.R. 80, Pan American Avenue (U.S. 191), F Avenue and 3rd Street, the city's downtown is within walking distance of the Douglas Port of Entry. Pan American Avenue is a north-south five lane street (two lanes in each direction and a center turn lane) that provides a direct route from AZ State Route 80 to the Douglas Port of Entry. Because it is a State Road, direct access to properties fronting on Pan American Avenue is prohibited. Consequently, buildings do not generally front onto Pan American Avenue. G Avenue is a north-south five lane street (two lanes in each direction and a center turn lane) with angled and parallel parking along both sides. Key east west streets include 10th Street (the location of the Historic Phelps Dodge Mercantile Building, City Administrative Offices, Douglas Library, U.S. Post Office), 5th Street (which provides access to the Wal-Mart and nearby retail), and 16th Street, which provides direct access from AZ. State Road 80 into the downtown. Currently these streets are not marked or signed as downtown access routes. F Avenue, which forms the eastern border of the downtown, includes local retail and residential uses. In addition to these roadways, the downtown has a rich network of alleys that provide access for trash pick up and service deliveries. During focus group interviews conducted

<sup>1</sup> Douglas Dispatch, August 18, 2010

<sup>2</sup> Douglas Dispatch, March 2010



The Southern Pacific Railroad Depot has been restored and is now used by the City of Douglas Police. Photo: City of Douglas



as part of the research for this plan, several merchants stated that the alleys are inconsistently maintained.

While many retail uses have either closed or relocated to retail spaces near the Wal-Mart, some businesses, catering to cross-border traffic and tourists and public uses remain on G Avenue and form the core of the downtown. These include the Historic Gadsden Hotel, the City's administrative offices, the Douglas Library, local banks, the post office and shoe and clothing stores owned by the Ortega Family, a uniform store, Tesoro Beauty Boutique, music store, and local grocery and small retail good stores. Local merchants report that up to 40% of their business is from cross-border shoppers.

The Douglas Visitor Center and Police Station are located in the Southern Pacific Rail Road Depot on the west side of the Junction of Arizona S.R. 80 and U.S. 191. South of the Visitor Center is the Douglas YMCA, located in the historic Southern Pacific Railroad Station.

## 2.4.1 Downtown Assets

### SOUTHERN PACIFIC RAILROAD STATION

In 1913, the Southern Pacific Railroad constructed a passenger depot in Douglas. During World War I, as many as eight passenger trains arrived each day. At the close of World War II, passenger service to and through Douglas was stopped. Demand for freight service also declined over the years and in 1961, the railroad shifted operations to another route and the tracks that had been laid running east to El Paso were abandoned. The station is now a City Police building.

### THE GADSDEN HOTEL

The Gadsden Hotel opened in 1907 and was rebuilt in 1929. The hotel was named for the Gadsden Purchase. In 1976, the Gadsden was listed on the U.S. National Register of Historic Places and recognized as a National Historic Site. The Hotel, located between 10th and 11th Streets on G Avenue, is operational, and is privately owned and managed.

In the early part of the 19th century, the five-story, 160-room hotel was a home away from home for cattlemen, ranchers, miners, and businessmen. The hotel has maintained many of its historic features including the main lobby which includes a solid white Italian marble staircase and four floor-to-ceiling marble columns. The impressive lobby also has an authentic 42-foot wide Tiffany & Co. stained glass mural, an Audley Jean Nichols oil painting, and vaulted stained glass skylights that run the full length of the lobby.



Gadsden Hotel's marble staircase and columns, with the Tiffany Mural and Audley Jean Nichols painting. Photo: PLAN\*et.



The Grand Theatre is being renovated by the not-for-profit Douglas Arts and Humanities Foundation. Photo: PLAN\*et

Notable Gadsden guests included Thornton Wilder, the Pulitzer winning novelist and playwright and many Arizona governors. The Gadsden Hotel provided the setting for movies such as "The Life and Times of Judge Roy Bean" with Paul Newman, "Terminal Velocity" with Charlie Sheen and Natasha Kinsky, and "Ruby Jean and Joe" with Tom Selleck.

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## THE GRAND THEATRE

The Grand Theatre is a designated National Historic Site. The Theatre is located on G Avenue between 11th and 12th Streets. It is constructed of reinforced steel and concrete and features a Terra-cotta facing. The theatre was purchased in the 1980's by several prominent Douglas residents who formed the not-for-profit Douglas Arts and Humanities Association to oversee the restoration of the Theatre.

The Grand Theatre has a rich history. It operated from 1919 until 1958. During its first two years of operation the theatre struggled through an economic depression and a national influenza epidemic that kept attendance low. It eventually prospered as the center of entertainment in Douglas in the era of large and luxurious theatres. The Grand featured a magnificent pipe organ to accompany the showing of silent movies. In 1928 it switched to sound. In addition to movies, stage companies from New York would routinely perform at the Grand on their way to California. Ginger Rogers appeared at the Grand when she was a teenager, John Philip Sousa performed at the theatre and the musical "Hit The Deck" also had a successful run. The theatre closed in 1958. Since then, the theatre has been a venue for civic events and functions and Douglas High School graduation ceremonies.

Originally built by Lyric Amusement Company at a cost of \$250,000, the theatre was the largest between Los Angeles and Texas when it was constructed. Lyric Amusement was a family-run company founded by James N. Xalis, along with five nephews who were also involved in the company, immigrated to the United States from Greece. They went into the movie theatre business after running several coffee shops in California and becoming smitten with the nickelodeon. The family bought their first movie theatre in Tucson, Arizona before moving their headquarters to Douglas and acquiring a number of theatres in Southern Arizona.

## PHELPS DODGE MERCANTILE BUILDING

The Phelps Dodge Mercantile Building is located next to the Gadsden Hotel on G Avenue and 10th Street. The building is a reminder of the significant role that Phelps Dodge and mining played in the development of Douglas. The three-story building was a general mercantile operation and carried groceries, a drug store, shoes, appliances, furniture, fabric shop, toys, and other goods that served the workers from the Phelps Dodge Copper Smelter. Purchases were made in cash or with coupons that were credited against a future paycheck. In 2008 the city purchased the 600,000 square foot building as a means of catalyzing downtown revitalization. The building is currently being renovated and will be the location of Cochise County departments and courts. A portion of the building is planned



The Phelps Dodge Mercantile Building entrance prior to 1960, and the building as it stands today. The building is being renovated by the City for use as County and City offices and retail space. Photos: David Wald Hopkins



The YMCA is an important gateway building for the downtown. Photo: PLAN\*et



as retail/restaurant space.

## YMCA

This historic Young Men's Club Building, currently owned by the Douglas YMCA Board, is located on the west side of Pan American Avenue at 10th Street. The building is listed on the National Register of Historic places<sup>3</sup>. Because of it's location on Pan American Avenue, this building is an important gateway building for the downtown.

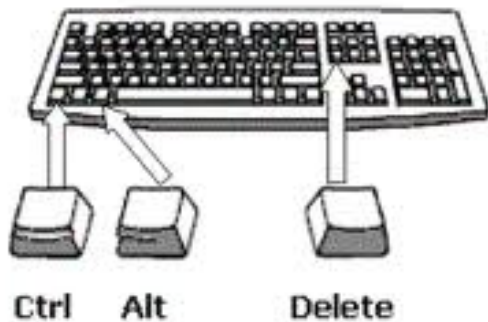
## DOUGLAS HISTORIC DISTRICT

Douglas has more historic buildings than Phoenix, the largest City in Arizona. The Douglas Historic District includes many of these buildings, including the Grand Theatre, Gadsden Hotel, Phelps Dodge Mercantile Building as well as other historic structures constructed between 1900 to 1949. The District is roughly bounded by Pan American, H, and F Avenues and includes many historic buildings and neighborhoods. The district includes vacant and occupied buildings, many of which have retained their original façades and ornamentation.

3. [http://en.wikipedia.org/wiki/El\\_Paso\\_and\\_Southwestern\\_Railroad](http://en.wikipedia.org/wiki/El_Paso_and_Southwestern_Railroad). September 30, 2010.

Figure 1: How To Use Links In This Document

This Plan includes links to web pages and resources on the internet. The links are in blue text and underlined. To access these pages and resources, simply place your cursor over the blue, underlined text, hold down the CTRL key and press enter on your keyboard or right click your mouse.



## CHAMBER OF COMMERCE

The Douglas Chamber of Commerce is recently reenergized and focused on the downtown. To bring residents downtown, the Chamber organizes a weekly farmers market, which is well attended. Chamber members include many downtown merchants, the Gadsden Hotel, local banks, the City of Douglas and other entities. The Chamber maintains a website <http://www.douglasaz-chamber.org/>, which is updated regularly.



The Greater Douglas Chamber of Commerce updates it's website regularly.

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## 3.0 ECONOMIC ANALYSIS

### 3.1 INTRODUCTION

This chapter provides a current economic profile for Douglas and identifies possibilities and development potential for the revitalization of downtown Douglas. The profile examines current retail trends, spending, and opportunities to capture new markets that could support uses appropriate to the downtown.

Research and projections developed for this chapter were compiled in the Spring of 2010 and are based on:

- Background materials and previous reports related to economic conditions and opportunities in Douglas and the surrounding region.
- Meeting with key stakeholders, including relevant City staff, significant retailers, and other entities that have an interest in downtown.
- Assessments of historic population, economic and retail trends in Douglas.
- Examination of existing and potential future demand for the following market segments:
  - Douglas residents
  - Downtown employees (existing and future)
  - Tourists to the region
  - Cross-border traffic.
- Evaluation of the competitive environment and positioning of the historic downtown, including

the impact of 5th Street.

- Projections of known demand for the next five to ten years
- Identification of key opportunity areas or market niches that have potential, including possible catalytic redevelopment/revitalization projects
- Identification of physical, site, or other constraints that will need to be addressed in order to capitalize on economic development opportunities.

### 3.2 ECONOMIC AND RETAIL TRENDS

#### 3.2.1 Economic Trends

The Douglas economy has been stable over the 2000 to 2010 decade. While there has not been any substantial employment growth during that period, the City has been spared the substantial loss of employment that has affected other communities during the recent 2008-2011 economic downturn.

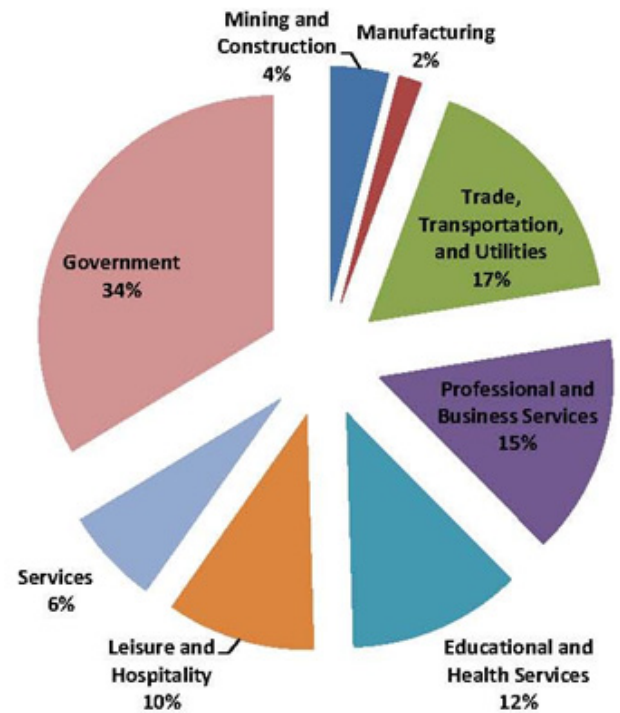
### 3.2.2 Employment Overview

In Cochise County, the top five employment sectors are Government; Trade, Transportation, and Utilities; Professional and Business Services; Educational and Health services, and Leisure and Hospitality (see Figure 2 below).

Since 2006, the County has seen steady employment declines in construction employment. These declines as well as declines in other employment sectors, however, were more than offset by increases in professional and business services employment.

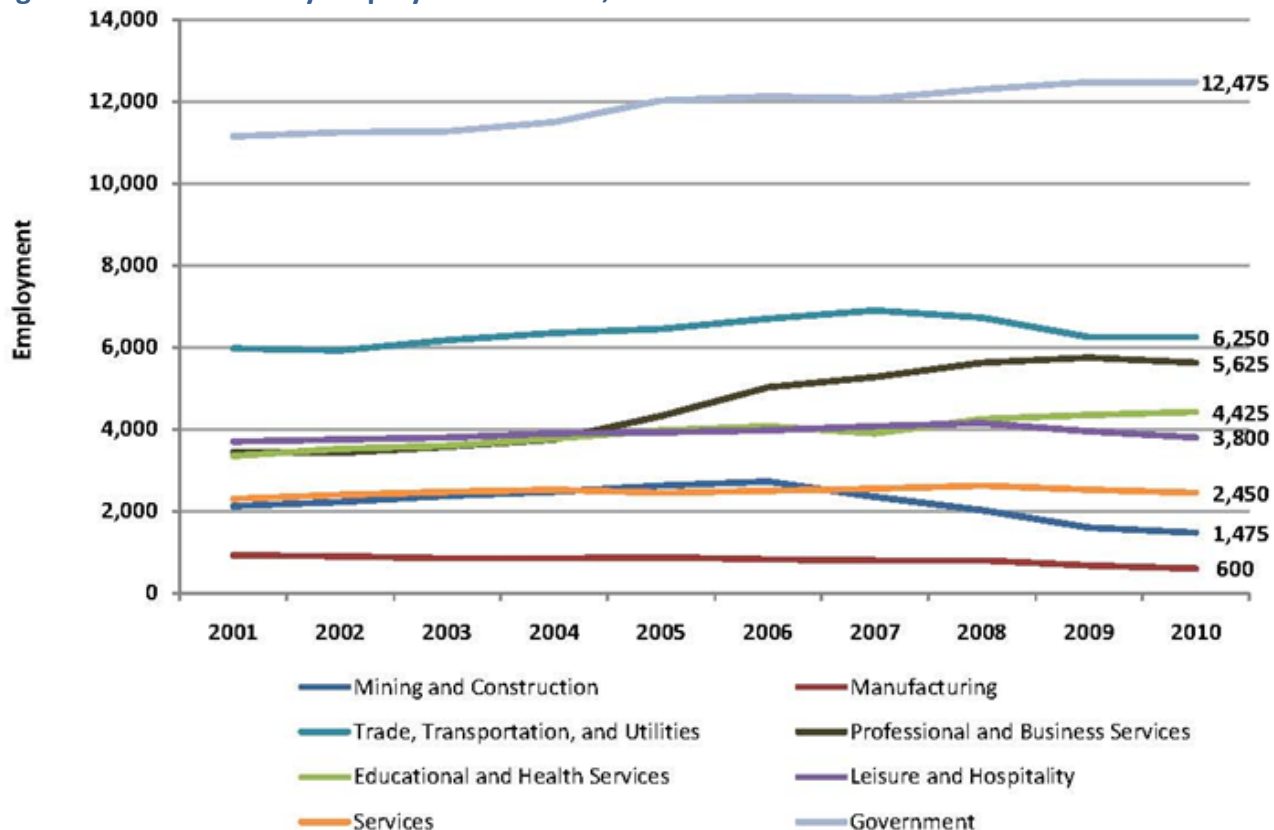
Government and public sector employment comprise over one-third of total employment in Cochise County. Together with Trade, Transportation, and Utilities, they accounted for over one half of county-wide employment in 2010, as shown in Figure 3. These figures demonstrate the strong presence of Fort Huachuca in Sierra Vista, as well as the large border patrol presence along the Arizona Mexico border.

Figure 3: Cochise County Employment, 2020



Source: State of Arizona, Department of Commerce, Research Administration

Figure 2: Cochise County Employment Growth, 2001-2010



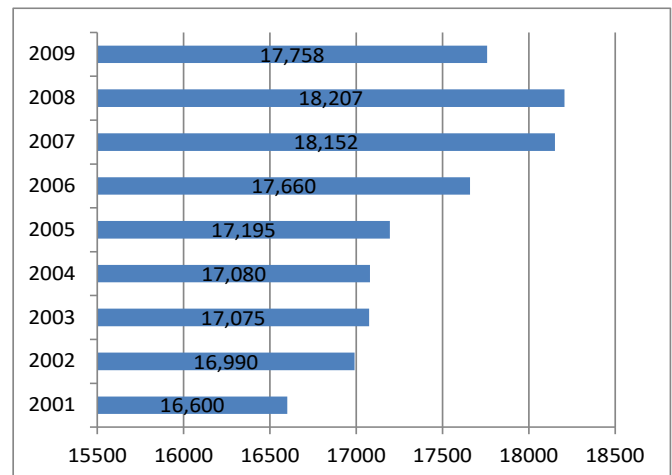
Source: State of Arizona, Department of Commerce, Research Administration

### 3.3 Population

The population of Cochise County has grown by approximately 16 percent from 2001 to 2009 (Figure 4). Over the same period, the population of Douglas has increased slightly, by around 7 percent. Although Douglas' population as a proportion of the total in Cochise County has fallen, it has grown steadily. Neighboring Sierra Vista's population growth has more closely tracked that of the county.

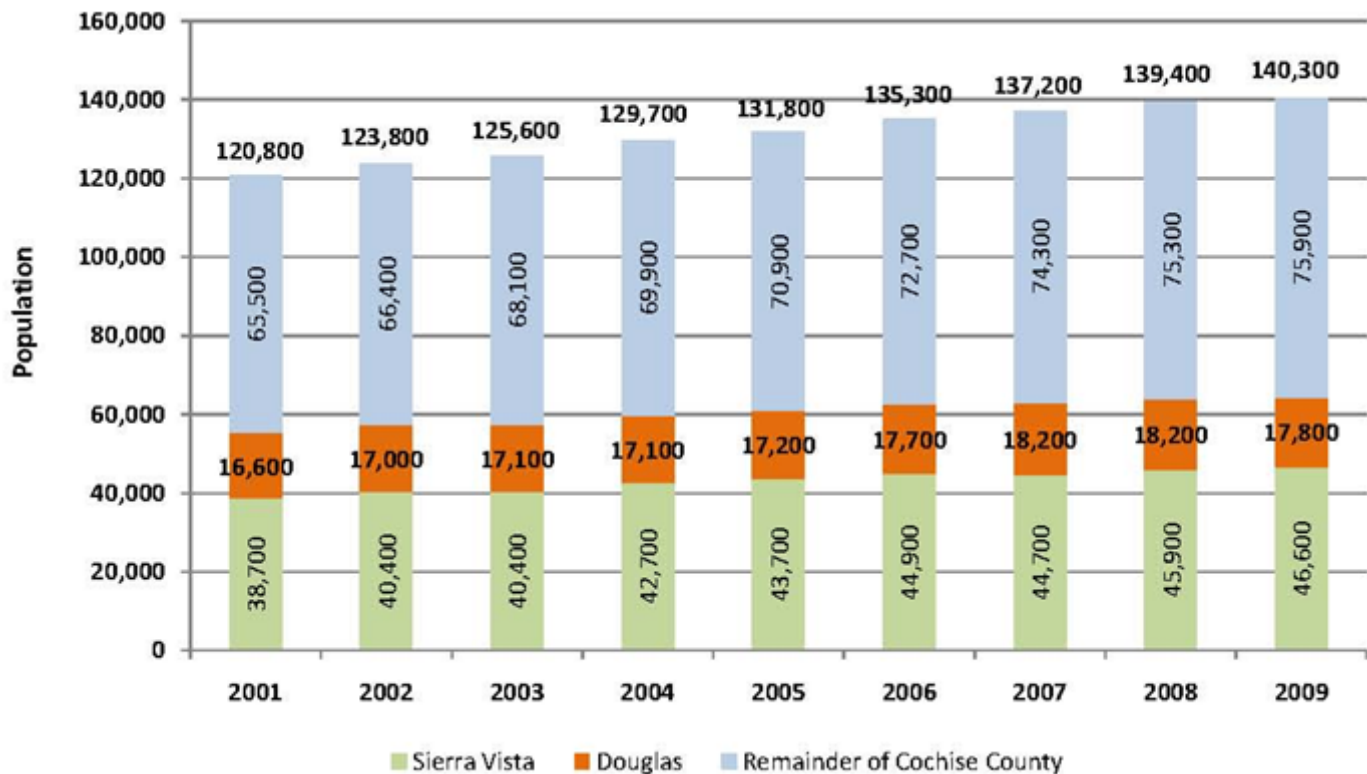
Historic population growth in Douglas is shown in more detail in Figure 5. According to the Arizona Department of Corrections, these population figures include approximately 2,000 inmates at the Arizona State Prison Complex in Douglas. Therefore, for the purposes of this study, Douglas' 2009 population is estimated to be approximately 15,750.

**Figure 5: City of Douglas Population Growth, 2001-2009**



Source: Arizona Department of Economic Security, Population Statistics Unit; Arizona Department of Commerce, 2009 Population Estimates

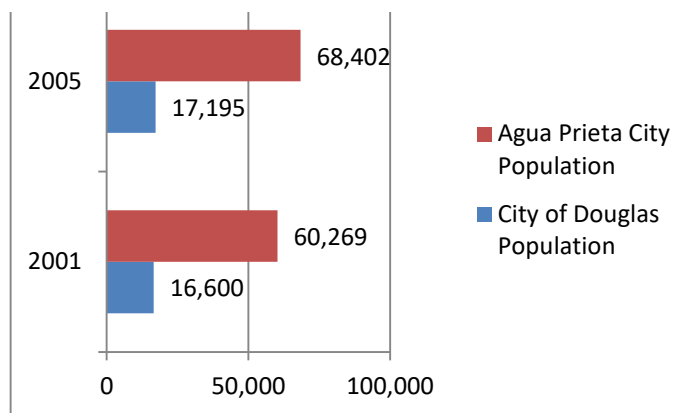
**Figure 4: Cochise County Population Growth, 2001-2009**



Source: Arizona Department of Economic Security, Population Statistics Unit; Arizona Department of Commerce, 2009 Population Estimates

As a border town with a port of entry, the City of Douglas' economy and revitalization opportunities for downtown are greatly influenced by cross-border traffic from the City of Agua Prieta, Mexico. According to INEGI, the Mexican government's National Institute of Statistics and Geography, the official population in Agua Prieta grew from 60,270 in 2001 to 68,400 in 2005 (Figure 6), corresponding to an average annual growth rate of over three percent. Unofficial sources have cited the population anywhere from 60,000 to 200,000. In either case, the population of Agua Prieta is at least four times greater than that of Douglas. Agua Prieta's population, when considered in conjunction with the numbers and characteristics of cross-border shoppers, represents a significant potential market for downtown Douglas.

**Figure 6: Douglas And Agua Prieta Population Comparison, 2001 And 2005**



Source: Arizona Department of Economic Security, Population Statistics Unit; Arizona Department of Commerce, 2009 Population Estimates; INEGI

## 3.4 RETAIL TRENDS

### 3.4.1 Gross Taxable Retail Sales

Retail sales in Cochise County have been relatively stable between 2006 and 2009, as shown in Figure 7. Sales declined slightly in 2009, coinciding with the economic downturn that confronted much of the country. Gross taxable retail sales in Douglas roughly mirrored those of Cochise County from 2006 through 2009, consistently accounting for approximately 19 to 20 percent of the County's sales.

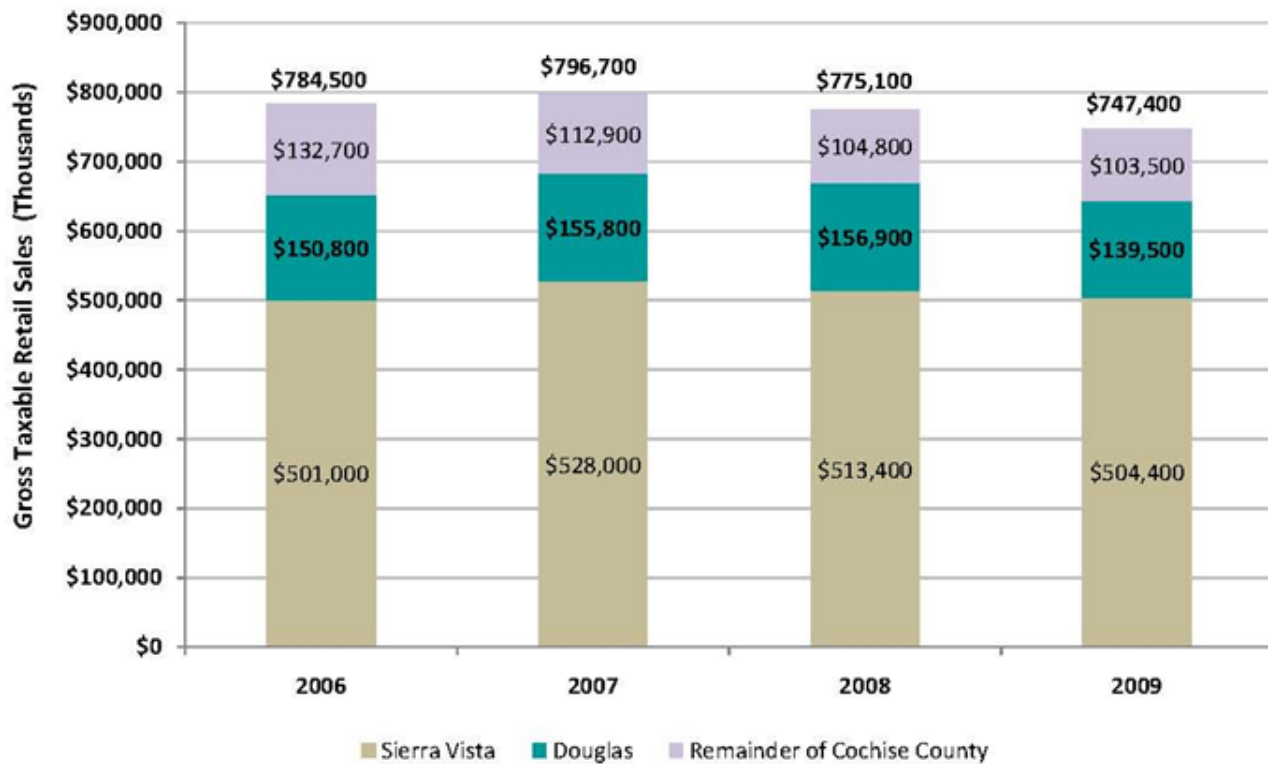
Per capita retail sales calculated using the household population in Douglas are significantly higher than those of Cochise County and lower than Sierra Vista (Figure 8). In 2007 the median household income for Douglas was \$25,597 compared to \$40,656 for Cochise County. Given that Douglas' median household income is below the County-wide median, these retail sales figures imply considerable retail sales to non-residents, including cross-border shoppers. The higher per capita retail sales shown for Sierra Vista also indicate possible leakage of spending from Douglas residents to Sierra Vista.

Gross taxable sales from restaurants and bars in Cochise County have increased steadily from 2006 to 2009, reflecting the area's stable employment during this period (Figure 9). Taxable restaurant and bar sales in Douglas from 2006 through 2009 accounted for approximately 10 to 11 percent of the county total. Sierra Vista and Cochise County both have significant receipts from restaurant and bar sales, but this is consistent with the significantly greater populations of those two areas.

Per capita restaurant and bar sales calculated using the household population in Douglas are only half those of Sierra Vista and lower than those of Cochise County (Figure 10). These figures indicate considerable restaurant and bar sales leakage.

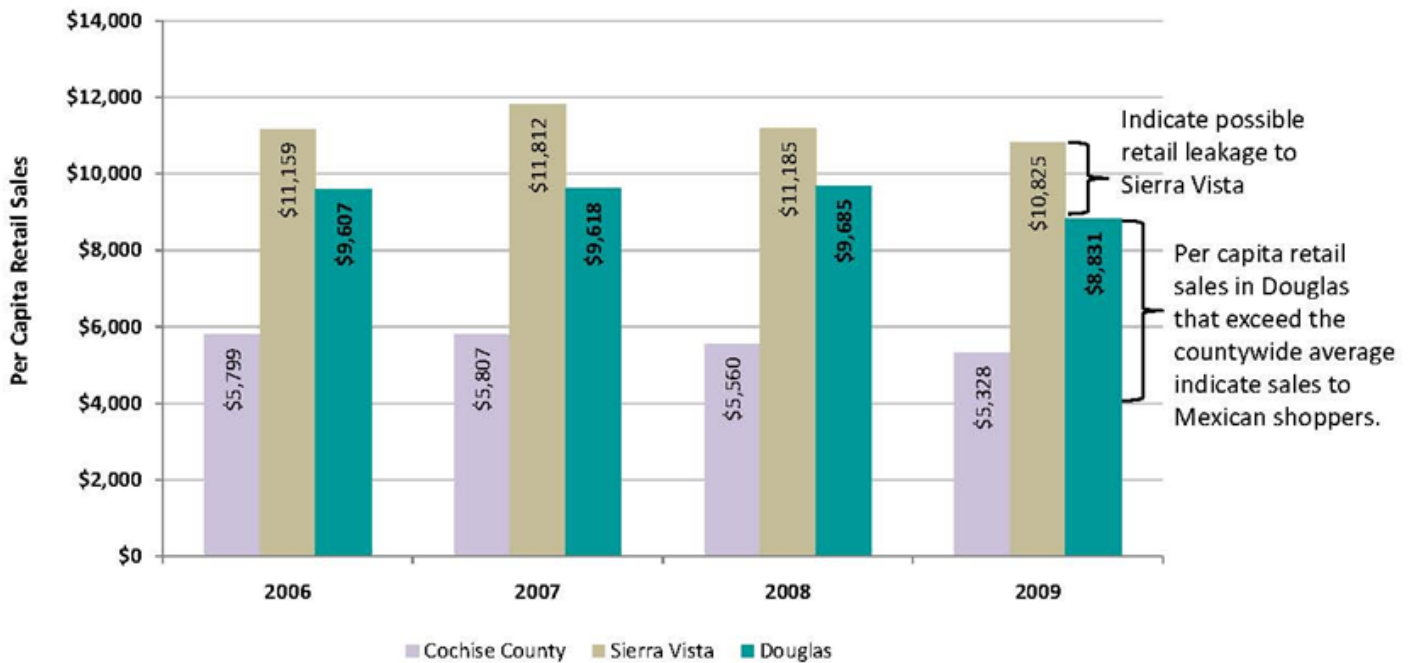


**Figure 7: Cochise County, Douglas And Sierra Vista Retail Sales, 2006-2009**



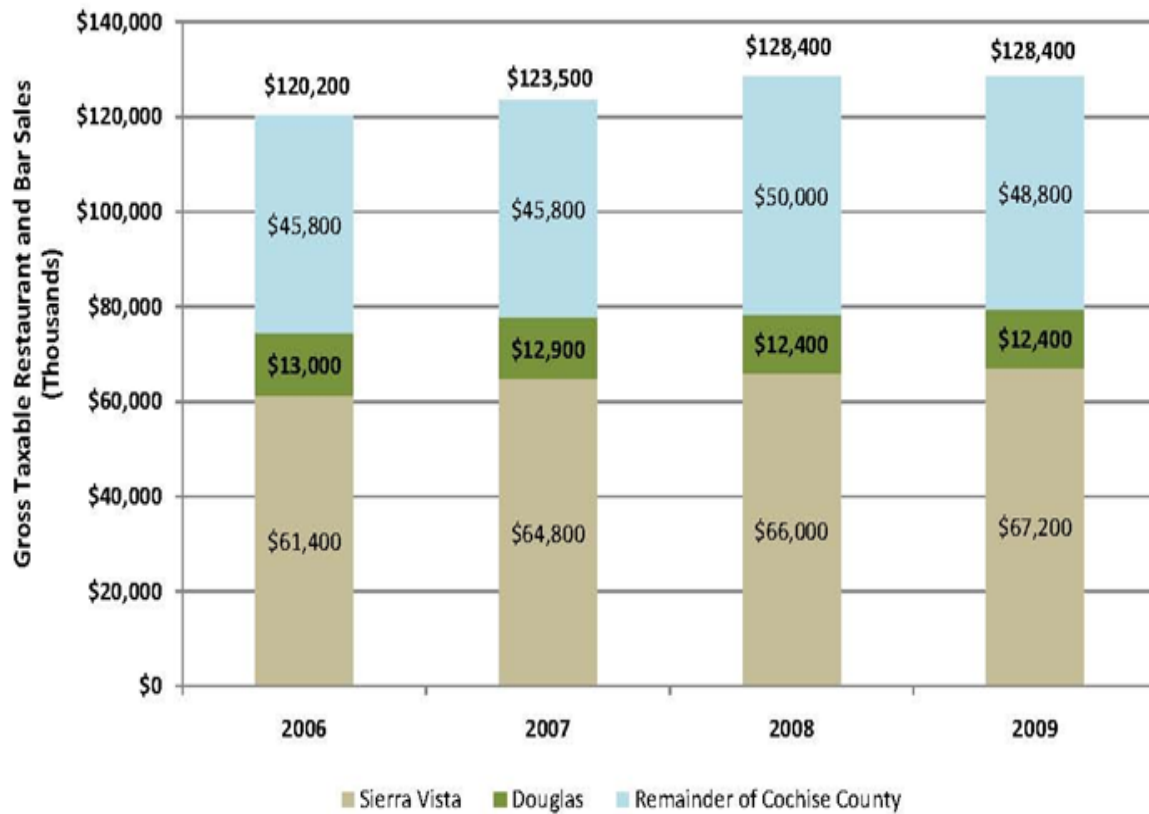
Source: Cochise College Center for Economic Research, Arizona Department of Revenue

**Figure 8: Cochise County, Douglas And Sierra Vista Per Capita Retail Sales**



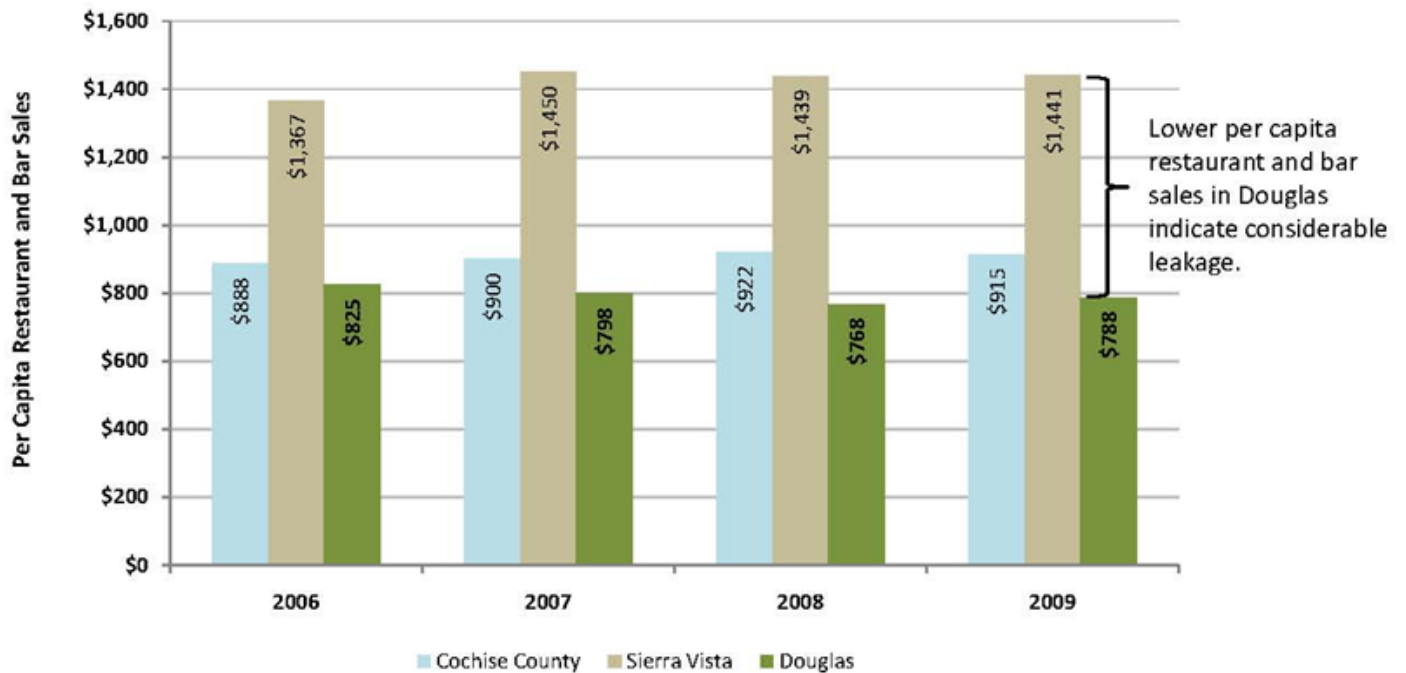
Source: Cochise College Center for Economic Research, Arizona Department of Revenue

**Figure 9: Cochise County, Douglas And Sierra Vista Restaurant And Bar Sales**



Source: Cochise College Center for Economic Research, Arizona Department of Revenue

**Figure 10: Cochise County, Douglas And Sierra Vista per Capita Restaurant And Bar Sales**



Source: Cochise College Center for Economic Research, Arizona Department of Revenue

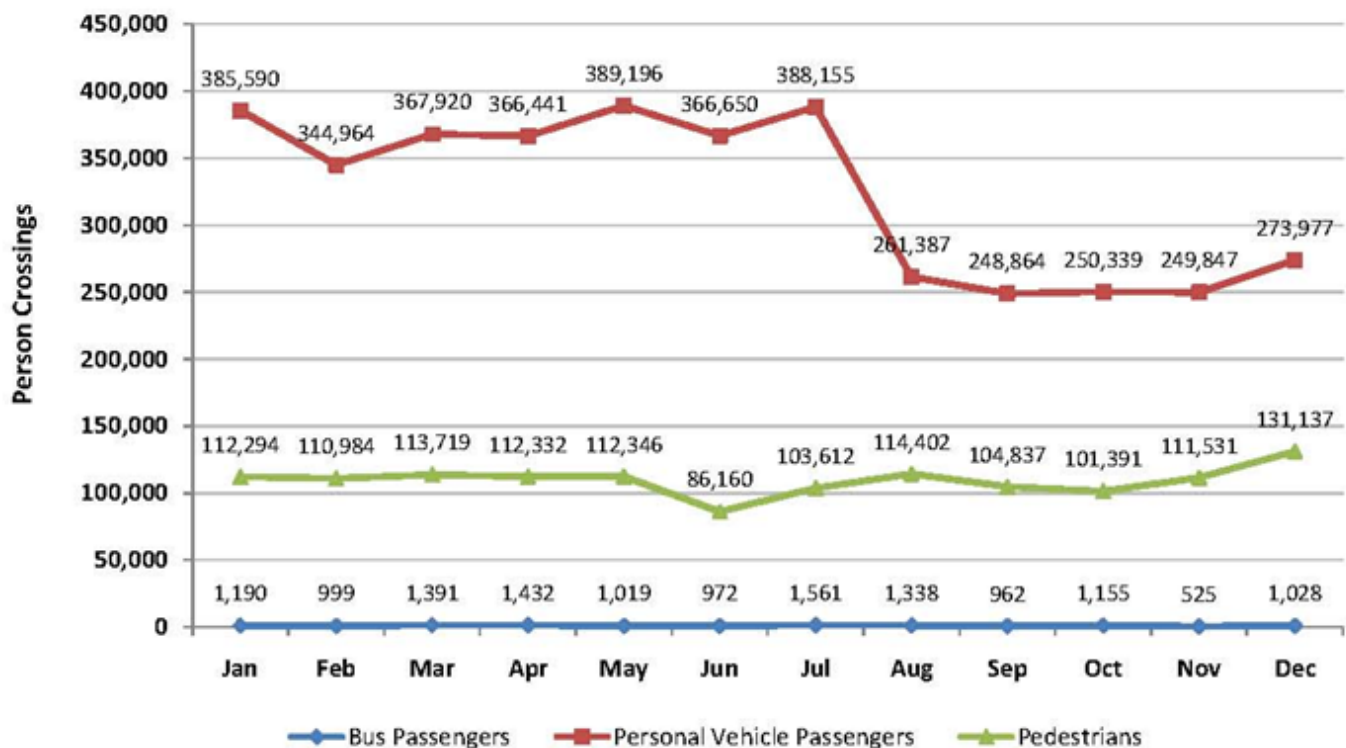
### 3.4.2 Douglas Resident Retail Out-Shopping (Retail Sales Leakage)

Previous survey data related to shopping habits in the region was reviewed as part of the retail sales analysis. The most recent survey conducted was in 2006, by the Cochise College Center for Economic Research. This survey focused on retail-out shopping and found that Douglas residents most often go outside of the city to purchase computer hardware and software (30.1 percent), books (29.4 percent) and furniture (29.3 percent). Top reasons cited as weaknesses of Douglas retail stores that drive residents to shop elsewhere include 1) too few stores and a lack of variety of retail goods, 2) prices in Douglas are not competitive and 3) poor customer service. It should be noted that the last factor, poor customer service, is very common in areas where more than one language is spoken.

### 3.4.3 Cross-Border Shoppers

A considerable factor driving retail sales and growth in Douglas are the large numbers of people crossing the border from Mexico every day in order to shop. As stated earlier, nearby Agua Prieta has over four times the population of Douglas, making it a significant target market. In 2009, there were between 350,000 and 500,000 person crossings from Mexico to US across the Douglas Port of Entry (POE) each month (Figure 11). There was an average of 435,000 person crossings per month between January and December of 2009. Approximately 70 percent of people cross by personal vehicle, 30 percent by foot and less than one percent by bus.

Figure 11: Douglas Point Of Entry Border Traffic From Mexico, 2009



Source: US Department of Transportation, Research and Innovative Technology Administration



**Table 1: Cross-Border Crossings To Cochise County by Reason For Visit, 2007-2008**

Reason for Visit	% of Parties	# of Parties
Leisure	89.9%	1,616,066
Health	0.4%	6,471
Vacation	0.7%	12,943
Friends / Relatives	8.2%	147,585
Shopping	79.2%	1,423,361
Other	1.4%	25,706
Business	10.1%	181,560

Source: Mexican Visitors to Arizona: Visitor Characteristics and Economic Impacts 2007-2008

The majority of shoppers crossing the border from Mexico at the Douglas POE have modest means. As described in Table 2, approximately 50 percent had median monthly household incomes in the \$929 to \$1,859 range. The average income of Mexican shoppers visiting Douglas is comparable to that of Mexico as a whole, around \$950 a month in 2005.

According to the 2007-08 study, the most favored destinations of Mexican shoppers visiting Douglas include large bargain stores such as Wal-Mart, Safeway, Factory 2-U, and JC Penney. Many also visit other stores for more staple goods, such as groceries at Safeway or Food City, gas, or sundries from the Family Dollar and Dollar Tree stores. The top ten stores Mexican visitors to Douglas shop at are shown in Table 3.

Cross-border shoppers in Cochise County play a valuable part in the area's economy. The impact of these shoppers was the subject of Mexican Visitors to Arizona: Visitor Characteristics and Economic Impacts, 2007-2008, a study conducted by the University of Arizona, Eller College of Management for the Arizona Office of Tourism. Based on the study, direct impacts of Mexican visitors to Cochise County from 2007 to 2008 include: 1,498 jobs, over \$28 million in income from these jobs, and \$186 million in sales.

From 2001 to 2009, an average of 3.4 million non-U.S. Citizen person crossings from Mexico to Cochise County was recorded per year. This equates to an average of approximately 1.8 million parties per year. As shown in Table 1 and Figure 12, the overwhelming majority, nearly 80 percent, of those visitors come for shopping, with other business purposes a very distant second at just 10 percent.

**Table 2: Monthly Household Income Distribution Of Mexican Visitors To Douglas, 2007-2008**

		Income Range (US Dollars)						
Port of Entry	Under \$929	\$929-\$1,393	\$1,394-\$1,859	\$1,860-\$2,787	\$2,788-\$3,716	\$3,717-\$4,646	\$4,647-\$7,434	\$7,435 or Over
Douglas	0.46%	36.20%	13.00%	3.30%	9.00%	3.00%	3.00%	3.00%

\*Average monthly household income for Mexico as a whole was \$952 in 2005

Source: Mexican Visitors Survey, 2007-2008

**Table 3: Top Ten Stores Where Mexican Visitors To Douglas Shop**

Shopping Centers / Stores	% of Parties
Wal-Mart	54.3%
Safeway	33.2%
Factory 2-U	24.9%
Family Dollar	18.3%
Food City	16.8%
JC Penney	13.3%
Gas Station	12.6%
Dollar Tree	9.3%
Radio Shack	4.8%
Payless Shoes	3.0%

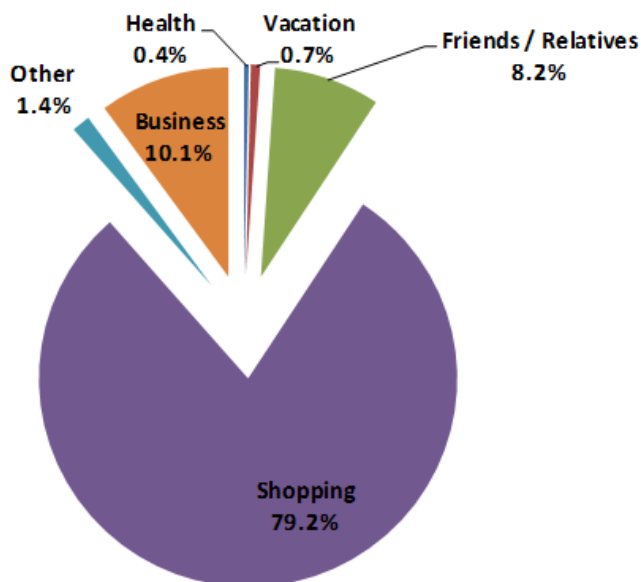
Source: Mexican Visitors Survey, 2007-2008

### 3.5 Relevant Findings From Stakeholder Interviews

As part of the planning process, a series of focused interviews were conducted with key merchants, Downtown stakeholders, and community leaders. The purpose of the interviews were to understand and identify preferences for uses of the Phelps Dodge Building and to solicit ideas about downtown revitalization and reinvestment. The ideas from these interviews are included in Chapter 4: Planning Process and Community Ideas. Listed below are those ideas that are particularly relevant to this economics study:

- The percentage of client base from cross-border residents ranges from 20 to 75 percent, depending on the type of business.
- Downtown Douglas lacks variety in dining options and needs nicer restaurants, bars, cafes, ice cream shops, etc.
- Downtown needs hobby shops, a sporting goods store, card store, bookstore, and hair and nail salon.
- Too many downtown shops carry only cheap, low-quality products.
- Parking is a problem – there is not enough parking and the spaces are inconveniently located.
- The Douglas community is family-oriented and rallies around their kids and schools.
- Downtown should be more of a social hub with music events, parades and street festivals.
- The aesthetic of downtown storefronts and streetscapes need to be improved with awnings, signs, coordinated color schemes, etc.
- The Grand Theatre and YMCA are key buildings to renovate.

**Figure 12: Reason For Cross-Border Crossings In Cochise County, 2007-2008**



Source: Mexican Visitors to Arizona: Visitor Characteristics and Economic Impacts 2007-2008

### 3.6 Strengths, Weaknesses, Opportunities And Threats (SWOT)

Based on research and analysis performed as part of the process to develop this plan, an analysis of downtown Strengths, Weaknesses, Opportunities and Threats was undertaken for Downtown Douglas. The findings of that analysis are as follows:

#### 3.6.1 Strengths

Downtown Douglas has several existing strengths upon which to build an economic strategy, including:

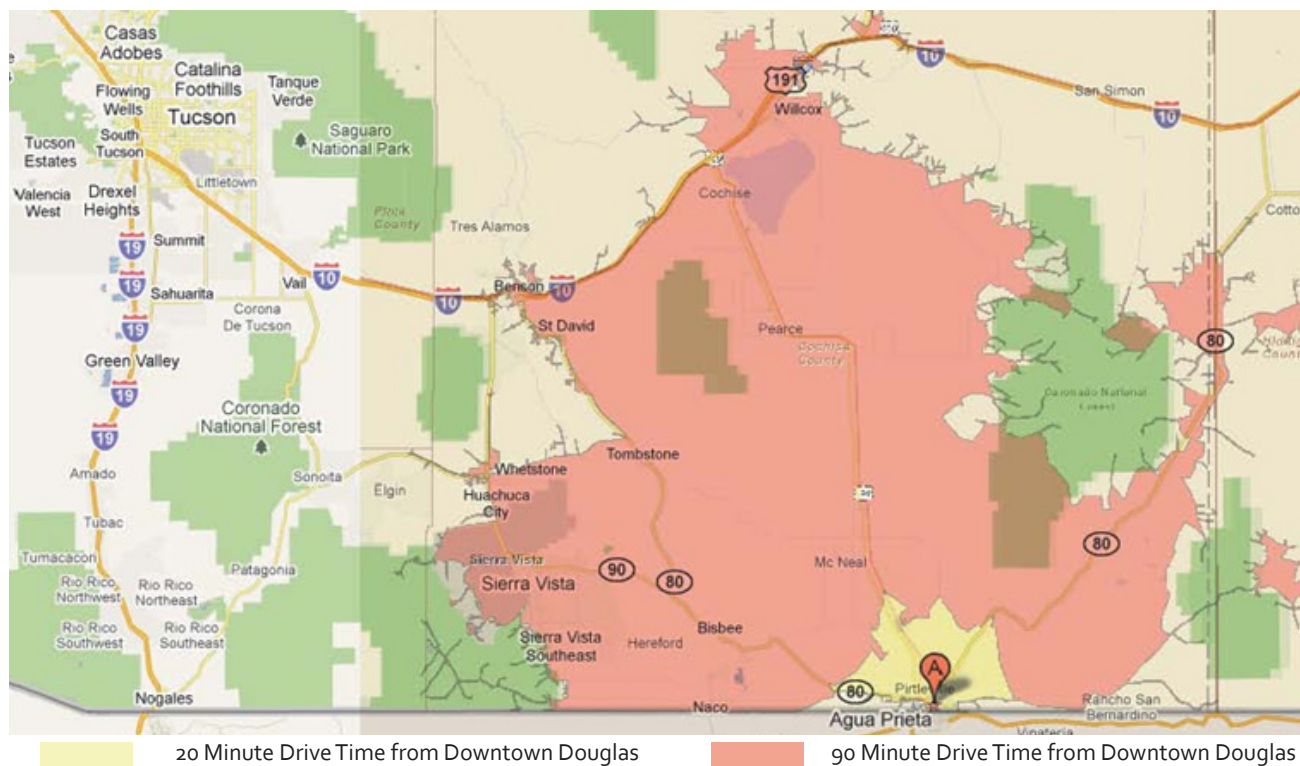
- The city's location across border from the significant population center of Agua Prieta.
- Cross border visitors who come to Douglas specifically for shopping.
- Historic downtown buildings have authentic character.
- Long standing small, local, downtown businesses provide a unique commercial core.
- The call center, hospital and expanded border patrol provide stable employment opportunities.

#### 3.6.2 Weaknesses

There are also a number of challenges that must be considered:

- Douglas has a small local population, relatively low incomes, and fairly low growth;
- The downtown is spread out, not very cohesive and lacks intimacy.
- Douglas lacks a marquee event, brand, or icon to attract tourism.
- Current tourism is limited to cross border shoppers.
- Downtown buildings are in need of renovation and repair.
- There are existing vacancies.
- Restaurant and dining options are limited.
- There may be a perception of parking challenges in certain blocks.

**Map 2: Map Of Primary And Secondary Resident Markets**



Source: ESRI GIS Business Analyst, 2009; AECOM Economics 2010



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### 3.6.3 Opportunities

There are several opportunities that can be the basis for developing future strategies:

- There are three target market segments (i.e. Douglas residents, cross-border shoppers, potential tourists) from which to draw.
- The new Phelps Dodge building and government center could focus spending downtown.
- Key projects, including the Phelps Dodge building, the Grand Theatre, the Gadsden Hotel, and the YMCA building, are located in one area of downtown that could serve as an activity node.
- There is an active community college with potential for partnership.
- There are interesting and authentic stories in Douglas history from which to build a tourism sector.
- The renovated Gadsden Hotel and Grand Theatre buildings could be centerpieces of the tourism strategy.
- A new, reenergized Chamber of Commerce has been holding downtown events, downtown promotion activities, etc.
- There has been preliminary planning for the creation of an economic development corporation.

### 3.6.4 Threats

Finally, there are threats from competitive regions and from existing conditions that could affect economic development efforts and need to be considered.

- The downtown faces local competition from Wal-Mart and surrounding businesses, as well as regional competition from Sierra Vista and beyond.
- The proposed Chino Road bypass will divert traffic away from downtown.
- The existing downtown businesses appear to be somewhat segmented and are not cohesive.
- There is conservatism towards change by long standing business owners.
- A level of frustration with past planning efforts that were not economics driven may hamper future efforts.
- There is a perception of border safety issues and a perception that the new immigration law could affect economic conditions.

## 3.7 NEW RETAIL AND RESTAURANT DEVELOPMENT POTENTIAL

### 3.7.1 Target Markets

Four target market segments for downtown Douglas are:

**Primary Resident Market** - Defined as a 20-minute drive from downtown Douglas. This area encompasses the Douglas Census County Division (CCD), which includes the City of Douglas and Pirtleville. (Map 2.)

**Secondary Resident / Regional Market** - Defined as a 90-minute drive from downtown Douglas and extends to Willcox to the north and Sierra Vista to the west.

**Cross-Border Visitor Market** – These are visitors from Mexico who cross the border, primarily for shopping, schools, or employment.

**Tourists** – These are visitors to the region whose primary purpose is leisure travel and tourism, including those already visiting other nearby tourist attractions.

### 3.7.2 Projected Growth of Market Segments

2010 to 2020 growth projections, based on historic trends, were developed for the primary resident, secondary resident and cross-border visitor target markets. The Douglas Census County Division (CCD) household population is projected to increase from 20,800 in 2010 to 23,900 in 2020 (Figure 13), an average annual growth rate of approximately 1.4 percent. These growth projections translate into increased employment and spending in the area - and will ultimately support retail and restaurant space in downtown Douglas.

From 2010 to 2020, the secondary resident market population is projected to increase 16 percent, from 109,000 to 127,100 (Figure 15). This translates into an average annual growth rate of approximately 1.5 percent.

Border crossings by non-US citizens are also expected to increase approximately 19 percent. This would increase the total number of non-US citizen crossings from 3.2 million in 2010 to 3.8 million in 2020, or almost 2,000 additional cross-border visitors per day.

For the domestic tourist market, over time, Douglas could capture approximately one third of the 400,000 tourists currently visiting Tombstone, with successful tourism positioning and marketing.

## 3.8 Supportable Downtown Retail and Restaurant Space

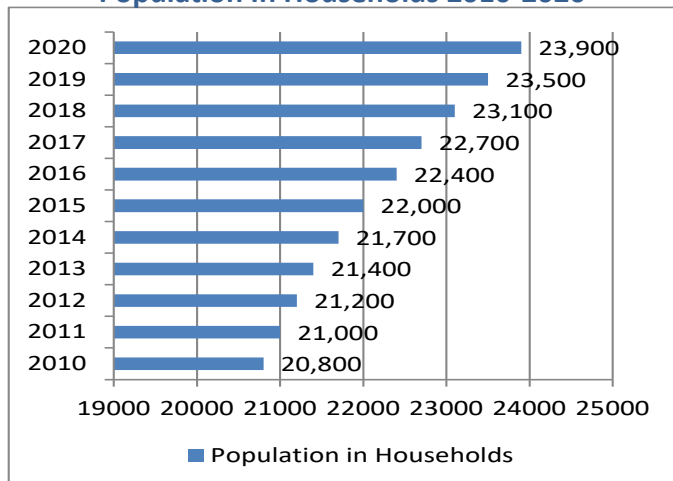
### 3.8.1 Retail and Restaurant Space Absorption Projections

Over the ten year period from 2010 to 2020, based on the projections herein and the assumptions below, downtown Douglas could support a total of nearly 200,000 square feet of new commercial development. Approximately 40 percent of this space, or 80,000 square feet, should be food-related retail, restaurants and bars. The types of restaurants that are desired by the community and that would bring a unique dining experience to downtown include established, locally-owned, boutique type restaurants that offer a variety of dining experiences. To bring these restaurants into the downtown, the City may need to reach out to local and regional restaurant owners. The remaining 60 percent or 120,000 square feet, should be other types of retail, with approximately half serving the cross-border market and the other half serving the local and tourist markets. A summary of estimated supportable space in downtown Douglas is presented in Table 3. Table 4 and Figures 16, 17 and 18 summarize supportable retail and restaurant space.

#### Assumptions:

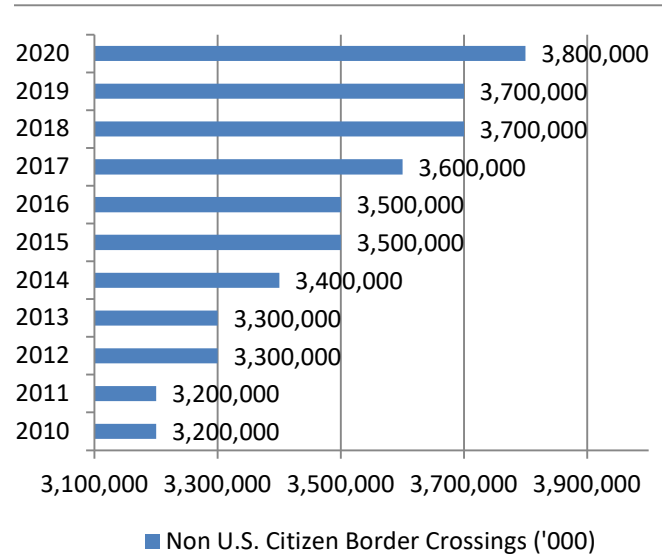
- Douglas is able to capture additional existing spending that is currently diverted outside the downtown
- Growth of cross-border spending
- Growth of Douglas residents and spending
- Growth of surrounding area residents and spending
- Douglas is able to attract tourism already visiting Tombstone and Bisbee

**Figure 13: Douglas: Primary Residential Market Population In Households 2010-2020**



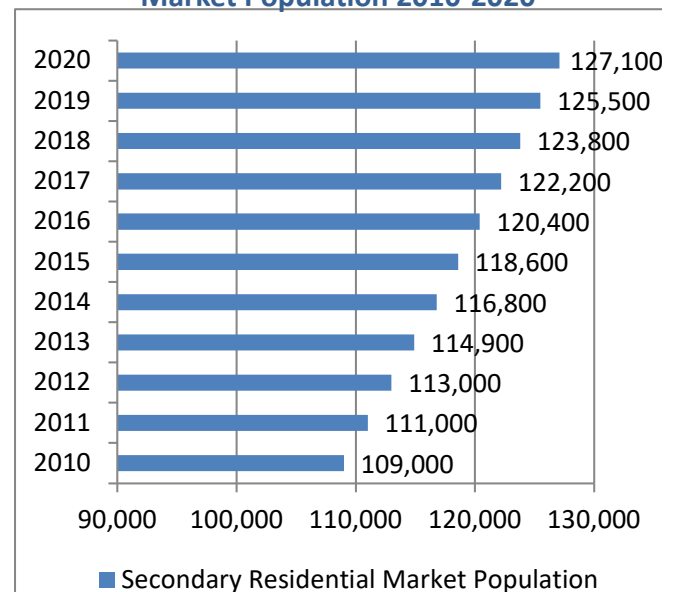
Source: AECOM Economics 2010

**Figure 14: Douglas: Non U.S. Citizen Border Crossings ('000) 2010-2020**



Source: AECOM Economics 2010

**Figure 15: Douglas: Secondary Residential Market Population 2010-2020**



Source: AECOM Economics 2010

**Table 4: Supportable Retail and Restaurant Space in Downtown Douglas**

	Total Supportable Square Feet					Downtown Douglas Capture	Supportable Square Feet in Downtown Douglas		
							Additional Capture of Existing Spending		
	2009	2010-2015	2015-2020	Sales / SF	2009				2010-2015
From Primary Resident (CCD HH) Population Growth									
Base Retail Spending (2009)	\$116,480,000			\$300	388,267		38,827		
New Retail Spending		\$11,821,301	\$16,867,385	\$300		39,404		11,821	
Base Rest and Bar Spending (2009)	\$17,906,804			\$350	51,162		10,232	16,867	
New Rest and Bar Spending		\$1,817,322	\$2,593,071	\$350		5,192		2,596	
								3,704	
From Secondary Resident Population Growth									
Base Retail Spending (2009)	\$599,200,000			\$300	1,997,333		39,947		
New Retail Spending		\$81,400,916	\$80,277,262	\$300		271,336		13,567	
Base Rest and Bar Spending (2009)	\$92,116,732			\$350	263,191		13,160	13,380	
New Rest and Bar Spending		\$12,513,996	\$12,341,253	\$350		35,754		3,575	
								3,526	
From Cross Border Visitor Growth									
Base Retail Spending (2009)	\$62,000,000			\$300	206,667		10,333		
New Retail Spending		\$8,915,921	\$9,534,123	\$300		29,720		2,972	
								3,178	
From Tourists									
New Retail Spending		\$800,000	\$800,000	\$300		2,667		2,133	
New Rest and Bar Spending		\$1,333,333.33	\$1,333,333	\$350		3,810		3,048	
								2,133	
								3,048	
TOTAL SUPPORTABLE SF IN DOWNTOWN							112,499	39,713	45,836

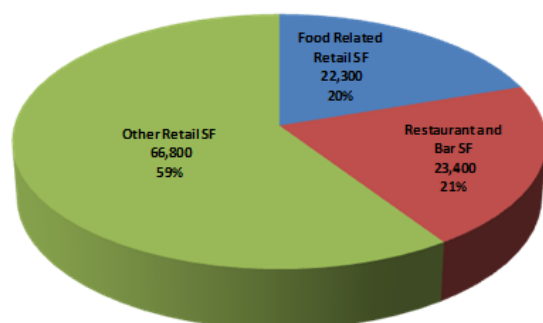
Source: AECOM Economics 2010

**Table 5: Summary Of Supportable Retail And Restaurant Space In Downtown Douglas**

	<b>Additional Capture of Existing Spending</b>	<b>2010-2015</b>	<b>2015-2020</b>	<b>TOTAL SF</b>	<b>%</b>
Food Related Retail SF	22,300	7,600	8,900	38,800	
Restaurant and Bar SF	23,400	9,200	10,300	42,900	
Other Retail SF	66,800	22,900	26,700	116,400	
<b>Total</b>	<b>112,500</b>	<b>39,700</b>	<b>45,900</b>	<b>198,100</b>	

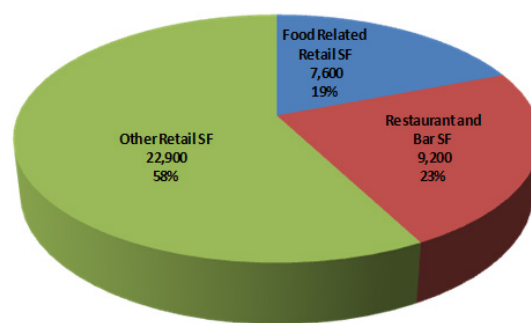
Source: AECOM Economics 2010

**Figure 16: Supportable Space Based On  
Additional Capture Of Existing Spending**



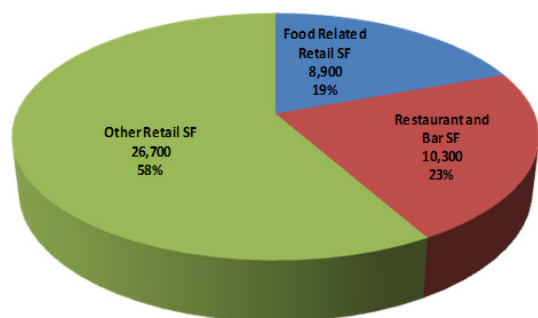
Source: AECOM Economics 2010

**Figure 17: Projected Supportable Downtown Re-  
tail And Restaurant Space, 2010-2015**



Source: AECOM Economics 2010

**Figure 18: Projected Supportable Downtown Re-  
tail And Restaurant Space, 2015-2020**



Source: AECOM Economics 2010





# 4.0 COMMUNITY PLANNING PROCESS

## 4.1 INTRODUCTION

This plan was developed based on the ideas and knowledge of the downtown community and residents of Douglas.

### 4.1.1 PLANNING PROCESS

The development of this plan included the following:

- Focused meetings with downtown merchants, community leaders and City staff
- Community workshop;
- A thorough review of prior downtown planning efforts
- An economic study
- Examination of unique features and opportunities that could contribute to making Douglas a destination
- Development of downtown concept and draft plans
- Finalization of plans based on community and City comment

### FOCUS GROUPS

A day of separate meetings was held by planners with 25 individuals who met with them in small groups. The purpose of this day was to familiarize the planning team with the downtown and the merchants desires regarding the types of efforts they believe would be successful in the revitalization of the downtown. The meetings were held in a vacant storefront in the downtown. To ensure that anyone who wanted to participate as a stakeholder had the opportunity to do so, the meetings were advertised on the Town's website, on local radio stations and in the local newspaper. As a result, several individuals who were not initially identified for the focus groups stopped by and shared their ideas. While the conversation was free flowing, each meeting addressed the following questions:

- i. Why are you interested in the downtown?
- ii. What do you think we need in the downtown for it to be successful? Specifically, we'd like to learn about a few different areas:

### Your Vision:

- i. What is your Vision for the downtown?
- ii. Do you have a phrase or word you would like to use to describe the downtown you envision to out-of-town visitors?

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**Downtown Current and Future Users:**

- i. What specific market segments do you think downtown serves now?
- ii. What markets and uses do you think should be there in the future?
- iii. What would make you come downtown more often?
- iv. What makes you come downtown now?
- v. Where else do you shop and why do you shop there?
- vi. If there were to be events downtown, what would they be?

**Downtown Elements:**

- i. What is missing from the downtown?
- ii. What would bring you downtown more often?
- iii. What is working in the downtown now and what do you like about the downtown (e.g., assets)?
- iv. What do you see as the role of Youth in the downtown and how should they be accommodated?
- v. What public uses should be located in the downtown?
- vi. Are there uses that could complement uses that renovation of Phelps Dodge building, the City offices and library?
- vii. What (if any) types of housing would you like to see downtown?
- viii. What about elementary and secondary public and charter schools, colleges, trade schools or a university?

**Policies/Actions/Plans**

- i. What were the smart moves that helped the downtown in the past?
- ii. What were the mistakes?
- iii. What kind of public/private partnerships do you think could be successful to help redevelop the downtown?
- iv. What are the strengths and weaknesses of the downtown?
- v. What are your expectations of the city with regards to downtown redevelopment?
- vi. Has the City been successful in its' downtown redevelopment efforts? What was good, what is missing?
- vii. What ideas would you like us to look at (or not consider?)

**Physical Form**

- i. What places have you been that you think the Douglas downtown could emulate?
- ii. What do you think the boundaries of the downtown should be?
- iii. What kind of parking/access/amenities/visibility should the downtown have?
- iv. What kind of streetscape/pedestrian environment do you envision? Do you envision any special places? Where would they be?
- v. What kinds of things should be done (if any) to enhance the safety of the downtown? (e.g., lights, traffic management.)



Meetings with stakeholders in a downtown storefront was one of the first steps in the downtown planning process. Photo: PLAN\*et



Douglas Workshop Participants listed to the presentation of a concept plan developed at the first community workshop. Photo: PLAN\*et



## COMMUNITY WORKSHOPS

Three community workshops were conducted.

**Workshop 1:** The findings of the economic study and an update on the status of the Phelps Dodge building rehabilitation were shared with participants. Ideas and concepts about the types of opportunities that could be pursued in the downtown were also presented. Participants were encouraged to provide ideas and concepts for downtown districts, pedestrian and motorized circulation and gateways. Four concepts evolved from these meetings and these ideas formed the basis for the downtown planning concepts. These concepts are shown in figures 4.1 through 4.4.

**Workshop 2:** The second workshop was held to enable residents to further refine the concepts they developed at the first workshop. At the second workshop, the concept plans developed at the first workshop were presented, and participants provided additional comments and identified additional opportunities that were associated with each.

**Workshop 3:** At this workshop, a draft concept for the downtown was presented and comments were solicited. Based on these comments, the final draft plan was developed.

## ECONOMIC STUDY

The economic study provided direction and an assessment of the potential amount of retail that could be supported by the downtown over the next decade. The findings of the economic study are included in Chapter 3 of this plan.

## UNIQUE FEATURES AND OPPORTUNITIES

Through the focus groups, community meetings and research, many facts and historic events that contribute to making Douglas a unique southern Arizona destination were uncovered. While some of these findings were tied to the City's mining history, many were rooted in the innovations of the City and its residents, and the settlement of the west. It is the combination of these findings that formed the core of all of the revitalization concepts that were developed by residents, and that were ultimately moved forward in this plan.

## DOWNTOWN CONCEPT AND DRAFT PLAN

Using the ideas generated at the community workshops, a concept plan was developed. This plan was reviewed by City staff, refined and presented to the Community at its' third workshop.

## FINALIZATION OF PLANS BASED ON COMMUNITY COMMENT

Based on comments received at the third workshop, the downtown plan was refined and presented to the City Council.



The second community workshop reviewed concepts developed at the first workshop and resulted in additional ideas for the downtown. Photo: PLAN\*et



The planning process was captured on the city's website.



Figure 19: Community Concept I





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## **COMMUNITY CONCEPT I FOCUSES ON OPPORTUNITIES TO BRING PEDESTRIANS CROSSING FROM AGUA PRIETA INTO THE DOWNTOWN.**

### **Vision**

- Gateway to Mexico
- Streetscape for people to stay and watch a parade (Douglas Week, 4th of July, Veteran's Day, Christmas)

### **Downtown Current and Future Users**

- The El Paso and Southern Railroad Station (at 10th Street) as an income opportunity through it's conversion into an elder hostel on upper floors and using the lower floors for ballroom dancing and quinceañeras.

### **Downtown Elements**

- Bicycle Taxi to connect downtown to Wal-Mart
- Delicatessen with Hispanic flair
- Sidewalk café
- Sports Bar

### **Policies/Actions/Plans**

- Revive the Design Review Board
- Continue to rehabilitate historic building façades
- Provide management training for new entrepreneurs
- Tree planting program
- Close 10th and 5th Streets

### **Physical Form**

- Create pedestrian routes between the border and downtown along G and F Avenues and 3rd and 4th Streets.
- Opportunities that could develop through connecting the downtown to the Wal-Mart and shops on the west side of Pan American Avenue to the downtown.
- Remove vacant non-historic buildings
- Create demonstration projects using buildings that need rehabilitation
- Shade and Benches

Figure 20: Community Concept II



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## COMMUNITY CONCEPT II EMPHASIZES THE ALLEYS AND ENTRY WAYS INTO THE DOWNTOWN THROUGH DESIGN AND PUBLIC ART.

### Vision

- Downtown is part of the re-invigorated "Copper Horseshoe" route that connects Benson, Tombstone, Bisbee and Douglas.
- Pan American Avenue is redeveloped as an entrance into the downtown.

### Downtown Current and Future Users

- Traditional users such as locally owned clothing stores and drug stores.
- Historic uses including the Gadsden Hotel and the Grand Theatre are restored
- In the southern portion of the downtown, residential uses consistent with Mexican culture

### Downtown Elements

- Pedestrian connection using the alleys between E and F Avenues and the Border and 6th Street
- 6th Street is redesigned as a "Green Street" and restored to it's original name of Green Street
- Trolley Service is provided between the Border and the Wal-Mart
- Districts recall places such as Santa Barbara (3rd to 8th Streets), San Antonio (8th to 12th Streets), and a traditional barrio (south of 3rd Street)

### Policies/Actions/Plans

- Work with regional Chambers of Commerce to develop the Copper Horseshoe Route
- Encourage development in area between 6th and 3rd streets appropriate to a small Mexican town or barrio
- No trucks or Semis use the current Port of Entry and are diverted to the new Port of Entry west of the downtown
- The main gateways to the downtown are at 10th and 5th Streets
- Redevelopment along the alleys between 5th and 10th street is encouraged
- Agua Prieta is included in the planning effort

### Physical Form

- Redeveloped Alley between G and F Avenues provides a pedestrian route through the Downtown
- The character of the alley is appropriate to the district through which it passes
- Entry monumentation/traffic circles along Pan American Avenue at 15th Street (north end of Downtown), 10th Street and 5th Street and on G Avenue at 5th Street draw provide gateways into the Downtown
- 6th Street is landscaped as a sustainable, green street



Figure 21: Community Concept III





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## COMMUNITY CONCEPT III ENCOURAGES THE TURN-BACK OF PAN AMERICAN AVENUE

### **Vision**

Focusing on the greater Douglas Area, and re-focusing commercial uses towards Pan American Avenue, a new "front door" for the downtown can be created.

### **Downtown Current and Future Users**

- Businesses associated with increased tourism.  
Wal-Mart mini-store
- Grocery Store
- Convenience Store/Newsstand

### **Downtown Elements**

- New commercial uses fronting on Pan American Avenue

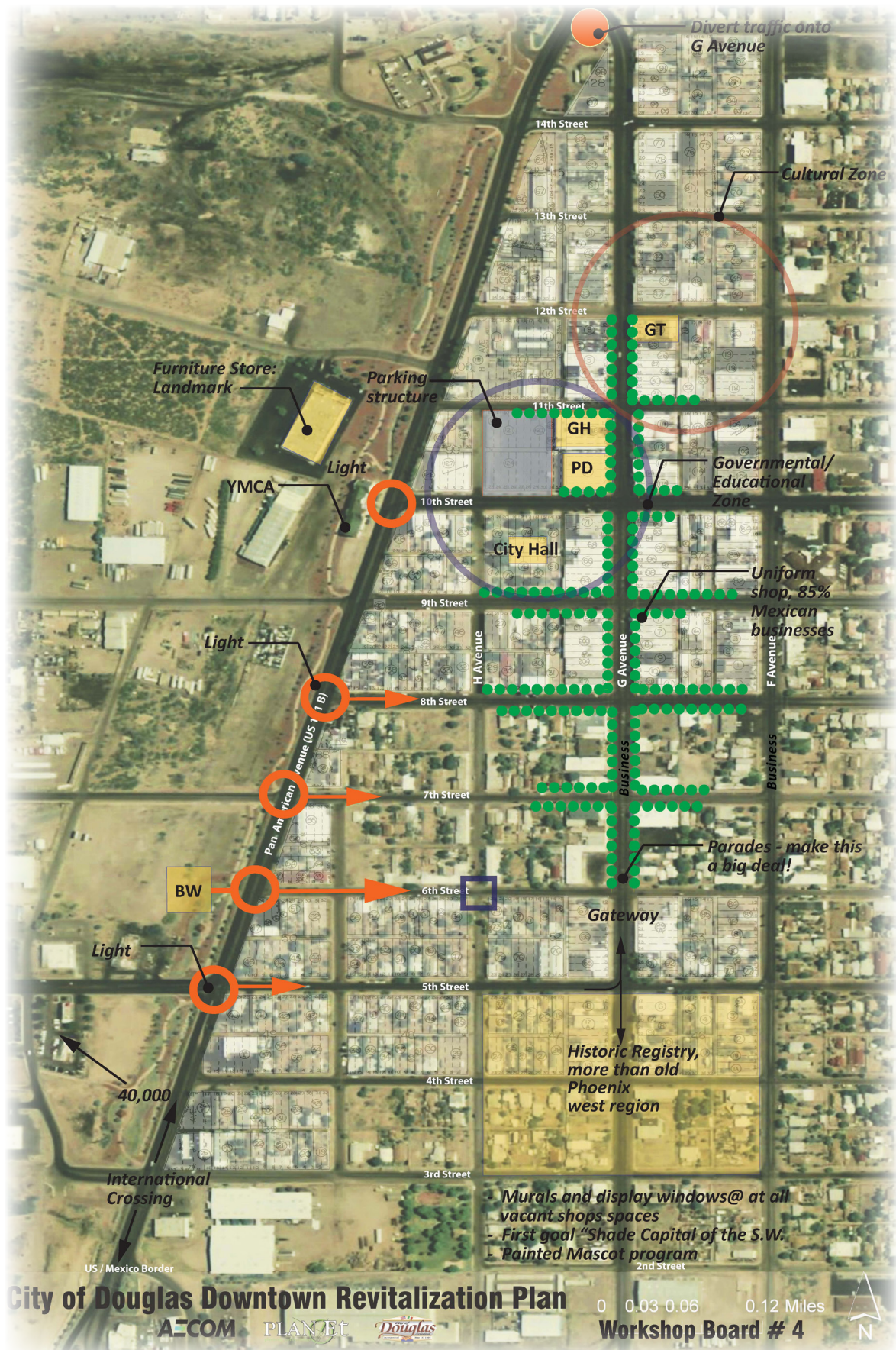
### **Policies/Actions/Plans**

- Work with local chambers of commerce to revive the "Copper Horseshoe Loop"
- Advertise the other historic sites/events that occurred in and around Douglas:
  - Geronimo Surrender
  - Skeleton Canyon (Geronimo hideout and hidden treasure)
- Fill out the paperwork to nominate Douglas as one of "The Best Western Towns in the U.S."
- Advertise Douglas as a bird watching capitol

### **Physical Form**

- Entry monument at the intersection of G Avenue and U.S. 191

Figure 22: Community Concept IV



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## **COMMUNITY CONCEPT IV ENVISIONS A TRADITIONAL, TREE LINED, PEDESTRIAN FRIENDLY MAIN STREET WITH RESTORED HISTORIC BUILDINGS**

### **Vision**

- A traditional, downtown Main Street anchored by the Gadsden Hotel, renovated Phelps Dodge, city buildings and a new hospital

### **Downtown Current and Future Users**

- Underground parking behind the Phelps Dodge building

### **Downtown Elements**

- Finish renovating the Grand Theatre
- Elder Hostel at the El Paso and Southern Railroad Station

### **Policies/Actions/Plans**

- Hold parades, events and fairs that encourage people to walk downtown
- Provide business management training
- Demolish or restore burned out buildings - but get rid of them
- Make the downtown appear "denser" with displays in vacant buildings
- Cover vacant walls with murals
- Landmark the Thomas' furniture store
- Create a cultural zone between 11th and 13th Streets
- Create a government/education zone between 9th and 11th Streets

### **Physical Form**

- Streetlights along G Avenue
- "Bumped out" curbs along G Avenue or eliminate on-street parking to provide wider sidewalks
- Pedestrian seating throughout the downtown
- Downtown streets are lined with trees
- Divert Traffic from 191 onto G Avenue with a gateway feature
- Traffic lights Pan American Avenue at 5th and 8th Streets
- Traffic circles at 5th, 6th, 7th, 8th, and 10th Streets

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# 5.0 REVITALIZATION PLAN

## 5.1 Revitalization Plan Philosophy

Sustainable economic growth emerges from resources inherent to an economy. Historically, Douglas' growth was due to mineral resources, which supported the Douglas smelter. This growth was not sustainable because the demand for processing ore declined, and shut down this basic industry. As a result, Douglas' downtown (and the city) lost its economic engine with the closure of the smelter and the eventual withdrawal of Phelps Dodge from the region. Also like the rust belt cities of the east, the City is retooling, and is working to attract new jobs and basic industry. While these efforts will ultimately contribute to the revitalization of downtown, additional **actions to revitalize the downtown must emerge from and build on the resources indigenous to Douglas' downtown. Recognizing and mobilizing these resources will result in creating momentum for development that is resistant to national corporate decisions and market trends. This plan recognizes the downtown's historic character and buildings and its border location as authentic and indigenous resources. Restoring the City's historic buildings and improving the downtown streetscape, coupled with a focus on events and activities that celebrate local culture, history and bring people downtown will help keep retail revenues and jobs in Douglas and improve the capture of regional resident, tourist and cross-border spending.**

## 5.2 Revitalization Plan Premises

### **Premise 1: Downtown revitalization is important to Douglas' overall economic development efforts.**

As the economy becomes more sophisticated and more dependent on skilled professionals who are not tied to a physical or natural resource, economic development becomes more tied to quality of life. To attract high quality jobs and businesses, communities must offer a high quality of life, measured in part by opportunities for recreation and leisure. Communities throughout the U.S. have recognized this trend and are responding by enhancing parks and recreation, focusing on education and revitalizing (or creating) downtowns that provide walkable venues where residents and visitors feel connected to community history and are engaged in community events.

### **Premise 2: Downtown Douglas is unique.**

Downtown Douglas is a Southern Arizona unique resource. Tombstone is a recreated "western town." Bisbee is a mining town. Douglas is an early 19th century western town with original architecture unique to the southeastern Arizona region and that reflects the lifestyle of those who lived in bustling centers during the age of industrialization.

### **Premise 3: Continued renovation of historic buildings**

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**and physical improvements are necessary for successful downtown revitalization.**

A key element of creating connections to community history are physical reminders, such as buildings, sites and traditions, which demonstrate to visitors an authentic sense of place and local culture. A 2006 study by the University of Washington ([The Economic Benefits Of Historic Preservation In Washington State](#)) found that in 2004, Heritage Tourism resulting from restored downtowns and historic buildings generated an average spending of \$72.40 per visitor and resulted in higher property values. These improvements, coupled with improvements to public areas such as sidewalks and parks, spur private investment, enhance property values and create attractive environments that attract people to them. A 2007 study by [Susan M. Wachter and Kevin C. Gillen](#) of The Wharton School at the University of Pennsylvania found that investments in commercial corridor streetscapes enhanced the value of nearby housing by as much as 20%. A study from [Wichita Kansas](#) found slightly more than one dollar of private investment occurred downtown for each public dollar invested. With the renovation of the Phelps Dodge building, the City of Douglas has taken important first steps to revitalizing its downtown. County employees and visitors to the building will help to create a critical mass of activity necessary to sustain basic retail, dining and services related to government activities. However, this investment alone is not enough, and it must be nurtured with additional future public and private investments and actions that result in the restoration of other key historic buildings and downtown improvements.

**Premise 4: Diversity is essential to the success of, and to sustaining, the downtown.**

Portfolio diversity is key to a sound downtown development strategy. Diverse uses will help to even out market and seasonal trends. A diverse downtown will attract different users at different times, helping to create a destination that is always active. A diverse downtown will create an environment that can function despite minor setbacks. The City's investment in renovating the Phelps Dodge Mercantile Building will support downtown revitalization. In addition to shoppers, the County employees and others coming to the building to use County services may desire create a downtown destination that . County employees and visitors using County services may dine or seek other services related to those provided by the County and the nearby City buildings. Housing and other uses that keep the downtown busy during non-business hours and weekends are also necessary to help sustain the critical mass necessary for continued downtown revitalization.

**Premise 5: Tourism is fundamental to the success of downtown.**

Douglas is not big enough to support downtown businesses on it's own. In 2007 the median household income for Douglas was \$25,597 compared to \$40,656 for Cochise County. The City's population is estimated to be slightly less than 16,000 (excluding the prison population). As an example, according to the 2007 Economic Census, Arizona residents spent approximately 1% of their income on dining out. Applying this to Douglas, residents spend approximately \$250.00 per household per year on dining out. To support a significant number of downtown eating establishments, Downtown must capture revenues from outside the City limits.

**Premise 6: Events and programming are necessary to bring people downtown.**

Currently, the downtown has limited shopping, dining and entertainment venues that attract visitors on a regular basis. Until there is more to do downtown, programs and events can bring residents and visitors downtown on a regular basis and help to support the downtown business community. As businesses become more profitable, new business will locate to the downtown and also benefit from people attending programs and events. In time, as more businesses are established, people who attend programs and events may return to shop during non-event times. Once the downtown is established, events enhance the downtown environment.

**Premise 7: Downtown revitalization is a multi-faceted and strategic process that requires a long term commitment.**

Revitalization is not a linear process. It requires actions on several fronts in order to create the momentum necessary for success. Physical improvements, programming and promotional activities must occur simultaneously. To create an environment attractive to private investment, the City must demonstrate a permanent commitment to downtown revitalization and demonstrate through policies and actions that downtown redevelopment is a priority to the community.

**Premise 8: Cross Border Tourism will benefit the downtown.**

As goes Agua Prieta will go downtown Douglas. The more people from the U.S. side realize that Agua Prieta is an attractive town and a well-placed location to access venues in Mexico, the more they will use the Douglas POE. The more people in Mexico realize Douglas is a good location to access U.S. shopping and services the more they will use the POE at Douglas. Stakeholder interviews revealed that truckers have begun to use the Douglas POE because it saves them time and money. By working with the Mexican Consulate to advertise the POE on both sides of the border, Douglas will benefit from increased traffic and the spending it brings.

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## 5.3 Revitalization Opportunities

**With consideration of tourism in the greater south-easter Arizona area, The City of Douglas should be able to support a revitalized downtown.** Median household income, when adjusted for inflation, remained stable at about \$26,000 between 1990 and today. The City's population has increased by about 25% over the same time period (excluding the population growth due to annexation of the State prison grounds.) Complementing the stability of Douglas, are many regional and local developments that attract tourists to the region and provide an opportunistic framework for downtown revitalization:

- With the opening of Kartchner Caverns in 1999, between 150,000 to 170,000 visitors arrive in Benson, within 90 minutes of Douglas.
- The restoration of the Tombstone Boardwalk in the mid-1990's and ongoing enhancements to "old west" sites attracts over 500,000 visitors a year. Tombstone is less than 50 miles from Douglas.
- The Copper Queen Mine attracts over 50,000 tourists each year. No figures are available as to how many tourists visit Bisbee and do not tour the mine.
- The City has secured and activated Greater Arizona Development Authority (GADA) funds to restore the Phelps Dodge Mercantile Building at 10th and G Avenues for County and City offices and some public retail use. The restoration will enable combining County offices in a variety of locations into a single, downtown location. In addition to bringing employees into the heart of the city's downtown, the functions of these offices will also attract visitors who need to conduct business with the county.
- With the construction of the new commercial Port of Entry, travel to Mexico will be more convenient. This will reduce waiting times at the border and enhance U.S. access to tourist destinations, (such as Casa Grandes - a UNESCO World Heritage Site) and Gulf of Baja vacation locations popular with regional tourists (for example, Guyamas) as well as enhancing access from Mexico to Douglas and Tucson.
- The Chamber of Commerce has recently re-organized. It has new members, organized events and supports a weekly downtown farmer's market that encourages the sale of local produce.
- The Southeast Regional Medical Center has announced plans to redevelop a new facility on the west side of Pan American Avenue. This planned 81,000 square foot facility would be built over two years and bring over 200 medi-

cal professionals into the downtown. The City and County are currently considering options to finance the facility, including sales tax supported bonds.

- Agua Prieta is a significant market for Douglas, and the port of entry represents an important business opportunity. Local businesses report that up to 40% of their revenues is attributable to cross border shoppers. A 2001 survey conducted by the University of Arizona Economic and Business Research Center found that 71% of Mexican visitors primary trip purpose was for shopping.
- The City has and is planning a significant range of events on which it can build upon and attract local tourism and is currently enhancing it's event schedule. This list includes:
  - Annual Progressive Dinner Historic Church Square Douglas
  - Cinco de Mayo Balloon Festival, Cochise County Fairgrounds Douglas
  - Mariachi Festival at El Mercado, Castro Park
  - Mother's Day Cake Auction, Gadsden Hotel
  - Memorial Day Golf Tournament, Douglas Country Club Golf Course
  - 4th of July Celebrations, Citywide Veterans Park, Douglas
  - Labor Day Golf Tournament (Oldest Golf Tournament in Arizona,) Douglas Country Club
  - Labor Day Motorcycle Run and Antique Car Show, Gadsden Hotel
  - Douglas Fiestas, Mexican Independence Day, Veterans Park
  - Cochise County Fair (Biggest Event in Cochise County,) Cochise Countr Fairground
  - Relay for Life, Copper King Stadium
  - Cochise County Cycling Classic, Castro Park
  - Douglas High School Homecoming Week
  - Douglas High School All Class Reunion
  - Dia de Los Muertos Celebrations, Citywide observance of Day of the Dead.
  - Veterans Day Celebrations, Parade and Celebrations at American Legion Hall Douglas
  - Turkey Trot Walk-Race for the Cure, Douglas Airport Park
  - Christmas Light Parade, Historic G Avenue

(Source: Carlos Valenzuela Resources LLC)



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## 5.4 Revitalization Challenges

With the shutdown of the Douglas Smelter and the relocation of Phelps Dodge headquarters to Phoenix in 1982, Douglas and its downtown lost many middle income residents who supported the city's middle and upper class as well as downtown Douglas businesses. While the city has worked to recover from the relocation of Phelps Dodge, the downtown faces challenges.

- The 2004 opening of the Wal-Mart and the development of additional retail space housing other nationally owned retail uses on 5th street west of the downtown, and within a short walking distance of the Douglas Port of Entry resulted in Douglas' downtown (G Avenue) losing a significant portion of its cross-border market. The 2008 Mexican Visitor Study reported that 51% of all shoppers from Mexico use the Douglas Wal-Mart and 31% shop at the Douglas Safeway.
- Many downtown businesses either closed or relocated to the retail area around the Wal-Mart, further eroding downtown activity.



Boarded up and vacant buildings reduce the appeal of the downtown environment and create a challenge to revitalization.

Photo: PLAN\*et.

- While downtown was working to overcome local challenges, Fort Huachuca was changing its mission and increasing in size. New soldiers and their families provided a larger market for retail uses in Sierra Vista than did Douglas and businesses migrated to Sierra Vista. Now, Sierra Vista captures most of the region's local-serving retail and Douglas residents must travel to Sierra Vista to shop.
- Currently, many of the businesses remaining in the downtown either depend on their physical structure for their operation (for example, the Gadsden Hotel, Grand Theatre), own their buildings outright (for example, those store owners who also own their buildings), or are government uses maintained to support the downtown or in buildings owned by the City or County.
- Because many buildings are vacant, retail operations are marginally profitable (or not profitable) and price is a determining factor in clientele, downtown buildings and façades are in need of upgrades or complete renovations. Some buildings have been vacant for an extended period of time and are without roofs, walls, or interiors. At the north end of the downtown especially, vacant lots and buildings make the downtown seem neglected.
- While the city's median household income has remained stable, Douglas residential spending alone is not sufficient to support revitalization without capture of additional revenue from non-Douglas residents. As a result, enhancing tourism, capturing spending from people who work in Douglas and live outside the City and cross border spending is critical to the success of the downtown.
- Pan American Avenue (U.S. 191) is a Federal Interstate Highway that forms the western border of the downtown. This segment of roadway carries between 2800 and 3000 vehicles daily and has the potential to provide substantial drive-by exposure to the downtown. Because it is an interstate, local business access is severely limited, and development along the east side of Pan American Highway backs onto it, creating a downtown edge that is uninteresting and that obscures downtown from tourists crossing the border. If the road were owned and managed by the City, local access would be permitted.



- As part of the Development of the commercial Port of Entry, Chino Road (5th Street) is being improved as a direct truck route to State Route Arizona 80. This connection has the potential to divert border tourist and commercial traffic from Mexico to the Wal-Mart commercial area before it reaches the downtown, and divert traffic to Mexico from U.S. 80 to the Wal-Mart commercial area and the border, bypassing the downtown completely.



The Wal-Mart Center and other border-reliant commercial development at 5th Street on the west side of Pan American Avenue competes with the downtown for customers.



Limited access along Pan American Avenue results in obscuring the downtown from this high-volume roadway.



The Chino Road Bypass reduces the amount of traffic traveling through the downtown and along Pan American Avenue between S.R. 80 and the Port of Entry.

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## 6.0 REVITALIZATION PLAN VISION, GOALS, STRATEGIES AND ACTIONS

### 6.1 Revitalization Plan Vision

The Revitalization Plan Vision is supported by goal-driven public and private sector policies and actions and a physical improvement plan. The goal driven policies and actions are included in this chapter. The physical improvement plan is included in Chapter 5.2.

#### REVITALIZATION PLAN VISION

**Downtown Douglas** is a “must-see” location within southeastern Arizona. The downtown includes the restored Gadsden Hotel, Grand Theatre, Phelps Dodge Mercantile Building, YMCA and other historic store fronts. When possible and practical, sustainable techniques and methods are used for revitalization, restoration, new development and renovation of downtown buildings and the downtown streetscape. Within the downtown buildings are residential, commercial and mixed uses. The downtown is economically sustainable because it attracts tourists, visitors and employees working in downtown offices, the new Southeastern Regional Medical Center and nearby locations. People come to downtown because it is a unique and enticing place to shop, dine in locally owned restaurants and participate in festivals and events. The downtown is internally connected and connected to the border and other retail locations within the city by a local shuttle, bicycle lanes and pedestrian facilities.

### 6.2 Elements of the Vision

The Vision for the Downtown includes the following components:

- **Celebration of Douglas’ Heritage Through The Restoration Of Historic Resources And Implementation Of Streetscape Improvements That Encourage Revitalization And Result In The Downtown Becoming A Regional, Statewide And International Tourist Attraction** - Downtown Douglas is unique. It’s buildings recall the early days of industrialization in the United States, when minerals and railroads were primary drivers of the economy. Restoration of these historic downtown structures is the first step to revitalizing the downtown so it can offer an experience different from other southeastern Tourist venues such as Bisbee (mining) and Tombstone (settlement of the west) and create an environment that is attractive to new business. Without restoration of these and other buildings, the downtown will continue to loose businesses and customers to locations with more attractive environments.



- **A Strong Downtown Community**- An innovative, dynamic, convivial downtown that encourages social, civic and leisure interaction, and evokes a 'pride of place' where people love to live. An active downtown merchants association and/or Chamber of Commerce that is supported by the City.
- **Long-Term Property And Business Value**- Decisions regarding public investment are based on a long-term outlook oriented towards increasing value for the entire community over time, rather than incrementally with a short-term view. To achieve the Revitalization Plan Vision, public and private investments must be consistently made over long-term.
- **Open Space Integrated Into The Downtown Fabric** – Capitalizing on Opportunities for the development of plazas, downtown parks, and green streets are integrated into the Vision for the revitalization of the downtown and its streetscape.
- **Pedestrian and Non-Motorized Connectivity Between The Downtown, Mexico, Border Retail And Other Key Douglas Attractions** - The Revitalization Plan Vision includes a downtown internally connected to the Port of Entry, the planned Southeastern Medical Center, a renovated YMCA building and retail uses along 5th Street with pedestrian, vehicular and bicycle connections.
- **Integrated and Mixed Uses In Renovated And New Downtown Buildings** - By providing economic diversity, mixed and integrated land uses help to maintain and improve property values and sustain the economy during market fluctuations. The Revitalization Plan Vision includes office, service, housing, lodging, tourist, residential, commercial, arts and entertainment uses within the downtown.
- **A Variety Of Retail, Dining, Tourist and Cultural Experiences** - The Physical Plan that supports the Revitalization Plan Vision creates Cultural, Government Center/Historic and Barrio districts that are based on authentic downtown features, are walkable, visually rich, and responsive to key uses and opportunities located within them.
- **Economically and Environmentally Responsible Practices**- The Vision calls for a sustainable downtown. Through economic diversity and responsible use of indigenous resources, the downtown will be economically sustainable. Additionally, the Vision includes support for environmentally responsible practices and principles implemented at each level of downtown planning and design.

## 6.3 Revitalization Goals, Strategies and Actions

This section of the plan includes a range of strategies that are designed to move downtown Douglas towards accomplishing its vision for downtown revitalization. The strategies are presented as short, mid and long term. Taken together, they provide a coordinated, sustained program to incrementally restore downtown Douglas into a vital commercial area with profitable businesses that provide revenues for the city.

### GOAL 1: CELEBRATE THE UNIQUE CHARACTERISTICS OF THE DOWNTOWN

G Avenue in Downtown Douglas is slightly more than one mile of streetscape with a variety of building types, land uses, and building conditions. Within the downtown, there are already centers of activity:

- 10th Street which houses city and county offices and courts (existing and planned Phelps Dodge Mercantile Building which is currently being renovated) and library
- The Gadsden Hotel as a drive-by and "photo stop" destination for tourists
- Retail on G Avenue south of 10th Street;
- The Grand Theatre on G Avenue just south of 11th Street (underway effort)

These existing centers have survived because they are integral to the community and economy of Douglas. In the case of the Grande Theatre and Gadsden Hotel, they recall the City's role in the settlement of southeastern Arizona and the challenges of border towns. The City's economy is tied to the border, and retail continues along G Avenue south of 10th street because these uses serve the local Agua Prieta market in a way that corporate retail, such as Wal-Mart cannot. Local retail service stores on the southern portion of G Avenue cater to residents living in the immediate area, Douglas' Hispanic community and cross-border shoppers.

To build on these existing synergies this Goal includes strategies to create three **land use districts** that recognize and celebrate Douglas' culture and history by making it accessible, enjoyable and interesting.

**The Cultural District** is located at the northernmost end of G Avenue, from it's intersection with Pan Ameri-

can Avenue to 12th Street. It includes an historic hotel that is currently used as a private residence, other historic buildings in need of repair, regionally appropriate uses such as a feed store, the Grand Theatre and a large number of vacant lots that could be reused in the short term for fairs and festivals and in the long term for redevelopment appropriate to the context of the downtown. Revitalized as a Cultural District, this portion of the downtown offers buildings with storefronts that could easily be used as gallery space and upstairs living quarters. This District could become a home base for Chicano artists as well as artists who may be priced out of nearby Bisbee.

**The Government/Historic District** includes G Avenue south of 12th Street to 10th Street. Within this area, the G Avenue streetscape is consistent and active. This area includes the renovated Phelps Dodge Building, the Gadsden Hotel, the Grand Theatre, the historic YMCA as well as historic and other buildings in need of renovation and repair. Restoration of the historic buildings in this District, coupled with the activity generated by City and County offices could create an area large enough and attractive enough to become a destination and generate the momentum necessary to jump-start downtown revitalization.

**The Barrio District** is located south of 10th Street to approximately 7th Street. This area includes mid century single-story homes, apartments and retail buildings with businesses that cater to cross-border trade. Within the Barrio District, most of the active retail uses are located north of 7th Street. Between approximately 7th Street and the U.S.-Mexico border, G Avenue becomes a neighborhood commercial street, with local service and retail uses. The cultural influence of Mexico could be used to create a theme for the revitalization of this area into a downtown neighborhood.

**STRATEGY 1:** Create three downtown Districts that are guided by a physical plan (Map 3).

- Cultural District
- Government/Historic District
- Cultural/Barrio District

**Actions That Implement This Strategy:**

**SHORT TERM:**

- i. Adopt and Implement this plan.

**STRATEGY 2:** Inform visitors and downtown merchants about planned upgrades and improvements included in this plan.

**Actions That Implement This Strategy:**

**SHORT TERM:**

- i. Publish regular updates about downtown upgrades and improvements.
- ii. Place the images describing each district that are included in this plan in storefront windows and the renovated Phelps Dodge Building to inform and excite the community about down-



## The Warehouse District

● DEVELOPING A NEW NEIGHBORHOOD

Peoria is looking for a few good developers. The Warehouse District just south of downtown is being transformed into a vibrant, mixed-use residential and commercial neighborhood. The grand multi-story brick warehouse buildings are being converted into condominiums, loft apartments, and shops and restaurants. The area is on the Illinois River and close to I-74 and all the attractions of our great downtown.



The City provides **great incentives** to help redevelopment. The **Tax Increment Financing District (TIF)** provides 50% of the new property taxes to the developer, with the other 50% used for public infrastructure. The Enterprise Zone provides sales tax exemption on building materials. Most of the historic lofts were built before 1936, and are **eligible for Federal Tax Credits of 10 to 20% of investment**.

**BEFORE**



**AFTER**

The consulting firm of Ferrell Madden & Associates reports that the Warehouse District can support 180 dwelling units per year, with a **total of 3,600 new homes by 2025**. These consultants also project that the market could bear development of 220,000 square feet of commercial space over the next 20 years.

The consulting firm of Tracey Cross makes similar projections. They **project that the area can support nearly 200 dwelling units per year** in their updated 2009 study.

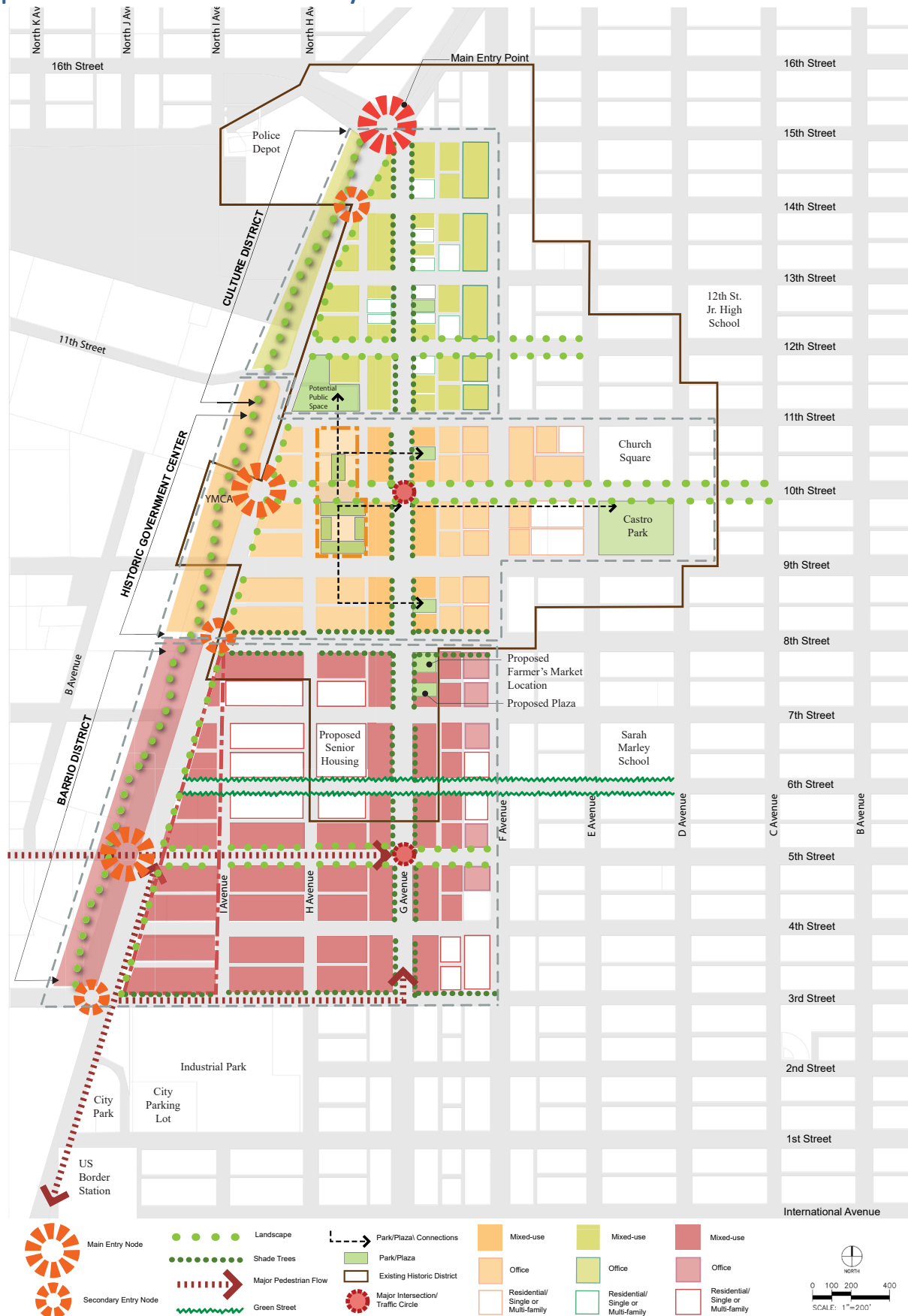


View the studies at: <http://www.marketresearchpeoria.blogspot.com>



Materials such as this flyer for the City of Peoria, Illinois Warehouse District can describe the potential of downtown. Source: <http://warehousedistrict.blogspot.com/>

Map 3: Downtown Districts Created By This Plan





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town revitalization.

- iii. Use the images in this document to market the downtown to potential new business and to encourage existing property owners and businesses to invest in renovation of their premises.
- iv. Provide Quarterly updates on the progress of plan implementation to the City Council.

- iii. Work with local merchants to implement portions of the Physical Plan. For example, improve the streetscape by encouraging merchants to place and maintain planters and benches immediately outside their storefronts.

## **GOAL 2: MAKE DOWNTOWN AN ATTRACTION TO RESIDENTS, TOURISTS AND BUSINESSES**

With the renovation of the Phelps Dodge Mercantile Building, the city will add an important activity center to the downtown. The building will house county employees, and will be a destination for residents and visitors. Enhancing the immediate environment of the Phelps Dodge building and the City of Douglas Administration building grounds located across 10th Street from the Phelps Dodge Building will encourage downtown visitors and employees to stay and experience the downtown environment. A key component to the success of this goal is the implementation of the Physical Plan described in Section 5.2 of this document. A physically attractive downtown environment becomes a destination that people return to, and one that can successfully compete with other locations for retail and other uses that benefit the community. Conversely, a neglected downtown has extremely limited marketability and is contrary to this plan. In a neglected downtown, retail establishments and other uses must overcome their physical environment to attract and keep customers. Tourists and visitors may not feel safe, or come downtown once, find little of interest and not return.

### **STRATEGY 1: Implement the Physical Plan streetscape design included in this plan.**

#### **Actions That Implement This Strategy:**

##### **SHORT TERM:**

- i. Apply for 2011-2012 [Transportation Enhancement Funds](#) to improvement the Downtown Douglas Pedestrian Environment in Accordance with this plan.
- ii. Work with SEAGO to include street improvements in accordance with this plan in the TIP (Transportation Improvement Program.)



Enhancement funds were used to improve the pedestrian environment in Catlin Court, in downtown Glendale Arizona. This \$1 million project included special paving, placing utilities underground, new period lighting elements, landscaping, seating areas with benches, bike racks and trash receptacles. Source [http://www.azdot.gov/highways/SWProjMgmt/enhancement\\_scenic/enhancement/Common/Apply\\_Project\\_Policy\\_Guidelines.asp](http://www.azdot.gov/highways/SWProjMgmt/enhancement_scenic/enhancement/Common/Apply_Project_Policy_Guidelines.asp)

### GOAL 3: ATTRACT TOURISTS FROM OTHER SOUTHEASTERN ARIZONA VENUES TO DOUGLAS

Based on the economic analysis in this plan, Douglas is conservatively estimated to be able to attract one third of the annual Tombstone tourists. Within the region, the Kartchner Caverns in Benson and the Bisbee Copper Queen Mine and downtown also attract tourists. (Figure 23)

**STRATEGY 1: Work with downtown merchants to attract visitors with advertisements and special offers coordinated with existing operations such as Slaughter Ranch, the Douglas-Williams historic museum and the Gadsden Hotel.**

Actions that implement this strategy:

#### MID-TERM:

- i. As each guest room in the Gadsden Hotel is renovated, provide free admission to Slaughter Ranch and the Douglas Williams Museum with a paid night's lodging at a renovated room in the Gadsden Hotel.
- ii. Offer a discount on Gadsden lodging or free desert/buy one get one free meal at the El Conquistador Dining Room with two paid admissions to Slaughter Ranch, Copper Queen Mine or the Douglas Williams Museum.

**STRATEGY 2: Create A Series of tourist routes between Tucson and Douglas.**

While the American west is a tremendous international tourist attraction, local or weekend tourists are also important to southwestern Arizona's economy. Creating a series of tourist loops featuring different attractions could encourage repeat weekend visitors, and could be combined for a longer trip for one-time tourists. While this strategy can be accomplished by the City on it's own, it would benefit the City to work with other jurisdictions, the County, the Mexican Consulate and potentially, the State Department of Commerce to organize and advertise the route.

Actions That Implement This Strategy:

#### SHORT TO LONG TERM:

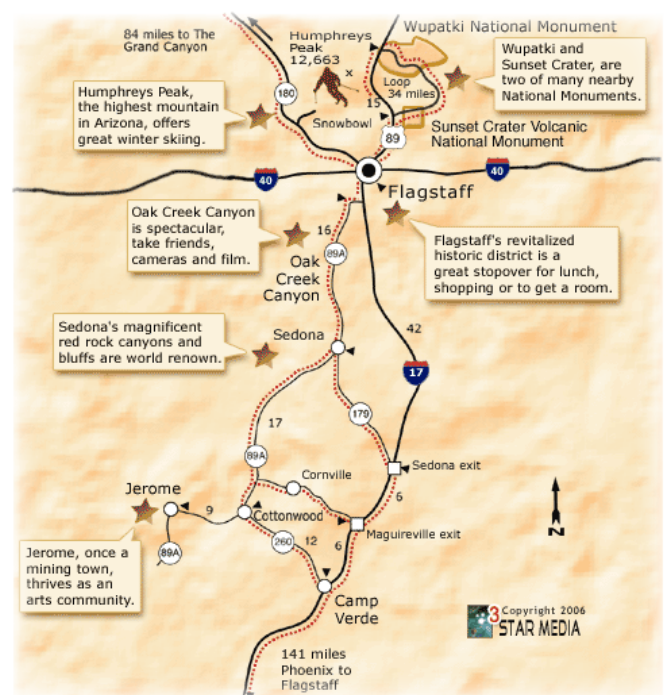
- i. **Create a Copper Horseshoe Loop.** One of the five Arizona "C's" is copper, and many locals will tell visitors, "if it wasn't grown, it was mined." Arizona's contemporary and past mining history could be used to revive the historic "Copper Horseshoe Loop" that started in Benson and

extended to the mines in Bisbee, the smelter in Douglas and returned to Benson through Sierra Vista. Reviving and extending this route could include:

- Kartchner caverns (which used mining technology to construct it's passages)
- The Copper Queen Mine and Lavender Pit
- The remains of the Douglas Smelter
- Portal birding/Sky Islands

To bring tourists downtown, a mining museum, focusing on the role of the Smelter, could be started in the Phelps Dodge Mercantile or another nearby building. Future longer term projects associated with this route could include:

- Obtaining funding to create an interpretive exhibit at the site of the Smelter
- Creating an historic homes tour that highlights executive housing from the early 1900's through the 1950's, when Phelps Dodge executives lived in Douglas
- Hosting a local mineral fair, associated with the Gem and Mineral Show in Tucson that highlights the history of mining in Douglas



Developing scenic drives and advertising them on travel websites and in the newspapers could capture regional tourists and bring them to downtown. Source: [http://www.sedonacottage.com/Oak\\_Creek\\_Canyon.html](http://www.sedonacottage.com/Oak_Creek_Canyon.html)

Partners in advertising and establishing this route could include the Arizona Department of Mines and Minerals, the Arizona Mining association, the many independent mining companies operating in the area and the larger mining companies including Phelps Dodge, ASARCO, SRP (operates coal fired plants) and BHP.

**ii. Create a Western History Loop.** The national and international interest in western history is enough to sustain a separate loop dedicated to it. This loop could also start in Tucson and pass through Sierra Vista to Douglas, onto Bisbee, Tombstone, Benson and back to Tucson. This route could include the established tourist destinations of Kartchner Caverns and Bisbee. Because many of the destinations along this route are already established, the City can benefit from destinations with an established tourist base. The route could be advertised as a two, four or six day trip, depending on the number of sites and stops (for example, the six day trip could include an overnight in Tombstone, Bisbee and Douglas; the four day could include an overnight in Bisbee and Douglas or Tombstone and Douglas.) Douglas' participation in this route would be enhanced and progressively increased over time. The basic route could include:

- Start in Tucson (pick your attraction)
- Kartchner Caverns State Park - unique land formations
- Tombstone offers a "Wild West" image with a historic main street and the OK Corral gunfight
- Bisbee offers a contemporary arts and culture scene set in a dramatic landscape
- Copper Queen Mine Tour AND
- Douglas attractions

## Stage 1:

- Gadsden Hotel Lobby and Restaurant. Provide interpretation (beyond what is already in the lobby) about the murals in the restaurant, stories about the bar through framed text and black and white photographs. Direct visitors to the second story hallway exhibits, and provide additional interpretation (via photos and text) along the second floor mezzanine
- Grand Theatre. Provide a plaque outside the Theatre describing its history and significance to Douglas. Provide tours of on-going renovation activities
- Recruit local social studies classes to "adopt a building" along G Avenue by learning and writing about it's local history. Use this information to create a walking tour and to provide plaques describing the significance of historic buildings along G Avenue. Include a description of plans for their renovation and reuse to attract potential investors, and return visitors
- Move the Visitor Center to the renovated Phelps Dodge Building or another building on Main Street
- Skeleton Canyon Hike (self-guided)
- Slaughter Ranch. Use and build on the existing attraction of Slaughter Ranch to draw people downtown by offering a free desert with the purchase of a meal at the Gadsden Hotel to visitors that can provide a stamp showing they visited Slaughter Ranch

## Stage 2:

- Recruit local social studies classes to adopt a house or building around the 10th Street park and write a history about it. Place signs outside each home describing the occupants, or events that occurred to the occupants of each historic home. Develop a self-guided Historic Home Walking Tour
- Purchase and renovate, as an early 1900's drugstore, a building along G Avenue. Develop a museum/visitor center in the building. Sell items that celebrate the history of Douglas (postcards, ore from the smelter, mining memorabilia)
- Host an historic Douglas reenactment day. Merchants would dress in period clothing, prohibit cars on main street, work with local residents to bring and ride their horses and wagons along G Avenue



Loops could be featured in articles such as this one in a recent issue of the Arizona Republic.



### Stage 3:

- Renovate the façades of the homes around 10th Street Park. Purchase one home (or enhance the existing Douglas Williams home) so that visitors could tour an historic settler home with authentic (or reproduction) furnishings

iii. **Create an Independence Loop.** Southwestern Arizona has a rich military history. This loop could tell the story of those who fought for their tribes and countries. Starting in Sierra Vista with Fort Huachuca, and the Buffalo soldiers, this loop could also include bringing people to Douglas to see historic, battle and camp sites including:

- Camp Harry Jones
- Skeleton Canyon
- Gadsden Hotel (Pancho Villa)

**STRATEGY 3:** Monitor travel sites on a regular basis to ensure they provide accurate information about Douglas.

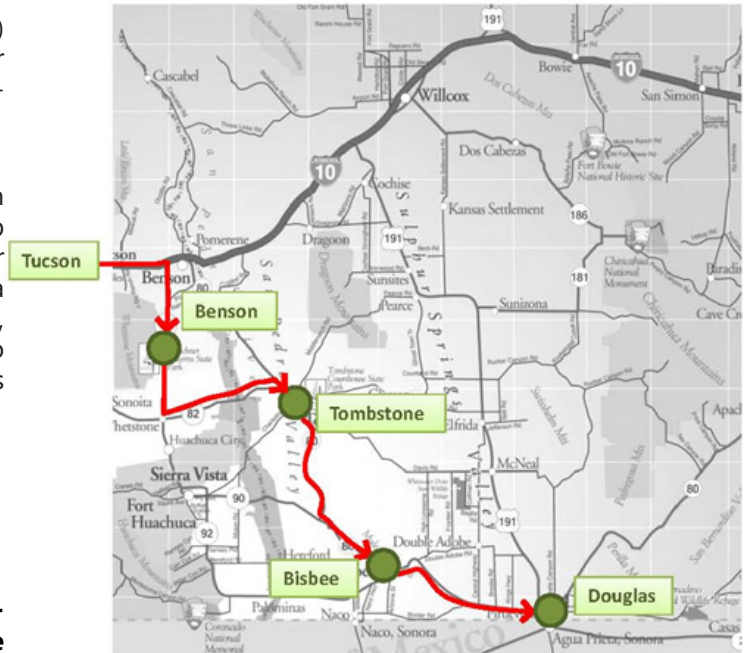
A quick review of travel information sites results in many questions about Douglas and many recommendations to travel to nearby destinations. Regularly monitoring these sites, and providing accurate information about the City, lodging, restaurants and events will help encourage visitors to spend more time and stay in the City and visit the Downtown. These sites include [Lonely Planet](#), [Fodors](#) and [TripAdvisor](#).

Actions that implement this strategy:

#### SHORT TERM:

- Regularly monitor [Lonely Planet](#), [Fodors](#) and [Trip Advisor](#) websites.

**Figure 23: Tourist Destinations in Proximity to Douglas**



### STATE AND PRIVATE HISTORIC PRESERVATION RESOURCES

**Historic Preservation Tax Credits (HPTC):** Direct tax reduction equal to a percentage of funds spent preserving a historic building to administered by State Historic Preservation Office. Overseen by National Park Service (a Federal tax credit – not a deduction against income – comes straight off the tax bill and is a real incentive for the wealthy with high tax rates to invest in restoring historic buildings).

**Getty Grant Program GGP:** – Getty Conservation Institute (matching)

**Arizona Heritage Fund (AHF):** Matching funds TEMPORARILY HALTED DUE TO BUDGET CRISIS – hopefully to be reinstated. Administered by AZ State Parks.

**Arizona Main Streets AMS:** TEMPORARILY HALTED DUE TO BUDGET CRISIS – hopefully to be reinstated. Administered by AZ State Parks.

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## GOAL 4: CAPTURE A GREATER SHARE OF COCHISE COUNTY RETAIL SPENDING

The economic analysis (Chapter 3) found that there was significant retail spending leakage to Sierra Vista. It projected that capturing a portion of new growth leakage combined with growth in existing spending from 2010 to 2020, the downtown could support an additional 200,000 square feet of retail and restaurant space.

**STRATEGY 1: Renovate, restore and re-tenant the historic buildings along G Avenue as a downtown attraction that will help recapture leaked spending and a share of the retail market attributable to growth.**

Actions that implement this strategy:

### SHORT TERM:

- i. **Complete the renovation of the Phelps Dodge Building.** Renovation of Phelps Dodge Mercantile Building will create a critical mass of employees in one downtown location and help to focus spending in downtown. Because of the number of people working in the building, and the potential for attracting visitors to the downtown who do business with the county, retail within or adjacent to the building has the best chance of success. Efforts should be made to locate a small coffee/breakfast/luncheonette and a sundry shop (e.g. stamps, snacks) as a ground floor space within the building that is directly accessible and visible from the sidewalk or, create these uses in a proximate storefront or in a retail storefront in the Gadsden Hotel. Further efforts at retail revitalization and renovation should proceed outward from this location.
- ii. Exercise city enforcement authority to encourage the rehabilitation and reuse of downtown buildings.
- iii. Require Design Review Committee and City Council approval of all requests for demolition permits for downtown buildings.

### MID- TERM:

- iv. **Upgrade the Gadsden Hotel.** The Gadsden Hotel is a beautiful historic hotel that is a nationally known asset. The grand lobby and restored murals are one-of-a-kind attractions for visitors. While the hotel receives wonderful reviews as an interesting and fun place to visit, it has received negative reviews as a place to stay. The restaurant and historic bar barely receive a mention. To maximize the potential for this hotel as one of the “brands” of Douglas, the city and hotel operators should work to-

gether to find funding to renovate and restore the rooms with thematic historic elements. Once renovated, the hotel operators and city should work together to obtain a minimum three star rating for the hotel. This could be accomplished by renovating a set number of rooms each year, and only let the renovated rooms.

- v. **Restore the Grand Theatre** – The Grande Theatre is in the process of being restored with private and grant funds. This important project has the potential to attract significant visitation, provide a regional entertainment and convention venue as well as support further retail and restaurant development.

### MID-TO LONG TERM:

- vi. **Rehabilitate the Historic YMCA** - This building is a key gateway element of the downtown. There are many options for renovation and reuse of this historically significant building. Public uses could include a youth center or community center associated with a park. Private uses, which could be executed through a public - private partnership could include an Elder Hostel, bed and breakfast, Senior Citizen Housing or hotel.

### LONG - TERM:

- vii. **Construct a Senior Housing Project.** There is a need for senior housing in Douglas. A Senior Housing project, constructed in the downtown could provide easy access for residents to the planned hospital and government services, as well as adding a residential component to the downtown. Often, these uses include dining facilities. The facility associated with the senior housing could also be open to the public, and could result in another dining opportunity located downtown.
- viii. **Encourage the development of market rate housing downtown.** Market-rate housing is needed in Douglas. Downtown housing will provide a base to support other downtown uses.
- ix. Consider selling city-owned vacant historic and other downtown buildings in need of renovation and repair for \$1.00 with a contract that the owner will renovate the building in keeping with historic and other guidelines within three years or ownership of the building will revert to the City plus a fee for the time the building was privately used.



Initial phases of the Watertown MN. downtown revitalization include property acquisition, demolition and infrastructure improvements necessary to accommodate the development of a 50-60 unit, active living, senior housing rental building. Source: [http://www.ci.watertown.mn.us/projects\\_dt\\_revitalization.php](http://www.ci.watertown.mn.us/projects_dt_revitalization.php)



The Grand Theatre is currently being renovated by the Douglas Arts and Humanities Association. Photo: PLAN\*et.



#### FEDERAL FUNDING OPPORTUNITIES

*The Advisory Council on Historic Preservation offers these options for renovation of historic buildings on its website. The list includes:*

**Save America's Treasures Grants:** Since its creation in 1999 in recognition of the approaching new millennium, the Save America's Treasures program has provided \$265 million for preservation of historic properties and cultural artifacts.

Historic properties receiving funds must be nationally significant and be threatened, endangered, or otherwise demonstrate an urgent preservation need. [www.nps.gov/history/hps/treasures](http://www.nps.gov/history/hps/treasures)

**National Scenic Byways Grants:** The National Scenic Byways Program provides technical and financial assistance to help preserve America's scenic roads and promote tourism and economic development. FHWA administers the program and designates roads as National Scenic Byways and All-America Roads, the best of the National Scenic Byways. <http://www.bywaysonline.org>

**Challenge Grants:** These grants help organizations secure long term support for, and improvement in, their humanities programs and resources. Funds can be used to create endowments for maintenance of facilities. In special circumstances, challenge grants can help with limited direct costs, including construction and renovation of facilities. <http://www.neh.gov/grants/guidelines/challenge.html>

**Preservation and Access:** Grants for stabilizing humanities collections: these grants help museums, libraries, archives and historical organizations preserve their humanities collections through support for improved housing and storage, environmental conditions, security, lighting and fire protection. Renovation costs required to rehouse and install climate control, security, lighting and fire protections systems are eligible. <http://www.neh.gov/grants/guidelines/stabilization.html>

**We the People: Interpreting America's Historic Places Grants:** Interpreting America's Historic Places Projects may interpret a single historic site or house, a series of sites, an entire neighborhood, a town or community, or a larger geographical region. [http://www.neh.gov/grants/guidelines/IAHP\\_Planning.html](http://www.neh.gov/grants/guidelines/IAHP_Planning.html) and [http://www.neh.gov/grants/guidelines/IAHP\\_Implementation.html](http://www.neh.gov/grants/guidelines/IAHP_Implementation.html)



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## GOAL 5: EXPOSE DOWNTOWN TO A WIDER MARKET

**STRATEGY 1:** Create a Douglas tourism website that is linked to keywords including Tombstone, Bisbee, western travel and other attractions in the region.

Actions that implement this strategy:

### SHORT TERM, WITH INFORMATION ABOUT FUTURE RENOVATION AND DOWNTOWN IMPROVEMENT ACTIVITIES.

- i. **Create a Douglas tourism web page.** Currently, most links for southwestern travel include Bisbee, Tombstone and Benson. Enhance the exposure of Douglas by linking a site, specifically designed for visitors and to attract tourists, to key words and established destinations within the region.
- ii. Link the Greater Douglas Chamber of Commerce Website to travel websites.

**STRATEGY 2:** Attract summer visitors by advertising Douglas' climate.

### MID-TERM

- iii. **Advertise Douglas as a cool weekend escape from Tucson and Phoenix.** Douglas' 4,000 foot elevation makes it cooler than Phoenix and Tucson. Advertising Douglas as a cool, lower cost than Bisbee, weekend escape could help to support downtown lodging, as well as provide support for reuse of historic buildings throughout the City as bed and breakfasts. Because housing costs are lower in Douglas than in neighboring Bisbee or Sierra Vista, this strategy could also encourage Tucson and Phoenix area residents to consider Douglas as a location for summer vacation homes.

**STRATEGY 3:** Advertise Downtown Douglas in overseas and national markets.

Actions That Implement This Strategy:

### Short Term

- i. Work with the [Cochise County Tourism Council](#) to advertise events and festivals in Douglas on websites, in promotional materials and at trade fairs on its website <http://www.explorecochise.com/>.
- ii. Work with the [Arizona Office of Tourism](#) to advertise events and festivals in Douglas on websites, in promotional materials and at trade fairs.

- iii. Work with [Visit Tucson](#) to advertise events and festivals in Douglas on websites, in promotional materials and at trade fairs.
- iv. Work with the Mexican Consulate to advertise Douglas events in Agua Prieta.

### LONG TERM, WITH COMPLETED RENOVATION OF THE GADSDEN HOTEL AND GRAND THEATRE.

- v. Set up a Douglas Tourism Booth at the Arizona Gem and Mineral Show in Tucson.
- vi. Work with the Phoenix, Tucson and Scottsdale Convention Centers to provide materials on Douglas events in their promotional materials.
- vii. Work with Sky Harbor and Tucson International Airports to provide advertising for downtown Douglas events in their facilities.

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**GOAL 6: TIE DOWNTOWN REVITALIZATION TO LOCAL ASSETS AND OTHER CITY AND REGIONAL ECONOMIC DEVELOPMENT PROJECTS**

The downtown will benefit as Douglas becomes a more attractive location for employers and new businesses. The city's capture of the call center, and its current consideration of a sales tax to support relocation expansion of the Southwestern Regional Medical Center to a site next to downtown will result in more shoppers and spendable income that could be captured by the downtown. Additionally, working with other jurisdictions to promote the region could result in reduced marketing costs and a wider marketing reach.

**STRATEGY 1: Support the expansion of the Southwest Regional Medical Center to a site in or within close (less than 1/4 mile) distance of G avenue. Connect the center to the downtown through signing, marked crossings of Pan American Avenue (Interstate 191) and sidewalks that are unique and attractive.**

*Actions that implement this strategy:*

**Short Term**

- i. Support, through bonding and/or other partnerships, the relocation of the Southwest Regional Medical Center to a new location next to downtown.

**Mid- to Long Term**

- ii. Work with other medical providers, such as the Chiricahua Health Care Centers to locate new and additional facilities in the downtown near the Southwest Regional Medical Center site.

**STRATEGY 2:**

Convene quarterly economic development forum in downtown Douglas. Invite economic development staff/managers from Tombstone, Bisbee, Sierra Vista, Benson and Cochise County to participate in coordinating regional and local economic development activities.

*Actions that implement this strategy:*

**SHORT TERM**

- i. Enlist the support of Cochise Community College in facilitating a quarterly regional economic development meeting that focuses on enhancing tourism to southeastern Arizona. Enlist the help of the College in organizing the meetings and setting an agenda.

**STRATEGY 3:**

**Support the formation of a local arts organization.**

*Actions that implement this strategy:*

**SHORT TERM**

- i. Work with the Chamber of Commerce to support the formation of a Douglas Arts Association. Support the Association through Arts Events, and providing exhibit space in City buildings and at downtown events.



The Sedona Visual Artists Coalition was formed in 1996 with eight members and today has over 200 members. <http://www.sedonaartistscoalition.org/artists/home.php>

**STRATEGY 4:** Create a connection between downtown and other historic areas within Douglas.

Actions that implement this strategy:

**LONG TERM AFTER THE RENOVATION OF HISTORIC BUILDINGS ON G AVENUE AND CONSTRUCTION OF THE DOWNTOWN STREETScape**

- i. Rehabilitate 10th Street Park as the centerpiece of the Douglas Historic Home District and connect it to the downtown through the use of streetscape elements and signing.

**STRATEGY 5:** Use downtown venues as a gathering place for conferences and events that take place in Douglas.

Actions that implement this strategy:

**MID-TERM AFTER THE RENOVATION OF HISTORIC BUILDINGS ON G AVENUE AND CONSTRUCTION OF THE DOWNTOWN STREETScape**

- i. **Support the growth of the Little League Industry in Douglas.** Organize and promote a Little League Expo, and bring participants downtown by using the Gadsden Hotel Lobby as the main exhibitor space.

- ii. **Work with local merchants and artists to create a Douglas "Art Happenings."** At specific times during the year, short term (two months or less) lease buildings to local artists for exhibits and events. Work with the State Prison to recruit labor to clean and prepare the buildings for exhibits. Advertise the "Art Happenings" throughout the region and at the Phoenix and Tucson Museums of Contemporary Art.
- iii. Work with local artists to paint murals on vacant buildings during "Art Happenings" events. At each event, repaint the previous mural so there is a constantly changing display.
- iv. Work with outside Chicano artist groups such as [Calaca Cultural Center](#) to catalyze the growth of a Chicano arts community in Douglas.

**GOAL 7: INCREASE THE NUMBER OF BRANDS FOR WHICH DOUGLAS IS KNOWN**

Fairs and festivals celebrate local culture, history and characteristics. Over time, regular events will develop a consistent following and bring people downtown. While the City has periodically tried using fairs and festivals, these "one time" events were met with limited attendance. It is important to give these types of efforts time to grow followings and become anticipated local traditions.

**STRATEGY 6.1: Hire a downtown event coordinator.**

Actions that implement this strategy:

**SHORT TERM**

- i. Work with the Chamber of Commerce to Share the costs of hiring a downtown events coordinator/tourism director.
- ii. Until an events coordinator/tourism director can be hired, work with local corporations such as Cochise Community College, APS, the Southeast Regional Medical Center or Advance Call Center to provide in-kind support to organize downtown events.

**CHICANO HUMANITIES & ARTS COUNCIL**

**Dedicated to the preservation & promotion of Chicano/Latino Culture.**

The Chicano Humanities and Arts Council (CHAC) Gallery features the art and culture of the vibrant Chicano/Latino community of Denver and the surrounding areas. Stop by the gallery and immerse yourself in the most unique and popular Cultural Gallery in Denver

772 Santa Fe Drive Denver, CO 80204 [view map]  
phone: (303) 571-0440  
HOURS: Wednesday & Thursday 10 AM - 4 PM  
Friday 12 - 5 PM & Saturday 12 - 4 PM  
Make a Donation | Subscribe to our Newsletter

**News & Upcoming Events**

**Call for Entry: "Milagros del Corazon" Miracles of the Heart Fundraiser! February Events 2011**

**You have been invited to design a heart!**

You are cordially invited to design a piece of memorable artwork for CHAC's 12th annual silent auction fundraiser! We provide you a blank wooden heart, for a donation of \$2.00 to cover supplies, which you will turn into one of your magnificent masterpieces! We ask that you make your heart representational of your body of work. In other words, if you are a painter known for painting particular themes let your heart be the canvas for your theme. Be sure to cover the entire wooden surface and make your art community friendly.

You are also invited to submit original artwork, goods or services, baskets or items for baskets. Your donation of these items to CHAC's fundraiser will all be tax deductible.

A program such as the "One Artist, One Hour" program offered by the Denver Chicano Humanities and Arts Council could be held in a downtown storefront (or gallery) on a monthly or quarterly basis. <http://www.chacweb.org/journal/518>



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**STRATEGY 2: Support and stage cultural events that bring people to the downtown.**

Actions that implement this strategy:

**SHORT TERM**

- i. **Continue to support the downtown Farmer's Market.** Consider expanding this market to include local artists. Advertise the market throughout the greater Douglas area.

**SHORT TO MID-TERM**

- ii. **Work with the Mexican Consulate** and other entities to organize and hold a Carne Asada and other Mexican theme festivals along G Avenue.
- iii. **Organize a Mexican music festival at the Grand Theatre and on the adjacent blocks.** Advertise the festival on both sides of the border to attract a regional audience.



Glendale, Arizona holds an annual family fall festival called GlendOberfest at Historic Sahuaro Ranch. It includes live entertainment, interactive children's activities, costume contests, and a haunted house. Photo: City of Glendale.

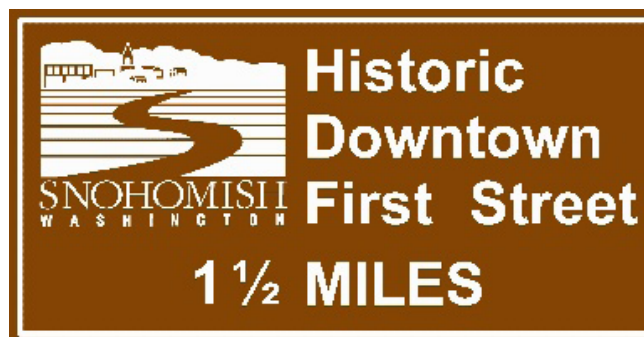
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**STRATEGY 3: Support and stage at least one event each season to bring people to the downtown.**

Actions that implement this strategy:

**MID-TERM AND WITH THE COMPLETION OF G AVENUE  
STREETSCAPE IMPROVEMENTS.**

- i. **On the weekend before Halloween, hold a Cowboy Haunted Downtown or Dia De Los Muertos event/party focused on the ghost at the Gadsden Hotel.** Work with local landlords to open vacant stores and create haunted houses, ghost caves and other seasonal attractions. Organize City, School District, Community College and League sponsored games such as dunking for apples, or teacher or coach dunk tanks. Prior to Halloween, work with a local landlord and Wal-Mart to open a seasonal costume store in one of the downtown storefronts. On that weekend, encourage local merchants to offer "treats" of coupons for future goods and services or giveaways for customers that are in costume or donate canned goods for charity.
- ii. **On the first weekend of December, hold a Mexican Christmas or Historic Christmas event in the downtown focused around a crafts fair and tree lighting in the 10th Street Park.** On that weekend, work with local merchants to provide Christmas gifts of coupons for future goods and services or giveaways for customers and visitors.
- iii. **On Valentines Day weekend, host a Mexican chocolate festival along G Avenue.** Work with local merchants and vendors to create outdoor displays, set up booths selling Mexican chocolate confections and candy, food and other valentine's related goods. Work with local merchants to offer a raffle for a free engagement ring with every purchase.



Signs, such as this one for downtown Snohomish, Washington alert visitors to the presence of the historic downtown.

- iv. **On Veteran's Day weekend (or the weekend before Memorial Day) host an Hispanic/Latino veterans parade.** Work with local artists to create an Hispanic Veteran's memorial downtown, and conduct a ceremony honoring local veterans.
- v. **The weekend before Memorial Day or Martin Luther King Day, hold an event focused around the Buffalo Soldiers in the downtown.** Work with the Tucson Buffalo Soldiers organization, local and regional African-American businesses, enlisted groups, border patrol groups and politicians to widely advertise the event. Include a re-enactment of a famous, southwestern battle featuring the Buffalo Soldiers.
- vi. **On Cinco de Mayo consider reviving the Two-Flags festival to celebrate the Barrio District.** Invite Mexican and Chicano artists to exhibit and sell their work.

## **GOAL 8: PHYSICALLY ENHANCE THE VISIBILITY AND ACCESSIBILITY OF DOWNTOWN**

Arizona State Road 80 and Interstate 191 cut through Douglas in a manner that is off the city's street grid. As a result, neither of these two, main roadways provides access to or through the downtown. Travellers to and from Mexico pass through Douglas and the border without any knowledge or view of the substantial historic resources along G Avenue. While the city has located a visitor center at the intersection of Arizona S.R. 80 and Interstate 191 in the hopes of capturing some of this traffic and directing it towards G Avenue, additional exposure would help to make travellers aware of the resources downtown.



Members of the Tucson-based Arizona Buffalo Soldiers Association, dressed in period uniforms, carry the remains of one of the three Buffalo Soldiers in a full-military honors burial ceremony for the soldiers at the Santa Fe National Cemetery in Santa Fe, N.M. on Tuesday. The soldiers, Pvts. Thomas Smith, Levi Morris and David Ford, died more than 130 years ago and were identified by U.S. Bureau of Reclamation researchers and Smithsonian Institute forensic experts, after their remains were disinterred by Reclamation after the discovery of widespread criminal looting at the historic Fort Craig cemetery. Photo:AP Photo/Melanie Dabovich



The Teeter House and other historic buildings form Heritage Square in downtown Phoenix. The renovated and reused buildings attract tourists and locals to the downtown. Photo: MPR529.

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**STRATEGY 1: Direct cross border traffic to downtown.**

Actions that implement this strategy:

**SHORT TERM**

- i. Develop and place signs advertising the downtown at the intersection of 12th, 10th, and 5th Streets with Pan American Avenue (Interstate 191.)
- ii. Through design, street treatments and public art, create gateways at the intersection of key streets with Pan American Avenue (Interstate 191.) Tie each gateway to the unique downtown themes.
- iii. Use signs in English and Spanish to identify a pedestrian route from the border to the downtown. Advertise downtown businesses and historic sites on the signs.
- iv. Use signs in English and Spanish to identify a pedestrian route from the retail area surrounding the Wal-Mart to the downtown. Advertise downtown businesses and historic sites on the signs.
- v. Use signs in English and Spanish to identify a business route to the border that passes through the downtown.
- vi. Provide a shuttle from the border crossing to the downtown.

**STRATEGY 2: Develop on and off-street parking areas that are conveniently located and provide easy access to downtown buildings.**

Actions That Implement This Strategy:

**LONG TERM**

- i. Use city-owned land, alleys and other easements to provide parking areas no more than 1/4 mile apart throughout the downtown. (Map 4.)
- ii. When appropriate, provide on-street parking to buffer pedestrians from traffic on G Avenue.
- iii. Provide better signs directing people to the parking lot behind the Phelps Dodge Mercantile Building.
- iv. Provide signs and informational flyers to local merchants that explain the downtown parking policies to their customers.
- v. Locate new parking areas on currently vacant lots and non-historic sites to create reasonable distances between parking areas and destinations within each district.
- vi. Encourage downtown shoppers to walk to parking areas by posting parking area maps in each store and on sidewalk kiosks. On the maps explain that parking is centralized to encourage shoppers to experience the downtown shopping environment.



In 2009, The National Trust for Historic Preservation launched its Preservation Green Lab. Based in Seattle and headed by developer and urban policy consultant Liz Dunn, the Lab's mission is to work with cities to develop new policies that leverage the value of the existing building stock as a resource for achieving cities' overall sustainability and climate action goals.

- vii. Develop and employee parking policy that identifies parking areas for downtown retail and office workers that does not take away from parking in front of stores or that is convenient to downtown shoppers.

**STRATEGY 3: Strengthen the historic draw of G Avenue by relocating historic buildings in other areas of Douglas to vacant lots along G Avenue.**

Actions that implement this strategy:

**MID-TERM TO LONG TERM**

- i. Identify historic buildings throughout Douglas and work with property owners and the State Historic Preservation Office to relocate them onto vacant lots along G Avenue and within the downtown.
- ii. Place plaques on all historic buildings that describe their significance and history.
- iii. Remind people of the history of Green Street (named for Dr. Green, who treated the "working girls" along the street) by placing red bulbs in front porch lights.



Map 4: City Owned Land



Property Owned by City of Douglas

NOT TO SCALE



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## GOAL 9: ENCOURAGE SUSTAINABLE DEVELOPMENT AS A PART OF ALL DOWNTOWN REVITALIZATION

Because it is redeveloping it's downtown now, Douglas has the unique opportunity to become a laboratory for incorporating energy saving techniques and sustainable design into the rehabilitation of historic buildings.

**STRATEGY 1:** Work with the [National Trust for Historic Preservation Green Lab](#) and the **State Historic Preservation Office to Promote Downtown Douglas as a laboratory and model community for Sustainable Historic Rehabilitation.**

Actions That Implement This Strategy:

### SHORT TERM

- i. Require all new construction and rehabilitation to use sustainable techniques and materials. Encourage, when possible and practical, the use of renewable energy sources, reuse of water, and reuse of building materials.

## GOAL 10: STABILIZE AND SOLIDIFY DOWNTOWN RETAIL USES

Because Douglas offers vacant space in a fundamentally enticing environment, many new and inexperienced entrepreneurs are attracted to the downtown. Additionally, the buildings downtown are often poorly configured and are challenging to reuse.

**STRATEGY 1:** Find uses for vacant buildings to create a consistent retail environment.

Actions that implement this strategy:

To create physical spaces that are conducive to start up businesses, work with local landowners to subdivide and partition larger spaces.

### SHORT TERM

- i. **Partner with Cochise College to locate it's Culinary Program downtown.** Cochise College is currently expanding its culinary program. At the focus groups and public meetings a strong desire for a restaurant (not Mexican style food) downtown was voiced. Through a partnership with the College, the culinary program could be housed downtown. This would result in more people downtown (students attending

the program), and the potential for opening a student-operated restaurant associated with the Culinary Program. Given the desire for a greater variety of food choices downtown, this could attract additional visitors and could be an important project.

- ii. Work with larger stores such as Wal-Mart, Safeway, and other national retailers to open "neighborhood scale" businesses or specialty departments that are extensions of main stores located elsewhere in Douglas.
- iii. Work with the Mexican Consulate to relocate it's offices into the Cultural/Barrio District.
- iv. Revise the City Zoning Ordinance and provide incentives such as expedited permitting and reduced permitting fees to encourage 2nd floor uses including offices, housing and artist's studios throughout the downtown.

**STRATEGY 2:** Implement the concept of Economic Gardening to help local businesses complete with retail chains located around the Wal-Mart and in Sierra Vista.

Actions that implement this strategy:

### SHORT TO MID-TERM

- i. **Using Cochise Community College, University of Arizona or another local economic resource, provide funding for an annual market and retail leakage study that identifies economic opportunities in Douglas.** Based on the findings of the study, incubate local businesses in downtown locations. Work with local landowners to develop rental packages that are based on a share of profits so that both the building owner and the merchant have a stake in the success of the enterprise.
- ii. Work with Cochise County Community College, the Chamber of Commerce and SCORE to offer regular training and seminars for small businesses.

**STRATEGY 3:** Work with local landlords to permit the use of their buildings as "incubator" space for retail and other uses.

Actions that implement this strategy:

### MID-TO LONG TERM

- i. **Consider developing a fund to subsidize the first six months to one year of rent for new downtown businesses.** To help ensure their success, work with Cochise Community College to provide counseling and support programs to ensure success and require that



businesses accepting the rent subsidy attend these programs.

## GOAL 11: ENHANCE THE PHYSICAL APPEARANCE OF THE DOWNTOWN

The most obvious, and most immediate challenge to reviving the downtown is its appearance.

### STRATEGY 1: Reduce the appearance of areas that appear neglected.

Actions that implement this strategy:

#### SHORT TERM

- i. As an interim use for vacant lots, work with local merchants to adopt adjacent vacant spaces to create vest pocket parks, and community gardens.

## ECONOMIC GARDENING

Economic gardening is an economic development model that embraces the fundamental idea that entrepreneurs drive economies. The model is an alternative to traditional economic development practices and seeks to create jobs by supporting existing companies in a community. Economic gardening connects entrepreneurs to resources, encouraging the development of essential infrastructure and providing entrepreneurs with needed information. The concept, initially was based on research by MIT's David Birch, who suggested that most new jobs in any local economy were produced by the community's small, local businesses.

Littleton, Colorado City leaders observed that only 3 to 5 percent of all companies were "high growth" but determined that those "gazelles" were creating the great majority of new jobs. The Littleton economic gardening initiative provides local entrepreneurs with access to competitive intelligence on markets, customers, and competitors that is comparable to the resources customarily only available to large firms. Included in the market information category are database and data mining resources, and geographic information systems. Since 1989, Littleton (population 41,000), has added 15,000 jobs, with no incentives. Although no formal studies of economic gardening's impact exist, it is widely believed in Littleton that the concept has made an important contribution to this result.

- ii. **Reserve the City owned lot between 11th and 12th Streets on Pan American Avenue (US 191) for redevelopment through a public-private partnership as a catalytic downtown gateway use.** This partnership could be leveraged by the City providing a low cost or free ground lease and entitlements in exchange for desired development. After a period of time, the development could be purchased (at a pre-negotiated price) or dedicated (for a tax deduction) to the City. Catalytic gateway uses could include, and are not limited to a medical office building possibly associated with the development of a new medical center or legal offices associated with court functions in the Phelps Dodge building. Until such time that redevelopment of the site is possible, develop the frontage of the site adjacent to Pan American Avenue (Interstate 191) as a public space that celebrates the history of Douglas and the downtown. If parking is provided on the eastern portion of the site, design it so that the entire site can be used for fairs and festivals when the eastern portion is not used for parking.
- iii. Work with local artists and schools to restore historic signs painted on buildings and where appropriate, paint murals celebrating the history of Douglas on vacant walls.
- iv. Work with regional artists and local landlords to allow building display areas and façades to be used for artists' displays. If necessary develop agreements with landlords for the City to subsidize electric necessary to light windows for displays.
- v. Light and enhance alleys with the use of temporary planters, encouraging the use of back door entrances and allowing, when appropriate and feasible, their use for parking.

### STRATEGY 2: Redesign G Avenue to enhance the pedestrian environment, celebrate the downtown and accommodate parades and celebrate the history of Douglas.

Actions that implement this strategy:

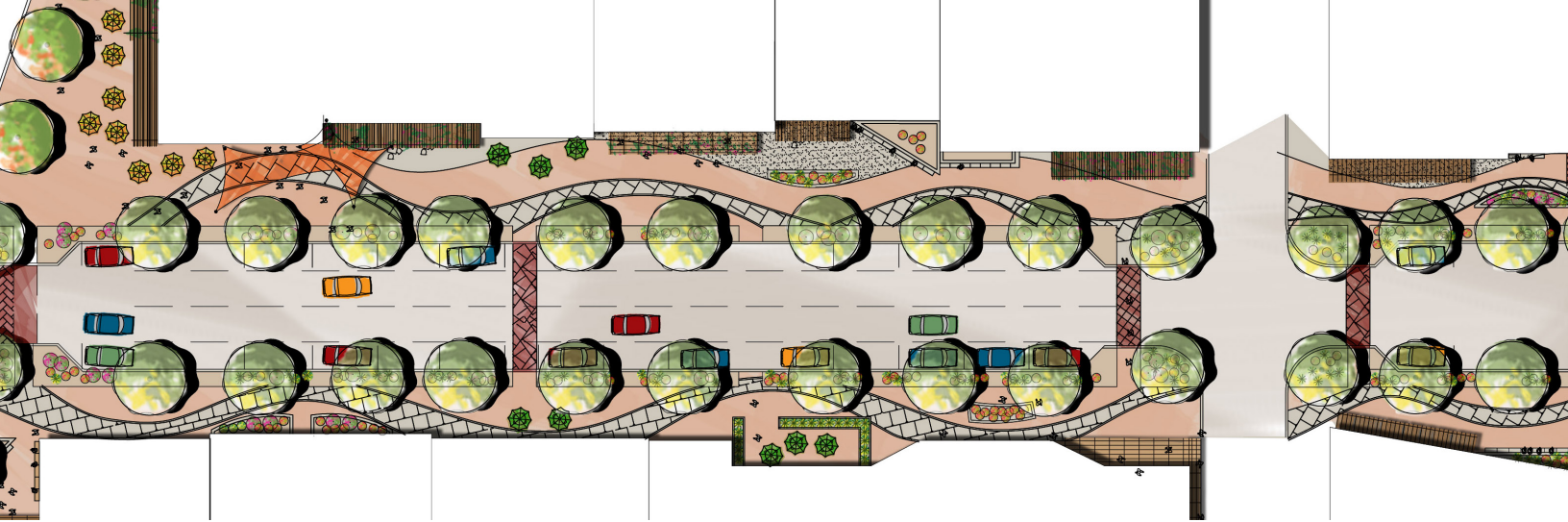
#### SHORT TERM

- i. Implement the physical plan described in Section 5.2 of this plan.



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# 7.0 PHYSICAL PLAN

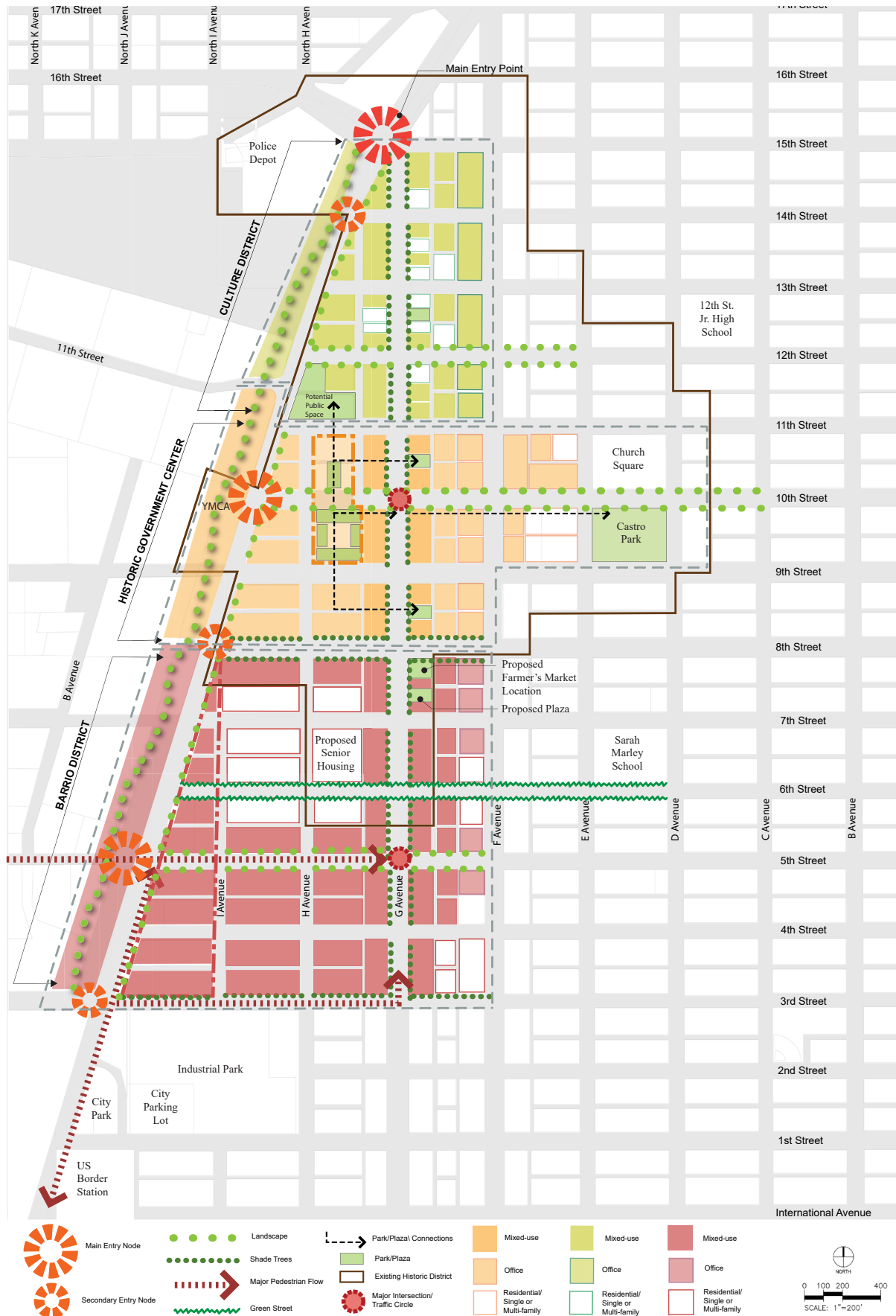
## 7.1 Introduction

This section provides guidance for physical improvements for the downtown and each of its districts. These physical improvements will contribute to the realization of the Revitalization Plan Vision. It is anticipated that the implementation of the Physical plan will occur in many steps over an extended period of time. It is these small steps that will ultimately create a synergy in downtown. This momentum, with careful planning and support, will grow and diversify to include an extended variety of downtown land uses and activities.

## 7.2 Physical Plan Goals

- i. Create a strong sense of place and awareness of a coherent identity for Downtown Douglas through it's Cultural District, Government/Historic District and Barrio District.
- ii. Visually communicate and showcase the arts, history and culture of the city.
- iii. Make the downtown attractive to local, regional, national and international visitors and businesses.
- iv. Support local events and programs designed to celebrate community events and bring visitors to the downtown.
- v. Improve communication and collaboration among area property owners in monitoring and fostering design and development within the downtown.
- vi. Develop a coherent and unified streetscape representative of the unique economic, cultural and historic heritage of Douglas.
- vii. Transform downtown into a pedestrian friendly place.
- viii. Create gateways from Pan American Avenue (US 191) and Arizona State Route 80 that are a window to each of the districts along G Avenue
- ix. Create a pamphlet that describes downtown development opportunities and sign guidelines.

Map 5: Downtown Districts





## 7.3 Downtown Districts

This plan establishes three districts within the downtown. These districts are listed below and shown on Map 5: Downtown Districts:

- Cultural District to include the Grand Theater and areas north.
- Government/Historic District to include the Gadsden Hotel, Phelps Dodge Building, YMCA and library.
- Barrio to include shops south of 9th Street along G Avenue to approximately 6th Street.

## 7.4 General Guidance Applicable to All Districts

### 7.4.1 Land Use (All Districts)

Land uses within each district must be appropriate to the district. The most intense development within each District should be along G Avenue.

Table 6: Downtown Zones and Potential Uses lists potential development opportunities for each district.

<b>Appropriate Land Use</b>	<b>Cultural District</b>	<b>Potential Land Uses/ Development Opportunities</b>	<b>Government/ Historic District</b>	<b>Potential Land Uses/ Development Opportunities</b>	<b>Barrio District</b>	<b>Potential Land Uses/ Development Opportunities</b>
Administrative			x	Courts, City Administration	x	Mexican Consulate
Business Offices	x	Medical, Personal Service	x	Banks, Legal, Passport Center	x	Medical, Personal Service
Administrative Civic Activities			x	Utility Payment Centers	x	Utility Payment Centers
Alcoholic Beverage Sales	x	Restaurants, Bars			x	Restaurants
Business and Communication Service	x		x			
Business Equipment Sales and Services	x	Arts Supply Store	x	Personal Electronics		Hardware Store
Community Assembly Civic Activities	x	Art Festivals, Art Fairs, Art Walks, Concerts	x	Parades, Civic Functions, Concerts	x	Festivals, Block Parties
Community Education Civic Activities		Day Care Centers, Charter Schools, Community College	x	Community College	x	Day Care Centers, Charter Schools, Community College
Consultative and Financial Service	x		x		x	
Consumer Laundry					x	Laundry on side streets
Convenience Market	x	No package liquor on G Ave.	x	No package liquor.	x	No package liquor on G Ave.

**Table 6: Downtown Zones And Potential Uses**

Appropriate Land Use	Cultural District	Potential Land Uses/ Development Opportunities	Government/ Historic District	Potential Land Uses/ Development Opportunities	Barrio District	Potential Land Uses/ Development Opportunities
Convenience Sales and Service		No package liquor on G Ave.	x	No package liquor.	x	No package liquor on G Ave.
Eating and Drinking Establishments	x	Coffee Shops, Restaurants, Bakery, Bars. No Drive-In	x	Coffee Shops, Restaurants, Fast Food (No Drive-In)	x	Coffee Shops, Restaurants, Bakery, Fast Food, Bars. No Drive-In
Essential Service Civic Activities			x			
Fast-Food Restaurant		No Drive-In		No Drive-In		No Drive-In
Financial Services			x			
Food and Beverage Preparation	x	Cochise Community College Culinary Program	x	Cochise Community College Culinary Program		
Food and Beverage Retail Sales	x	Delicatessen, Small Format (Less Than 10,000 s.f.)			x	Bodega Small Format (Less Than 10,000 s.f.)
Group Assembly			x			
Indoor Entertainment	x	Movie Theatre, Cultural Event Space	x	Renovated Grand Theatre, Convention Space, Community Meeting Space		Fitness Center, Bookstore
Limited Child-Care Activities					x	Day Care
Lodging	x		x			
Multifamily Dwelling Residential Facilities	x	On 2nd Floors of buildings			x	
Non Assembly Cultural Civic Activities	x		x	Library	x	Youth Center
One - Family Dwelling Residential Facilities					x	
Personal Services		Day Spas			x	Nail Shops, Hair Salons, Day Spas
Repair Services, Consumer	x	Small Electronics			x	Small Electronics
Resort and Recreational Facilities	x	Bed and Breakfast				Bed and Breakfast

**Table 6: Downtown Zones And Potential Uses**

<b>Appropriate Land Use</b>	<b>Cultural District</b>	<b>Potential Land Uses/ Development Opportunities</b>	<b>Govern- ment/ Historic District</b>	<b>Potential Land Uses/ Development Opportunities</b>	<b>Barrio District</b>	<b>Potential Land Uses/ Development Opportunities</b>
Retail Sales, General	x	Art Galleries, Historic/Antiques/Clothing/Art Supplies/Video Store/Tourist Items/Bookstore/Hobby Shop	x	Office Supplies/ Clothing/ Personal Electronics/Antiques/Tourist Items/Small Electronics	x	Clothing/Games/Video Store/Tourist Items/Mexican Crafts and products/Bookstore/Small Electronics/Sporting Goods/Hobby Shop
Sidewalk cafe, facility	x		x		x	
Off Street Parking	x	On Side Streets Only	x	On Side Streets Only	x	On Side Streets Only



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## 7.4.2 PUBLIC SPACES

Public spaces create the “outdoor rooms” for gathering, (markets, fairs, and community events as well as individual activities such as strolling, sitting, and shopping.) Throughout the downtown, public spaces shall include plazas and spaces designed for events and activities appropriate to each District. All public spaces in the downtown shall:

- i. Include parks, plazas, sidewalks and alleys.
- ii. Use consistent architectural elements such as wooden trellises, metal benches, brick or stone paved plazas, culturally relevant to establish a clear identity for the development.
- iii. Integrate canopies and trellises into the building design to help bring the architecture down to a pedestrian scale.

Display artistic representation of Douglas’ identity and the District using murals on sidewalls, structural enhancements and signs.

- iv. Permit outdoor dining, open galleries, artists displays.
- v. Incorporate unique materials and site features appropriate to each District such as sculptures, and murals to create a visual link through the open space between individual buildings and enhance the identity of the district.
- vi. Contribute to way finding and orientation through a variety of textures and paving.

## 7.4.3 Pedestrian Circulation

In order to foster cohesion, accessibility within the Districts, and safe pedestrian flow between the downtown and adjacent areas, enhanced pedestrian linkages in the public right-of-way are proposed. Pedestrian linkages shall be:

- i. Included at all downtown gateway locations and at major intersections. These enhancement include but are not limited to: special paving designs inspired by the character of the District, enhancements to crosswalks, and use of distinctive landscaping adjacent to pedestrian right-of-way in the vicinity of crosswalk ends.
- ii. To enhance pedestrian access throughout the district, location (“you are here”) signs shall be placed at the intersection of 5th, 8th, 10th, 14th and 15th Streets and Pan American Avenue. The signs shall reflect the character of the district and note sites, attractions and resources within the downtown.

## 7.4.4 Vehicular Circulation

Gateways along Pan American Avenue at key downtown access points will increase the visibility of downtown to people driving to and from the border. Gateways should be:

- i. Designed as traffic circles, each with a unique theme appropriate to the district to which it provides access.
- ii. Safe for pedestrians and bicycles.

## 7.5 Design Guidance Applicable To All Districts

### 7.5.1 Sign Guidelines

Directional signs pointing out important destinations, landmarks, routes, should be placed along areas of high pedestrian traffic. Directional signs shall remain constant throughout the Districts. These guidelines should be used to update the City’s sign ordinance.

#### Purpose and Intent

The purpose of the sign design guidelines is to establish standards for business identification, strengthen the overall image of Douglas and promote and sustain economic development.

The guidelines are intended to:

- Provide good examples of physical dimensions, placement, use and design of signs for the three districts of downtown Douglas.
- Encourage a creative approach to sign design.
- Promote economic vitality in the downtown.
- Assist businesses and property owners to understand the city’s expectations.
- Promote a high quality visual environment by allowing signs that are compatible with the unique character of Douglas to effectively communicate their message and discourage clutter.

#### Applicability

Each sign applicant should consider and demonstrate that they acknowledge the intent of each guideline that applies to their application. These guidelines are intended to ensure the design and installation of quality signs that help define the character of downtown Douglas. The guidelines shall apply to all properties within the downtown. Any proposed sign shall be re-

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viewed and approved by City staff for consistency with these guidelines. All signs determined by City staff to be consistent with the guidelines shall require a Building Permit for Sign as stated in Section 702, Article 7 of the City of Douglas Zoning Ordinance.

Signs may not be altered, relocated, repaired, or installed until the Design Review Committee has approved the design and a building permit has been issued.

### **General Design Principles**

Downtown is the heart of Douglas and an area of significant pedestrian activity. The history of the downtown is reflected in its many historic buildings and the proximity to the US-Mexico border. The many downtown and Douglas residents' Mexican heritage adds another level of culture and art. It is important to recognize these factors in the use, design, size, location, orientation, and illumination of downtown signs.

### **Sign Overview/ General Provisions - Applicable To All Downtown Signs**

#### **1. Compatibility With The surroundings**

Signs should be integrated into their surroundings and make a positive contribution to the general appearance of the street and district area in which they are located. The signs should be designed so they have little or no impact on the adjacent neighborhoods.

#### **2. Integration With buildings**

Signs should be designed to reflect the architectural character of the building.

Signs should not be in the way or block architectural details/features of the building. The signs should be carefully coordinated with sign and architectural design.

#### **3. Placement**

Signs should be placed to establish façade rhythm, scale, and proportion.

#### **4. Color coordination**

Color should be selected with substantial contrast between the material and color of the background and the letters to make the sign easier to read during the day and at night. The number of colors used on each sign should be limited.

#### **5. Compatibility With Materials**

Sign material should be compatible with the architectural design of the building's façade. Sign materials should be durable.

#### **6. Legibility**

Clutter should be avoided for better legibility of signs. Message/ Name of sign should be brief and succinct. Limit the number of letter styles and carefully space words and letters.

#### **7. Illumination**

Use illumination of signs only when necessary and if it provides better visibility of the sign.

#### **Types of Signs**

The following signs are permitted, with City Staff and ordinance-required approvals in downtown Douglas:

- Wall-mounted signs
- Hanging signs flush or perpendicular with the building
- Plaque signs
- Signs applied to awnings and canopies
- Temporary Window signs
- Restaurant Menu Signs

**Wall Sign** - A wall sign is a sign attached to or erected against the wall of a building or structure.

- The sign should be designed to be compatible with the storefront scale, material, size and color.
- The sign should also be compatible with the architecture of the building and not obstruct any architectural details or ornamental features of the building.
- The sign should be located on the upper area of the store front
- The signs shall be mounted flush and fixed securely to a building wall projecting no more than 12 inches from the face of the wall and not extending over the side or roof of the building.
- The sign should not exceed 15% of the building façade and cannot be longer than 60% of the sign band, and should not be larger than 5 feet in height.

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**Hanging Sign** - A hanging sign is a sign that is suspended from below a canopy or building overhang.

- The sign shall be used at ground floor locations
- The sign shall fit within an imaginary box of 4 square feet ( including supporting rods, chains, or similar hangers)
- The sign should be oriented towards the pedestrian
- The design should consider visually interesting elements such as oval, rectangular or circular shapes with two or three dimensional symbols or icons
- The signs shall provide a vertical clearance of 9 feet along pedestrian areas



Examples of wall signs



These hanging signs are appropriate to their context and include a variety of styles

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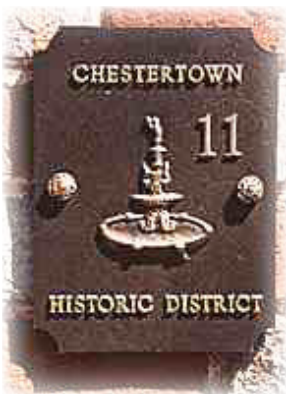


**Plaque Sign** - A Plaque Sign is a small sign that is attached to the surface of the building façade adjacent to the entries. They enhance visibility of a building or business activity to the pedestrian, or may provide historic or local information.

- These signs shall be rectangular
- These signs shall be a maximum size of 2 square feet
- These signs may not project more than 2 inches from the wall
- These signs may include business name and logo, information about the building on which they are mounted and/or information about historic events which occurred in the immediate area
- These signs are highly encouraged in the Government/Historic District ( historic properties) or within significant historical places in downtown Douglas

**Signs applied to awnings or canopies** - Signs applied to awnings or canopies are signs printed on or attached to the awning or canopy above the building's door or windows.

- Signs should include vibrant color that is coordinated with the building's façade
- The sign shall be oriented towards pedestrians, so that it is legible from the opposite side of the street
- The awning or canopy on which the sign is located shall be permanently attached to the building and mounted on metal framing
- Lettering should take up no more than 30% of the total exterior surface of the awning or canopy
- The lowest point of the awning or canopy should hang no less than 8 ft. above the lowest point of the sidewalk
- Awnings shall consist of a matte finish canvas/ material



Examples of plaque Signs



Examples of signs applied to awnings or canopies

**Projecting Signs** - Projecting signs are mounted to the façade of the building projecting no less than 12 inches from the wall of the building and a maximum of 36 inches of projection.

- Projecting signs are highly encouraged and the design should reflect the character of the building
- These signs should not obstruct other signs and fit well with adjacent signs
- Sign shall be mounted above the first floor and have a clearance minimum of 8 feet
- Signs should be proportional in size to the building
- The sign should consider interesting lettering, symbols and shapes
- The sign should be oriented around pedestrians first and automobiles second
- Signs shall be no more than 5 sq. ft.
- The metal/hardware the sign is mounted on should be part of the design



Examples of projecting signs

**Restaurant Menu Signs** - Restaurant Menu Signs contain the restaurant's or cafe's menu or a list of products and prices offered by the business. These are helpful to the customer and business owner, especially after hours, when the customer can view information about what the business has to offer.

- The sign should be displayed in a permanently mounted box adjacent to the entry. Lighting is encouraged for viewing at night
- The sign can be decoratively displayed on the window of the business if there is not enough space on the façade of the building
- These signs shall be provided for all restaurants and cafes
- The design of these signs shall be attractive and made out of durable and high quality materials
- In some circumstances, the sign can be displayed on a double sided chalkboard. This sign should not obstruct the pedestrians right-of-way and displayed near the entry of the business
- Free standing display cases are encouraged

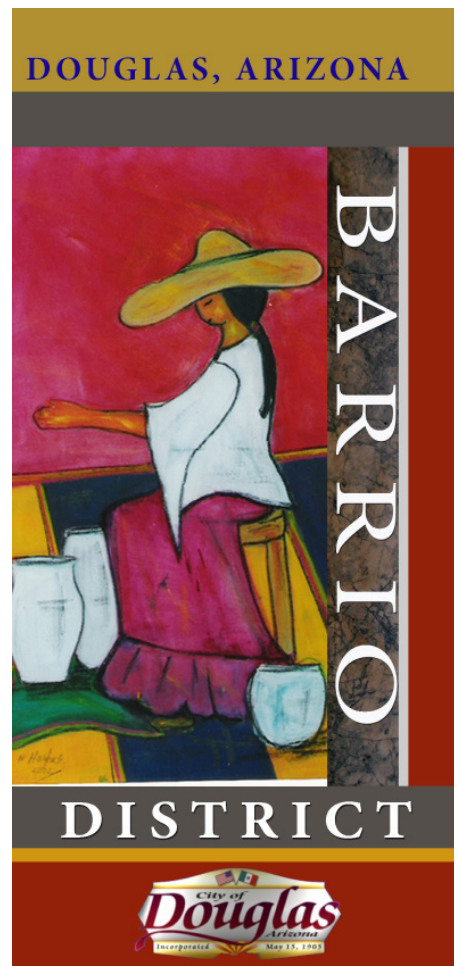
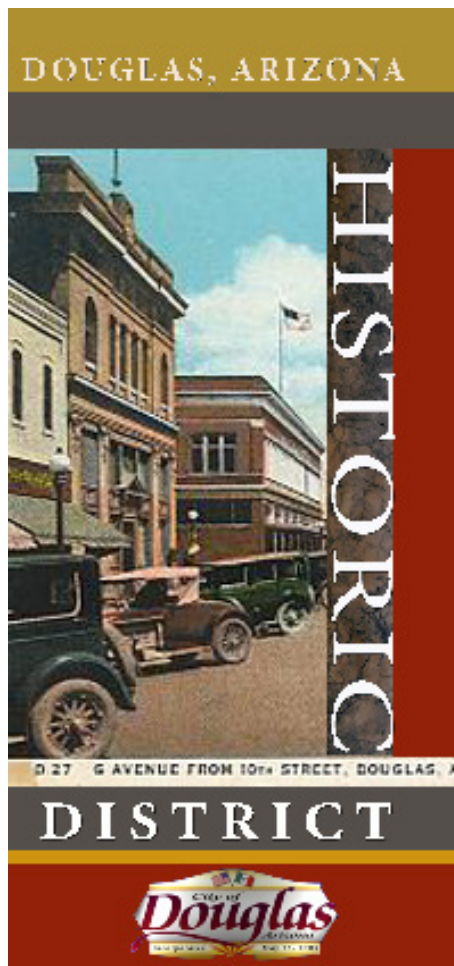


Examples of menu signs





A banner affixed to a light post denoting the Barrio District.



Examples of District banners that could be affixed to light poles.



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## 7.6 Banners

Banners denote the different downtown districts. Banners shall be affixed to at least every other street light. Banners may also be used to announce special events within the downtown. All Banners shall be approved by City Staff.

- The design will remain constant throughout the Districts for consistency
- Banners shall have a high design pattern that represents the context of the artist District.
- The design of these banners should be consistent in the material but vary slightly in the design
- Banners shall be a minimum of 2 feet wide by 5 feet high, and mounted at a minimum height of 8 ft.
- Banners shall be removable.
- Banners should be produced in 20-ounce minimum acrylic, canvas, or other opaque, non-shrinking, water, tear and fade resistant material using a bleed resistant technology and 4 color process
- The banners shall be 2-inch pocket double stitched top and bottom
- The size of the banners shall be 2 feet wide by 5 feet high
- Banners should vary from district to district displaying visual information regarding venues, programs, festivals, celebrations, etc.
- They should be mounted at a minimum height of 8 feet on the light poles.
- The background of all banners shall be non-reflective
- Printing shall be 360 dpi outdoor heavy ink coverage
- Metal grommets in corners for fastening to brackets for added security
- Installation and removal of approved
- Banners in disrepair must be maintained, replaced, or repaired

## 7.7 Street Lights

- i. Street lights shall primarily provide illumination of the pedestrian areas
- ii. Street lights shall be designed and selected to reduce light pollution, enhance the 'artistic' character of the street, and add warmth and human scale elements to the District
- iii. 15-20 foot high, similarly styled, pedestrian lights are shall be placed at 44 foot intervals along the curb line
- iv. Lighting is encouraged to showcase the sculptures and other artistic elements found along the street
- v. All street lights shall provide mounts for banners

### Street Light Accessories

- The guidelines concerning the choice of light posts accessories and their locations will create a cohesive informational and decorative system but specific to each District in terms of the design



Seating could be used to reflect each district, such as this artist-inspired bench in Rochester, New York. Photo: [http://www.rochesterpublicart.com/public\\_art/?art=cascade\\_drive\\_bench](http://www.rochesterpublicart.com/public_art/?art=cascade_drive_bench)

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## 7.8 Transit Shelters

To encourage use and inform visitors to the downtown of the existence of the local circulator bus between the downtown and the border, transit shelters should be constructed along G Avenue. The shelters should function as amenities that, in addition to being a bus stop, are seating areas that are compatible with the overall District and streetscape design.

- i. The basic structure design of the transit shelters shall remain the same throughout the three districts
- ii. The transit shelters offer opportunities to incorporate public art that enhances the character of the individual District within which it is placed
- iii. Public art is highly encouraged on transit shelters in the Cultural Districts
- iv. Exhibits and Galleries are encouraged to advertise and promote the local art of Douglas

## 7.9 Trash Receptacles

Trash receptacles should help prevent littering of public spaces by providing convenient and plentiful opportunities for trash disposal.

- i. The receptacles should be placed at transit stops, in front of drink and food establishments, in plazas, and along sidewalks providing vending opportunities
- ii. Standard trash receptacles shall be approximately 4 feet tall, and same style to match the additional streetscape elements
- iii. Trash receptacles provide an opportunity to be ornamented with anecdotes that reflect the character and identity of Downtown Douglas such "Discover Downtown Douglas"

## 7.10 Seating

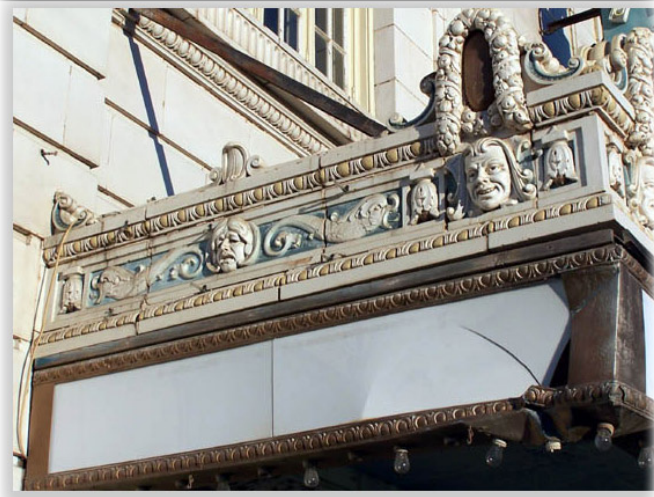
Guidelines for seating provisions provide optimal resting opportunities for the general public and enhance the vitality of Downtown Douglas. Recommendations are the following:

- i. Durable, low-maintenance seating
- ii. Fixed metal benches are appropriate for active areas along wide sidewalks and in plazas. Fixed metal chairs have a middle arm rest to discourage sleeping
- iii. They should be placed under trees or canopies for shade
- iv. Custom designed and artistic seating is highly encouraged and appropriate along wide sidewalks and public plazas and should reflect the work of local artists in Douglas to enhance the character of individual districts

## 7.11 Materials, Patterns and Textures

Exterior building materials shall be natural materials which are compatible with and reflect the character of the District. Use contrasting materials to create visual interest and add texture.

- i. Eclectic materials are highly encouraged in this District so as to reflect creativity and add visual interest
- ii. Standard materials include wood, stone, masonry, concrete, and glass
- iii. Complementary accent materials which include non-glazed tile, brick, stone, masonry or pre-cast concrete are allowed and encouraged
- iv. Roof materials shall consist of flat concrete tile, wood, metal, or clay shingles
- v. All mechanical equipment shall be grouped and screened from public view by architectural elements
- vi. Use brighter, richer, and stronger colors, patterns and textures to help identify places of high intensity use



Grand Theatre Marquis. Photo: PLAN\*et.



Gallery Space.



Murals, such as this one at 13th Street and G Avenue, enhance blank walls in the Cultural District. Photo: PLAN\*et.



This Guadalupe, Arizona Mural is a source of community pride.

## 7.12 Enhanced Paving

Provide culturally relevant and visually stimulating paving patterns that are vibrant and complement the streetscape (pavement colors, materials, and textures should blend with the main architecture).

- vii. Special paving should be used at intersections or along artists galleries to create a sense of arrival and add character to the street. These designs should be influenced by local artists.

## 7.13 District Guidelines

### 7.13.1 Cultural District

This District extends from the northern end of downtown to 11th Street and includes an historic hotel, the Grand Theatre and other buildings constructed at various times from the early 1900's through the 1980's. The main gateway to this district is 15th Street. This gateway is intended to connect the Douglas Welcome Center, police building and planned hospital to the downtown. A secondary gateway is located at 12th Street.

### Cultural District Land Use

Land uses appropriate to the Cultural District include those that would easily operate within existing buildings. These could include housing with ground floor retail, professional offices and lodging. Uses in this district are planned to provide an alternative location for artists priced out of Bisbee, Chicano artists, and complement and support the planned development of the Southwestern Regional Medical Center. See Table 5.2.4.1.

### Cultural District Design Elements

Key design features in this District include:

- i. Primary downtown gateway feature (traffic circle) at the intersection of 16th Street, G Avenue and Pan American Avenue
- ii. Secondary gateway on Pan American Avenue and 14th Street
- iii. Future public open space/park on city owned land at the northeast corner of 11th Street and Pan American Avenue





Figure 24: Cultural District Concept



Figure 25: Street pavers and eclectic sidewalk pavers enhance the creative feel of the cultural district.



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- iv. Pedestrian connection from 11th Street west of Pan American Avenue to 11th Street east of Pan American Avenue
  - v. Relocated Historic Buildings on vacant lots along G Avenue
  - vi. Reuse/redesign of vacant lots between G and F Avenues along 12th and 13th Streets for community parks or retail parking areas (could be accomplished with short term leases)
  - Restoration of the Douglas Mural on 12th Street

### **Signs**

- i. Directional signs pointing out important destinations, landmarks, and routes, should be placed along areas of high pedestrian traffic. While the shape of directional signs throughout the Downtown shall remain constant throughout the Districts, signs in the Cultural District should include unique symbols and design patterns.

### **Street Lights**

- i. Lighting is encouraged to showcase the sculptures and other artistic elements found along the street.

### **Banners**

- i. Banners shall have a design pattern that represents the context of the Cultural District. Throughout the Cultural District, the material and size of the banner should be consistent with the downtown and include individual designs that vary within the District.

### **Transit Shelters**

- i. Within this district, advertising areas should be dedicated for advertisements of local artists.
- ii. Within this district, public art is highly encouraged on transit shelters.

### **Trash Receptacles**

- i. Artist designed trash receptacles should be placed throughout this District.

### **Seating**

- i. Within this District, custom designed and artistic seating is highly encouraged and appropriate along wide sidewalks and public plazas. Designs should reflect the work of local artists in Douglas to enhance the character of individual districts.

### **Materials, Patterns and Textures**

- i. Within this District, eclectic materials are highly encouraged to reflect creativity and add visual interest

### **Colors**

- i. Color is intended as a primary theme element and should be vibrant and energetic. Varying shades of earth tones with a vibrant touch will create an appealing and consistent color scheme throughout the district.

### **Enhanced Paving**

- i. Provide culturally relevant and visually stimulating paving patterns that are vibrant and complement the streetscape (pavement colors, materials, and textures should blend with the main architecture.)
- ii. Special paving should be used at intersections or along artists galleries to create a sense of arrival and add character to the street. These designs should be influenced by local artists.

### **Murals and Public Art**

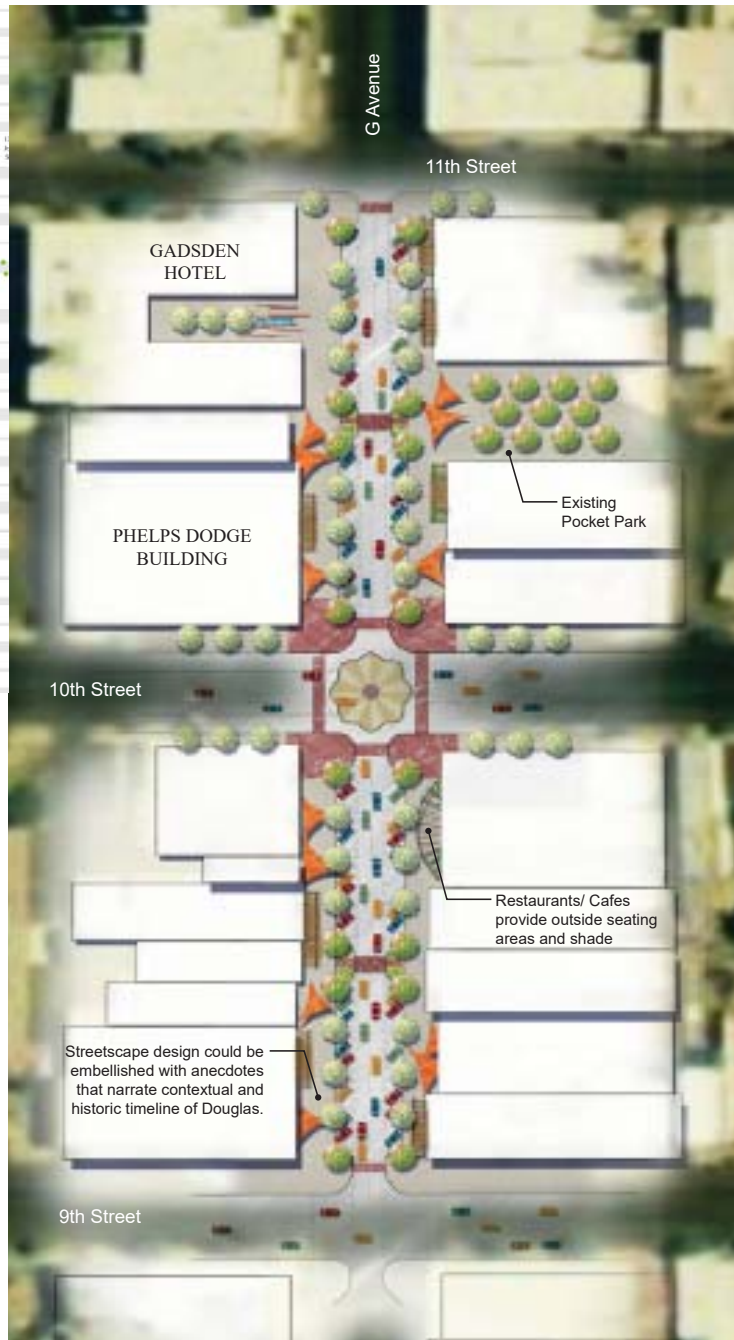
- i. This District celebrates the history and culture of Douglas through Murals and Public Art. Within this district, storefronts, alleys and the sides of buildings are locations for public art, and temporary displays.

## **7.13.2 Government/Historic District**

The Government/Historic District includes the 10th Street Park and is bounded by 11th and 8th Streets, D Avenue and the west side of Pan American Avenue (Interstate 191.) This District includes the largest and most significant of the downtown's and the City's historic resources: the rehabilitated Phelps Dodge Mercantile Building, the Gadsden Hotel and the Grand Theatre.

Covering approximately 125 acres, this district includes a wide array of historic buildings, shops, and a few residential places. The Government/Historic District is also the most "whole" of any of the downtown districts, with the fewest vacant lots and storefronts. This District includes city and county administrative offices and courts. The level of existing activity, active structures and soon-to-be completed renovation of the Phelps Dodge Mercantile Building for city offices, contribute to this area being the likely catalyst for the rehabilitation and revitalization of other downtown districts.

**Figure 26: Government/Historic District Concepts**



Corner landscape seating areas



Outdoor Restaurants/Cafes



Historic Architecture



Pancho Villa



Historic Buildings/ Main Street



Historic Signage





**Figure 27: Downtown gateway at 10th Street and Pan American Avenue.**



**Figure 28: Restored historic buildings, streetscape amenities and gateway elements predominate in the downtown Government/Historic District. A unique intersection design denotes the significance of G Avenue and 10th Street.**



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## Land Use

With the renovation of the Phelps Dodge Mercantile building, and the continued presence of the City of Douglas Offices, the presence of two banks, the library and the post office, the land use pattern for this area is becoming set as predominantly office. The Gadsden Hotel and Grand Theatre provide opportunities for restaurant and community/convention/entertainment space that would complement this area. After hours activity targeted at the substantial office clientele would sustain retail and restaurant sales. A key element of this district is the renovation and reuse of the historic El Paso and Southern Railroad Station, and its connection to the Downtown. See Table 5.2.4.1.

## Architecture

This District is dependent on the presence of historic buildings for its character and success. Federal and/or State Historic Register Nomination should be prepared for all eligible buildings within this district. New construction must incorporate historic elements and be appropriate to the District. To help the City ensure that all revitalization, new development and renovation is appropriate to the historic character of this district, an Historic Design Review Committee, that includes the State Historic Preservation officer and Historic Preservation experts should be formed to review all requests for building permits, zoning and new development.

## Design Elements (Figure 7.6)

- 10th Street Gateway at Pan American Avenue and the main entrance into downtown
- Pedestrian and design connections between El Paso and Southern Railroad and 10th Street Park
- Creation of an off street connection between the park around the city administration building, the interim park on city owned land, 10th Street Park and vacant lots (planned for reuse as parks and plazas) on the east side of G Avenue

## Signs

- Within this district, signs and historic markers should be placed outside every building, and at key locations to direct visitors to other historic sites throughout the downtown and Douglas.

## Trash Receptacles

- Within this district, trash receptacles could be used for interpretation, and each could include a story from Douglas' past. For example, one could tell the story of Geronimo, another could tell the story of Phelps Dodge, and another the story of the airport.

## Materials, Patterns and Textures

- Exterior building materials shall be natural materials which are compatible with and appropriate to the historic context of the building and district.

## Enhanced Paving

- Provide culturally relevant and visually stimulating paving patterns that are vibrant and complement the streetscape (pavement colors, materials, and textures should blend with the main architecture.)
- Special paving should be used at intersections or along streets to create a sense of arrival and add character to the street.
- Historical facts and anecdotes are encouraged to be engraved in a pattern on the sidewalks for visitors and residents to experience

## Lighting

- Lighting should reflect the historic character of the district. Faux gas lamps affixed to buildings and historic theme lighting standards are appropriate to this district.



Barrio district imagery.

### 7.13.3

### Barrio District

The majority of the residential uses, and locally oriented retail and some border-dependent retail uses are located within the cultural district. This area is envisioned to celebrate the City's Mexican Heritage. The Barrio District includes approximately 150 acres and is bounded by F Avenue on the east, Pan American Avenue on the west, 8th Street on the north and 3rd Street on the South.

The southern edge of the Barrio District is adjacent to the US-Mexico border and includes a largely Hispanic, lower income, residential population. Design elements in this district borrow from the characteristics of small traditional Mexican 'pueblos' (villages.) These areas are characterized by enchanting architecture, vibrant colors, plazas, and food establishments with popular local dishes.

#### Land Use

The Saturday Mercado, sponsored by the Chamber of Commerce, could be relocated to the vacant lot at 7th Street and G Avenue. This lot could also be reclaimed as a community garden, and the Mercado could spread to the street. Side streets within this area would be designed to support mostly residential uses. Retail, encouraged with residential use would be encouraged along G Avenue.

This district is also envisioned as a good location for senior citizen housing. 5th Street is well connected to the Safeway Grocery store, and local retail services needs would benefit from additional residences within the immediate area. See Table 5.2.4.1.

#### Public Spaces

Public spaces in this district are designed to enhance existing neighborhoods and celebrate the culture of the community. Like a Mexican community, this District has a formal public space in which the weekly Mercado is held. In addition, sidewalks and alleys are used to create "outdoor rooms" for residents and are not immediately visible or available to visitors. Specific Design Guidance for these areas include:

- Consistent, culturally relevant architectural elements such as wooden trellises, metal benches, brick or stone paved plazas to es-





Figure 29: The Barrio District.

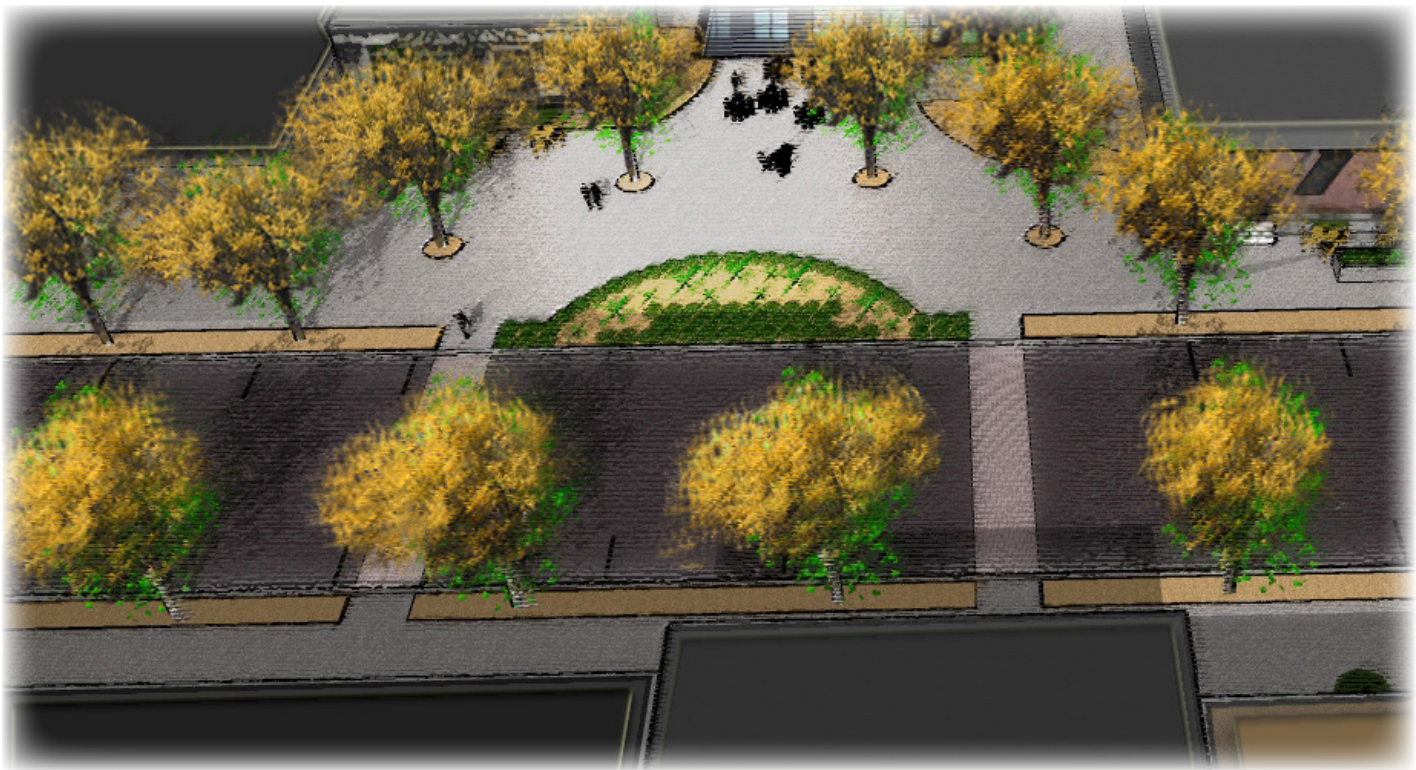


Figure 30: Barrio District Plaza Concept

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establish a clear identity for the development.

## Design Elements

- Redesign of alleys to promote pedestrian access to the downtown from the border
- 5th Street is a gateway connecting this district and the downtown to the Wal-Mart retail area
- Residential uses east of the commercial uses on Pan American Avenue are buffered from vehicular traffic by enhancements to properties along Pan American Avenue
- Access is provided to commercial uses along Pan American Avenue from Pan American Avenue

### Street Lights

- Outdoor wrought iron lanterns are encouraged to be placed on the façades and entries of buildings, based on colonial tradition of old towns in Mexico.

### Signs

- Street and directional signs in this district should be in Spanish and English. Spanish-named stores should be encouraged in this District.

### Seating

- Benches in this district should be placed in plazas and on the sidewalk in a manner that encourages interaction, potentially with chess boards and tables.

### Materials, Patterns and Textures

- Exterior building materials shall be natural materials which are compatible with and reflect the character of the cultural district and influences of traditional Mexican architecture. Use contrasting materials to create visual interest and add texture.
- Materials including vinyl, metal, or aluminum siding are discouraged.

### Colors

- Color is intended as a primary theme element and should be vibrant and energetic.
- Use brighter, richer, and stronger colors to help identify building entries and places of high intensity use.

### Enhanced Paving

- Provide culturally relevant and visually stimulating paving patterns that are vibrant and complement the streetscape
  - Pavement colors, materials, and textures should blend with the main architecture.
  - Special paving should be used at intersections to create a sense of arrival. These designs should be influenced by Mexican art and design.
  - Sidewalk paving shall include culturally appropriate decorative patterns.
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