



Douglas Infill and Downtown Revitalization Strategy

January 2021



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Executive Summary

Douglas is a city of about 16,000 people in southeast Arizona that formed in the early 20th century to support a booming copper smelting industry. The last plant closed in 1987 and the city has been working ever since transform its economy.¹ A major opportunity for economic development is coming in the form of a federal investment that will substantially affect the regional economy, growth patterns, and transportation for generations to come. The Raul Hector Castro Land Port of Entry (LPOE) facility has connected the people of Douglas and Agua Prieta in Mexico since 1933. The border crossing also provides a critical point of passage for

Workshop Focus Areas

1. Increase economic development and foot-traffic in downtown.
2. Attract infill housing and other amenities to downtown Douglas.
3. Plan for new development likely to occur around the new commercial land port of entry.
4. Cultivate a safer and more enjoyable walking and biking experience in downtown.
5. Nurture tourism-based activities and destinations.

commercial vehicles that support trade between the two countries. It is the second busiest LPOE in Arizona for commercial traffic.

Mining and agriculture remain key industries for the international regional economy. The industries rely on heavy and often oversized vehicles, which can impede traffic flow in both cities, and contribute to noise and safety concerns for pedestrians and residents that live near the border crossing. Furthermore, the border crossing is in an urban setting near the downtowns of both cities, which constrains the facility and limits the range of options for expanding it. These concerns led the U.S. Customs and Border Patrol (CBP) and the General Services Administration (GSA) to study the feasibility of various solutions for improving the LPOE.

The CBP and GSA concluded a feasibility study in 2019 that identified a “two-port solution” as the preferred approach to meeting the CBP’s needs. GSA expects to construct a second standalone commercial port before 2028 about four miles west of Douglas on 80 acres of land donated by the city. This will require GSA to plan for new port infrastructure, services, and amenities to support the team that will construct the new port. Upon completion



Figure 1 - The regional map shows the existing port and proposed new commercial port in relation to Douglas and Agua Prieta, Mexico

¹ City of Douglas. Historic Douglas. Accessed 11/23/2020. <https://www.douglasaz.gov/442/Historic-Douglas>

of the commercial port the GSA expects to modernize the existing port, which is less than one mile south of Douglas' downtown core (see figure 1). While the city of Douglas supports the plan, officials have expressed concern that the new port could draw economic activity out of the downtown area and to the areas surrounding the new port and along State Route 80. Douglas is concerned that development between the city and the new port area would hinder the city's efforts to revitalize downtown and attract infill development to vacant properties.

Given these dynamics, the GSA partnered with the U.S. Environmental Protection Agency's Office of Community Revitalization to provide planning assistance for Douglas and technical support to the port project team. The assistance helped Douglas explore strategies for leveraging the land port of entry projects for economic development consistent with the city's vision for the future. The new commercial port can bring substantial economic benefits for Douglas, Cochise County, and beyond. However, the city wants to ensure that the areas around the old port continue to thrive while at the same time encouraging commercial and industrial business growth around the new port. Therefore, the key strategies and actions in this report focus primarily on how to ensure long term vibrancy in downtown Douglas with infill development and placemaking investments.

In addition to the planning for downtown, this effort is meant to help inform the federal project prior to its design and to coordinate local infrastructure to support both the port development and long-term local planning goals. Federal and state partners will need to continue coordinating with local stakeholders to ensure complementary growth and infrastructure investments around the new port consistent with the creation of a major international commercial and logistics hub. Cochise County is in the process of completing an infrastructure study for the new port area that identifies water and wastewater needs to serve the future commercial hub. Other state and regional partners are also working to align economic development initiatives and

Strategies & Actions

Strategy 1 - Enliven G Avenue starting between 9th and 12th Streets with lighter, quicker, cheaper projects that tap into the talent and energy of the people of both Douglas and Mexico to reuse vacant spaces.

1. Street dining
2. Pop-up gathering spaces and events
3. Curb extensions
4. Sidewalk lighting
5. Shade trees and structures

Strategy 2 - Energize and reuse key buildings and sites in the core of downtown to reinforce a sense of place and bring foot traffic to G Avenue.

1. Vacant building inventory
2. Mixed use hub catalyst project
3. History storytelling
4. Promote existing financial tools and expand the infill toolkit
5. Recruit and nurture Mexican investment and promote downtown to Mexican visitors

Strategy 3 - Make walkability and gateway enhancements that create a sense of arrival and an inviting pathway into downtown from neighborhoods, the existing port, and Pan American Avenue.

1. Enhance the pedestrian realm on key streets
2. Improve pedestrian crossings
3. Add wayfinding
4. Create bicycle routes to downtown and around town
5. Enhance the Port Area Pedestrian Realm

Strategy 4 - Update policies and codes to reflect the city's vision for the downtown and the new port areas.

1. Planning & zoning strategy (downtown Douglas)
2. Residential growth plan (downtown and north Douglas)
3. Small area plan (around the Raul Castro LPOE)
4. Code for new port area

transportation investments to enable growth around the new port. Therefore, this report also includes a short discussion on additional considerations these partners can take to support implementation of the vision for the new port area.

Douglas explored these key topics through a workshop that occurred over five virtual work sessions between September 15 and 25, 2020. The sessions brought together many local elected and appointed officials, state and federal officials, and business and institutional leaders with an interest in the downtown and new port



Figure 2 - The city hosted a virtual workshop due to the COVID-19 pandemic. Source: Renaissance Planning.

areas. The city and the consulting team supporting the workshop also created web content and solicited public input via a survey that received more than 100 responses (see Appendix A).

The workshop explored existing conditions through a locally led tour, issues and opportunities related to downtown revitalization and the new port area, strategies supportive of the city's goals, and specific actions the city can take over the next two to three years to support its vision of future growth and development. The workshop also featured discussions focused on the new port area and the need to work closely with the county and other partners to plan for development in that area.

Prior to the work sessions, the consulting team also conducted a market analysis to inform the strategies and actions that were discussed during the workshop and agreed upon and documented in this report (see Appendix B). The results of this analysis are summarized in the following section. However, they generally point to the need to concentrate the city's downtown revitalization efforts on a relatively small area most likely to attract investment in the near term. The consulting team also presented findings and strategies related to the built environment and transforming downtown Douglas over time into a more walkable place (see Appendix E). This research informed discussions among local stakeholders that led to the following set of strategies and actions agreed upon by the workshop participants. Further community engagement will help the city vet and implement these ideas.

Opportunities and Challenges

Market Study Findings

The research team at Smart Growth America conducted analysis to provide a snapshot of market dynamics in Douglas. This helped frame the current economic outlook as well as identify opportunities for future growth and success.

First, the research team conducted a “SWOT” analysis to evaluate the city’s strengths, weaknesses, opportunities, and threats. The analysis indicated that Douglas has a strong base to generate economic growth such as the strong relationship with Agua Prieta and the employment generating Land Port of Entry. It also demonstrated that border restrictions, real estate volatility, and rural location provide challenges for the city to overcome.

Strengths	Weaknesses
Stable employment base with the Land Port of Entry	Economic dependence on Agua Prieta
Growing median household income in area	High vacancy rates for income generating properties
Strong relationships across the U.S.-Mexico border allowing access to larger market	High percentage of workforce employed in less stable retail and public administration industries
Strong federal government presence, which is a relatively stable source of jobs and incomes	Rural location makes tourism difficult

Opportunities	Threats
Access to Agua Prieta market gives a strong base for retail activity	Border restrictions limiting the number of crossings in a given year
Federal investment in the two-port solution to generate jobs and support economic development	Commercial Land Port of Entry could spur development that is not compatible with the city’s vision for downtown
Zoning code rewrite provides ability to adapt land to needs of businesses and residents	COVID-19 Pandemic could limit number of annual border crossings
EPA Brownfields Assessment grant of \$600,000 that is funding assessment of several sites in Cochise County, including the Rivera Building on 10 th Street, which is a priority infill opportunity	High percentage of employment in retail sector holds down wages and makes the local economy dependent on an unstable sector

The market study also considered real estate trends. The following charts demonstrate that rents for all four real estate sectors evaluated—office, retail, multifamily, and industrial—experienced increases over the last ten years. The low growth of retail rents are consistent with national trends. Meanwhile, growing office and industrial rents demonstrate potential demand for additional space dedicated to these uses in the city. The per year vacancy rate changes are volatile across the office sector. It was recently increasing by an average of 2.9 percent per year, but declined in the past several years. The other three evaluated sectors all declined. This indicates a volatility in the Douglas real estate market in recent years. It also provides the city with opportunity for investment around the new LPOE and the downtown area as the

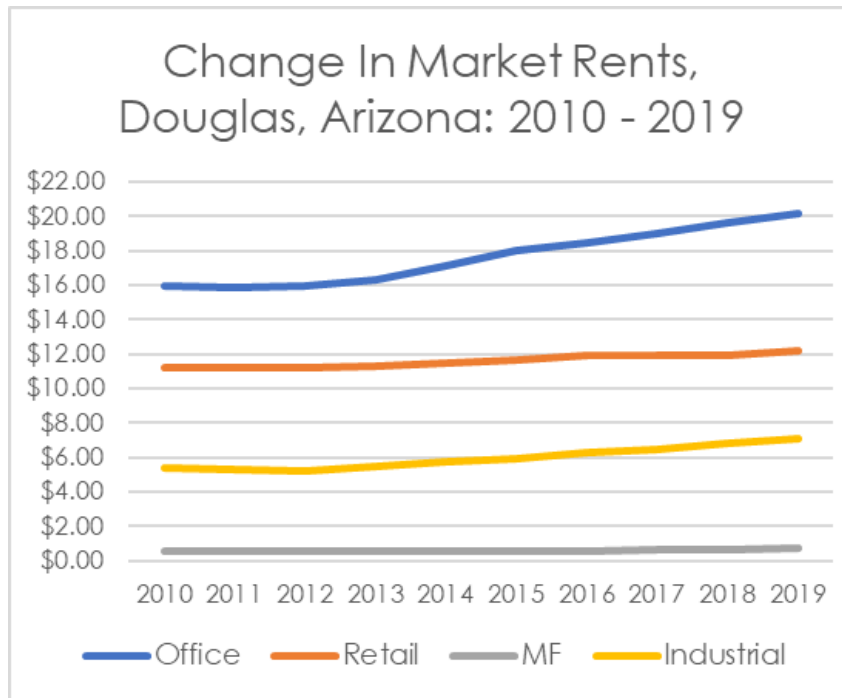


Figure 3 - Real Estate Indicators - Rents, City of Douglas 2010 – 2019

market has indicated it can support rising rents and has demonstrated lower vacancy rates.

In addition the research team conducted a “fiscal hot spot analysis” for the city. A property’s value is often influenced by the value of surrounding properties either positively or negatively. A fiscal hot spot analysis looks at the property values within a set boundary and identifies areas where there are statistically significant clusters of higher or lower valued land. This analysis demonstrates where an area is generating its greatest economic impact on a per acre basis. It also provides a guide for where additional development is suitable for an area. Areas within or immediately adjacent to a cluster of hotspots will likely yield a

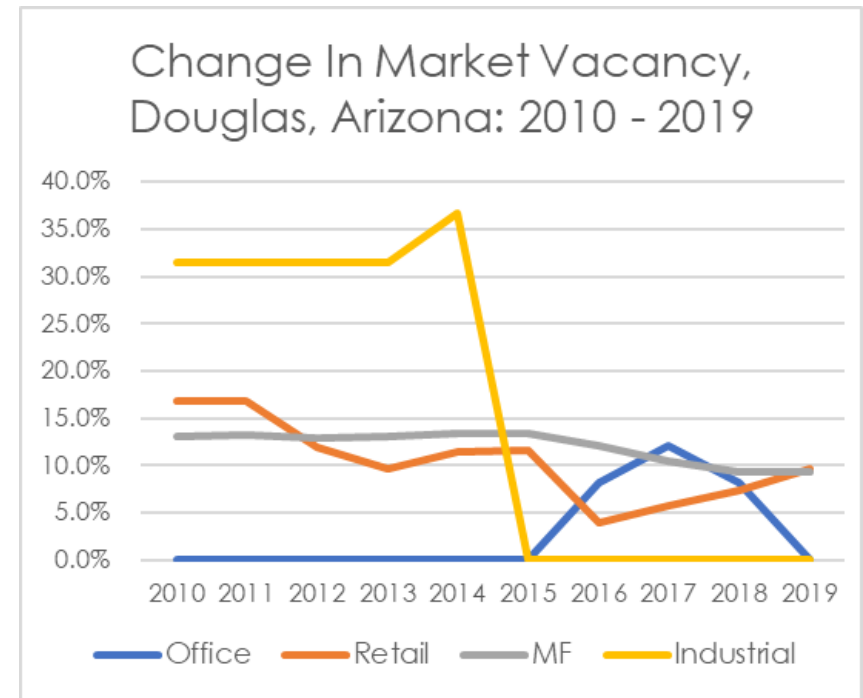


Figure 4 - Real Estate Indicators - Vacancy, City of Douglas 2010 – 2019

higher economic return than areas that cluster lower value properties.

The research team evaluated the parcels in the Douglas on a per acre basis. This analysis revealed the average per acre property values range from \$180 to \$6.7 million. Five main hot spots were found in Douglas, four of which are in primarily residential areas, and one encompasses a large portion of downtown including North G Avenue and East 10th Street (see Figure 6). It was found that high value properties are clustered together, typical of most communities throughout the United States. The same strengths found in the SWOT Analysis - the strong relationship with Agua Prieta and the Land Port of Entry - provide opportunity for continued infill development and economic growth concentrated

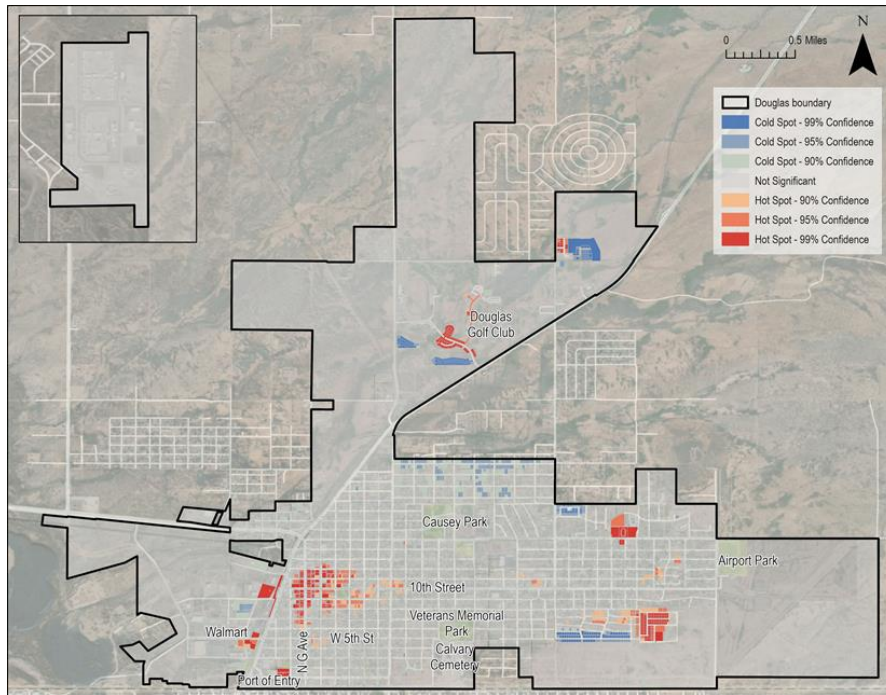


Figure 6 - Summary of Fiscal Hot Spots (Land Area and Land Value Ratios)

in the downtown Douglas area. The analysis also found that the 2.2 percent of Douglas's land area within hot spots accounts for 15.4 percent of the land value—this also presents opportunity for downtown investment.

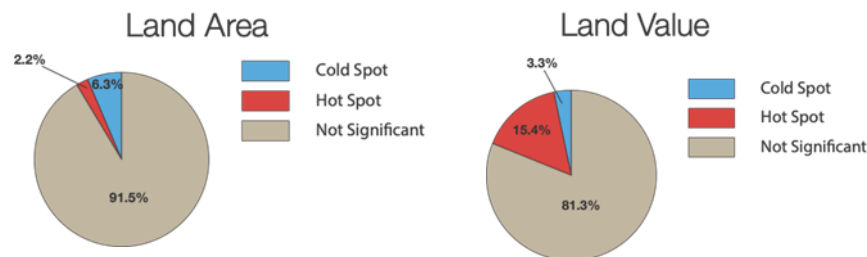


Figure 5 - Percent of land by area and value within fiscal hot spots.

Bringing these analyses together pointed to potential in the Central Business District (CBD) for future development. The volatility of the real estate market and the clustering of high value properties in this area indicate unmet demand for downtown revitalization and growth. To explore that further, the project team conducted an analysis of the zoning code. The research team identified specific zoning reforms for the city to consider. These include:

1. Reduce large minimum lot requirements.
2. Less restrictive land use (38 percent of land is zoned single-family residential).
3. Allow for more mixed-use development.
4. Make the zoning code more user friendly and more supportive of the type of development the city desires.

However, even without changes, Douglas' downtown provides the backbone for a revitalized mixed-use commercial district. Figure 7 below demonstrates what is possible under current zoning for several underutilized lots in the core of the central business district — 40 new residential units and two new commercial buildings.



Figure 7 - Model of Potential Central Business District Development

The key findings of the market study, fiscal hotspot analysis, and zoning audit highlight the challenges and opportunities Douglas has with the construction of the new commercial LPOE. The challenges to address are leveraging the LPOE project to bring in additional residents and visitors to the city and to promote the assets the city has. To maximize potential of the downtown area, stakeholders could focus on the higher performing areas that have development opportunities under current zoning guidelines. Utilizing what is currently possible under this zoning and targeting this development in areas already generating an economic return, will produce the fastest results to assist in the revitalization of the downtown area and leverage the investment in the LPOE.

Walkability Findings

The study team also assessed the city's built environment (streets, buildings, and public spaces) through the lens of walkability. The ease and comfort with which people can travel by foot is a key ingredient of downtown revitalization. Successful downtowns are designed as places for people first and foremost. They are characterized by heavy foot traffic and public spaces where people can comfortably gather and linger. However, many cities have built their downtown streets with an emphasis on moving vehicular traffic and provide space for vehicle parking.

While vehicular access and parking are important considerations, emphasizing vehicular needs in downtown street design detracts from the major advantage of downtown, which is that it places many destinations in a small area. This characteristic of downtown means that people can more easily reach their destination on foot or bicycle. Therefore, downtown streets are far different in function than suburban streets, industrial access roads, and state highways. The former are generally designed to provide vehicular access and prioritize speed to help people reach their destinations in a reasonable amount of time. Downtown streets do not need to support high travel speeds to provide people with access to their destination. In fact, high vehicle speeds can detract from the

fundamental advantage of a downtown and discourage the type of chance social encounters that make cities vibrant and attractive to many people. This means that the design of the street is important and will vary based on the desired function and the context.

The city understands that the context of a place matters in determining the ideal street design. In 2020 the city solicited bids from firms to redesign G Avenue, which is downtown's main street. The study team that assisted the city in crafting this report observed several strengths and weaknesses related to walkability that are relevant to the G Avenue redesign and the larger goal of revitalization. These are summarized in the table below.

Opportunities	Challenges
A street grid downtown with short block lengths of 375 to 500 feet, which creates a well-connected street pattern.	Fairly wide streets and travel lanes that support high speed vehicle traffic and degrade the ease and comfort of walking downtown.
A wide range of building types and land uses ranging from civic to retail to public pocket parks and squares downtown.	Inconsistent street tree coverage. Street trees play an important role in providing shade on hot and sunny days common in Arizona.
Historic structures that reflect the city's history and contribute to a unique sense of place.	The existing LPOE design and the placement of the Pan American Ave walking trail direct people west from the LPOE, which may discourage people from exploring the downtown area on foot.
Proximity to the border, which has about 2,500 pedestrian crossings per day.	Intersection designs that tend to favor efficient vehicle movement and lack highly visible crosswalks and curb extensions that would increase pedestrian visibility.
Proximity of residential neighborhoods to the east.	Lack of sidewalk space on many key downtown streets, which limits opportunities for sidewalk dining, seating areas, and street trees.

Opportunities	Challenges
Good regional accessibility to downtown via State Route 80, U.S. Route 191, and the LPOE.	Building more downtown housing that would contribute to a more vibrant street scene after business hours and on weekends.
Upcoming projects that will transform G Avenue and the existing LPOE and can contribute to walkability if they are designed with pedestrian access and comfort in mind.	Providing parking and vehicle access without degrading walkability and the buildings and places that make downtown a place worth visiting, conducting business, and living.

The planned modernization of the existing Raul Hector Castro LPOE is an important opportunity for improving downtown walkability. About 2,500 people cross the border daily on foot. Actions 3.5 and 4.3 of this report call for the city and GSA to design the port modernization - and plan for adjacent buildings, land uses, and infrastructure - to create a highly walkable environment and a better sense of place and arrival for pedestrians.

The G Avenue streetscape redesign is another important opportunity to create more public space and improve the conditions of the sidewalks and intersections in ways that add foot traffic and increase vitality. The connection between a modernized LPOE and revitalized G Avenue is an important consideration. Strategy 3 of this report lays out some ideas and steps to strengthen this connection. The city may want to consider other strategies, such as building a trail across city-owned properties that would more directly connect the LPOE and G Avenue. These could be considered through the small area plan envisioned in Action 4.3.

Parking

Workshop participants described parking as an important issue to downtown business and property owners. Parking in downtown is important because businesses rely on access for customers for their business to thrive. One concern expressed by workshop participants is that visitors will not find convenient parking near

their destination, particularly during special events. However, providing too much parking is also a problem that can limit development and redevelopment opportunities in the area. This is a problem because businesses downtown benefit from foot traffic, and more businesses means more foot traffic.

There are several opportunities for dealing with the parking issues in Douglas before investing in new supply in the form of a parking lot or multi-level parking garage. A key step is to gain a clear understanding of parking supply and demand under normal conditions. These basic data can help the city evaluate strategies to maximize use of existing parking such as shared parking between complementary land uses (for example, a place of worship and a restaurant, which have different peak demand).

The walkability improvements described in this report can also be part of the city's parking strategy. People are generally willing to walk further when there is shade, a sidewalk, interesting things to see or experience as they walk, and a sense of safety that can be created by lighting and "eyes on the street," which will come with further development of the downtown area. Many thriving downtowns are "park once" districts where a person can park their vehicle and easily visit multiple destinations on foot.

Special events can easily overwhelm the downtown area's parking supply. However, given that special events happen relatively infrequently the parking demand may be met with alternatives such as a park and ride shuttle, closing certain streets to gain parking, or paying to use private properties for parking on a temporary basis. The proposed transit center near 9th Street and G Avenue is another opportunity for addressing the downtown's parking needs by allowing more people to reach the area for both events and to access everyday needs without relying on a vehicle.

Planning Investments

Several planning and infrastructure investment studies are underway in Douglas and Cochise County. Together these plans

may bring about several positive changes for the city and region and represent major opportunities. The key recent or underway studies are described briefly below:

- **Douglas Arizona Land Ports of Entry Regional Feasibility Study** – This study completed in 2019 explored options for meeting the Customs and Border Protection's (CBP) needs in the Douglas area. The study concluded that building a standalone commercial port was the only feasible alternative for meeting CBP's needs. The city donated 80 acres off James Ranch Road for the new port.
- **Water & Wastewater Feasibility Report Douglas, Arizona** – The County-funded study considers options for extending water and wastewater infrastructure to the new LPOE and Cochise College. It also considers possible demand from future development of about 7,600 acres in County growth areas along James Ranch Road, State Route 80, and U.S. Route 191. The 90 percent design plan includes estimates of unmet housing and hotel demand driven by contractors that will work on the new LPOE and additional CPB officers to operate the second port. The report includes an action plan for extending infrastructure to the new port area by 2025.
- **G Avenue Streetscape** – The city acknowledges the importance of an attractive, vibrant, and walkable

streetscape on G Avenue, which runs through the heart of downtown. In 2019 the city conducted a visual survey to learn what design features the public and merchants would like to see in the future. In 2020 the city solicited bids for a firm to design improvements for the street.

- **Douglas Comprehensive Plan Update** – The city expects to begin an update to its comprehensive plan in 2020. The action plan included in this report points to some potential areas of focus for the comprehensive plan update. The market study highlighted some policy and code revisions that would support downtown revitalization and infill.
- **City of Douglas Hotel Market Demand & Financial Feasibility Study** – The city conducted a study of the hotel market in 2020. The study found that the market could support an upper mid-scale 80 room hotel. It identified the intersection of Pan American Avenue and Highway 80 as the most optimal site for a new hotel.

Vision Maps

Leaders for the city of Douglas have articulated a vision for the future of the community that is centered on a thriving downtown with more homes, shops, tourism, recreation, and people interacting and enjoying their hometown. Achieving this vision takes a plan, and implementing that plan entails several decisions about where, when, and how to invest limited public resources. This section presents three maps that lay out a vision for where to focus investments to achieve the city's revitalization goals (illustrated on pages 14, 17, and 19). The vision maps underscore the importance of the strategies and actions that appear later in the report.

Growth and Connectivity Framework

The growth and vision framework shows where the city prefers growth and the key infrastructure to support it. The two primary growth areas are the downtown and the planned commercial port, which will be about four miles west of downtown. The downtown infill growth area is focused on G Avenue between 9th and 12th Streets. Focusing on this area is important because the amount of new retail, office, and residential development anticipated over the next several years is limited.

Concentrating development in a relatively small area will help the city achieve a node of vitality and momentum that can spread out to other parts of the downtown and city over time. Development will still happen in other parts of the city, but Douglas can achieve a greater bang for its buck by focusing public investment in walkability, events, street upgrades, and development incentives in a small area at the core of its downtown. This strategy is also consistent with the market study findings, which demonstrate that the areas of highest value in Douglas are at the heart of downtown.

The other focus area for growth is surrounding the new port south of State Route 80 and north of the Mexican border. The federal governments of the United States and Mexico are working together to route commercial traffic through this area rather than the

downtowns of Douglas and Agua Prieta. This action will support the city's goals for downtown revitalization by reducing truck traffic in the area. It will also create an economic development opportunity surrounding the new port. The city envisions this area developing as an industrial and commercial hub, filled with land uses that are more appropriate and function more efficiently outside of the downtown.

The process of identifying growth areas highlights the need for several infrastructure improvements. The new port area depends on connections to the city's water and wastewater utilities, broadband internet, and the regional highway system. The emphasis in this area, and on the highways leading to and from it, is efficient and safe mobility for people and goods heading 'through' the region. The area can be imagined as a new mobility hub for major interstate and international commerce, while the downtown area requires a different type of investment as it is focused on creating conditions to attract people 'to' downtown as a major destination.

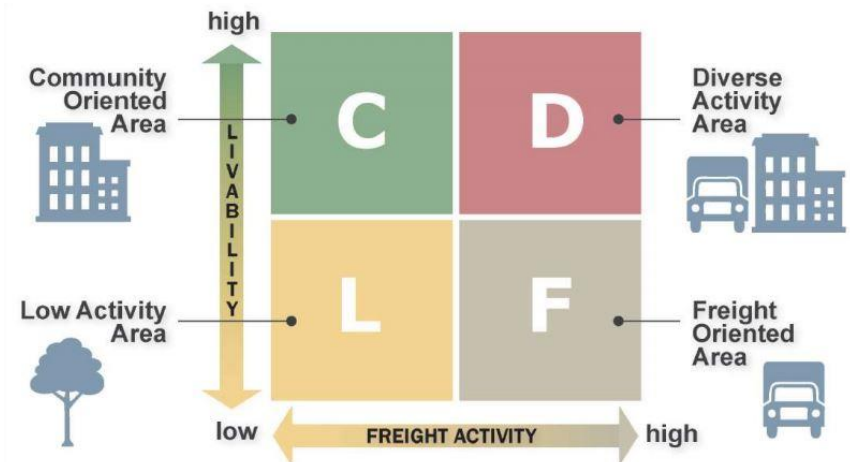


Figure 8 – The new port area and downtown are different types of places with different design needs. This graphic shows how livability goals and freight needs shape the character of a place, and the following table shows how place can influence design standards for development and streets. Source: Renaissance Planning for Florida DOT https://tampabayfreight.com/wp-content/uploads/FRDC_Complete_DRAFT.pdf

Here the emphasis is on placemaking and promoting walking, biking, and slow-moving vehicular access to key centers of activity. The graphic in Figure 8 shows how the two growth areas are different because of their respective emphases on livability (downtown area) and freight activity (new port area). As the city plans for these two places, it will be important to keep in mind this distinction and how it affects the desired form of development and street design.

For example, a thriving downtown is a pedestrian district with wider sidewalks, safe crosswalks, traffic calming, shade from the increasingly hot climate of southeast Arizona, and public spaces where people can congregate and enjoy their hometown. Therefore, these streets are labeled “pedestrian emphasis.” Meanwhile, the highways and streets serving the new port have a greater emphasis on efficiently moving people and goods over longer distances and at greater speeds. In these areas it is important to consider design strategies that minimize the need for large freight trucks to frequently accelerate and decelerate. Pedestrian and bicycle facilities in these areas call for greater protection and separation for safety and comfort, which is why a physically separated shared-use path would be preferable along State Route 80. The table below describes several other ways in which the typical design of a more freight-oriented area differs from the city’s priority infill area, where livability is the primary concern.

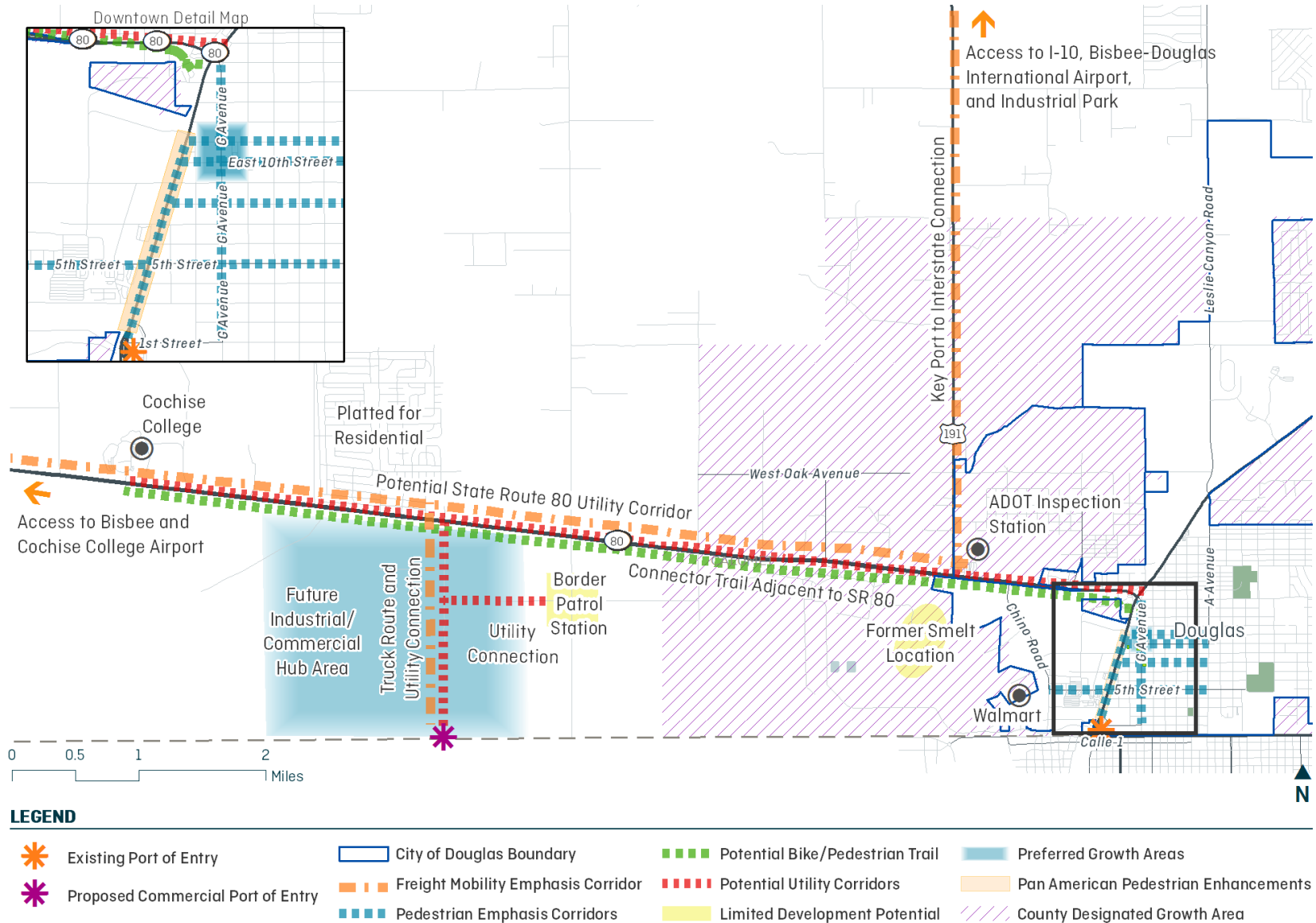
Typical Design Elements	Pedestrian Emphasis Corridors	Freight Mobility Corridors
Travel Lanes	Narrow to calm traffic and allow for ample pedestrian space	Wider to allow for larger vehicles
Turning lanes	Avoid exclusive turn lanes	Exclusive turn lanes as needed
Pedestrian Space	Wide sidewalks (often 7’ or greater) with planted buffer between vehicle space and sidewalk for shade and comfort	Sidewalks or shared use path separated by ample buffer for safety and comfort

Typical Design Elements	Pedestrian Emphasis Corridors	Freight Mobility Corridors
Bicycle Space	Bicycle lanes (raised or on-street)	Wide outside shoulder or a shared use path
Parking	On-street parking	Off-street parking
Traffic calming	Prioritized using curb extensions, raised crosswalks, minimal turning radius, etc.	None
Building setbacks	Minimal with no off-street parking between the sidewalk and building façade	Greater setbacks between street and building
Target Speed	Low (25 MPH or less)	Higher (35 – 55 MPH, depending on road type)

The growth and connectivity framework demonstrates how State Route 80 and U.S. Route 191 are key freight mobility corridors while Pan American Avenue and the avenues and streets to its immediate east are pedestrian emphasis corridors. Treating them as such will help the residents of Douglas and the thousands of people crossing the border each day to meet their needs more easily access the downtown on foot.

Additionally, the first map on page 14 shows possible major investments in roadway and utility (water, sewer, and broadband internet) along State Route 80 and James Ranch Road to support construction of the new port and the adjacent economic development. The red dashed line indicates the concept of a utility corridor, which would require close coordination among the county, city, GSA, Arizona Department of Transportation, and others as needed. The dashed green line indicates a possible alignment for a future walking and biking trail, which would help connect people in Douglas and Agua Prieta with opportunities for education at Cochise College and future jobs around the new port.

MAP 1 | GROWTH AND CONNECTIVITY FRAMEWORK



Downtown Pedestrian Connectivity Vision

The Downtown Pedestrian Connectivity Vision (as illustrated in Map 2 on page 17) shows key nodes of activity, including the Raul Castro Land Port of Entry (LPOE) at the south end of Pan American Avenue, the 5th Street retail and commercial hub, the city-owned warehouses east of the port, and the downtown core on G Avenue. The market study identified these nodes as fiscal hot spots where the city's highest value properties on a per acre basis are located. These places are existing and future centers of activity and vitality. Knitting these nodes together with highly walkable streets is an important strategy for achieving the city's vision of a revitalized core.

The two key spines for north-south transportation in downtown are G Avenue and Pan American Avenue. The city in 2020 was in the process of procuring a contractor to redesign G Avenue to create a more pedestrian friendly streetscape. Pan American Avenue as



Figure 9 - Shifting truck traffic from the existing port to a new port west of downtown creates an opportunity to improve Pan American Avenue for pedestrians. Here Pan American terminates at the border crossing. Source: City of Douglas

of 2020 is serving several key functions that are not completely compatible. It is the main freight corridor for heavy trucks crossing the border and a key connector for people traveling to jobs, retail, and educational opportunities in Douglas and beyond. Moving the commercial traffic to the new port will create an opportunity for the city to transform Pan American Avenue over time into a complete street that meets the needs of pedestrians, bicyclists, bus riders, and drivers. This would potentially entail wider sidewalks, more visible crosswalks, a tighter turning radius at key intersections to calm traffic, street trees between the travel lanes and sidewalks, and wayfinding signs. This concept is designated on the map as "Pan American Avenue pedestrian enhancements." The city may in the long-term want to study traffic conditions and consider a [road diet](#) in which some of the travel lanes are repurposed for pedestrian or bicycle space. The travel volumes on the street, even with the truck traffic, are low enough to merit studying the feasibility of a three-lane cross section rather than the current five-lane arrangement.

The vision also highlights the importance of strengthening east-west connections between Pan American Avenue and A Avenue. The streets highlighted as pedestrian emphasis corridors are 5th Street, 8th, 10th, and 11th. Improving the crossings of Pan American Avenue is also important for strengthening the walkability of the key east-west streets. One key crossing to prioritize in the near term is 5th Avenue. Creating a more comfortable pedestrian experience on these streets will help entice people presently walking to the 5th Street retail hub, or along the west-side shared use trail, to explore downtown just a couple of blocks to the east.

Meanwhile, improving walkability all the way east to A Avenue will make it easier for people living in the heart of Douglas to walk downtown to visit the shops and attend the planned events. The vision map also identifies potential locations for overhead gateway signage at the northern and southern gateways to the downtown core, and wayfinding signage for people traveling on Pan American Avenue.

A final key element of the city's vision is the warehouse district just east of the Raul Castro LPOE. The city owns several properties, including warehouse buildings, in this area that could be ripe for redevelopment once the commercial traffic moves to the new port. The plan for how exactly these properties could be repurposed is undecided as of 2020. But Action 4.3 of the strategic framework (see pages 22 to 30) calls for studying the area in more detail. One idea is that the area could become a mercado featuring local food and culture. This area also presents an opportunity to connect G Avenue to the existing port more directly by creating a walking path that traverses this area and ties into the city park at 3rd Street and H Avenue.



Figure 12 - The pedestrian emphasis corridors are ideal locations to implement near-term and lower cost enhancements to calm traffic, such as these temporary curb extensions implemented with polka dots and flexible bollards in Austin, Texas. Source: City Lab

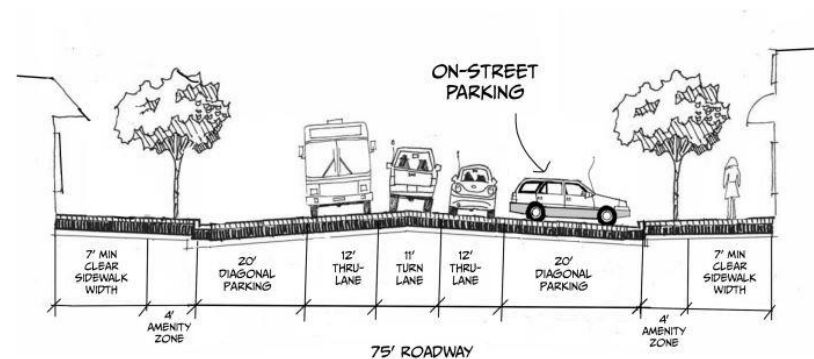


Figure 10 - Douglas in 2020 is planning to redesign the G Avenue streetscape to create a more pedestrian-friendly environment. Source: City of Douglas.

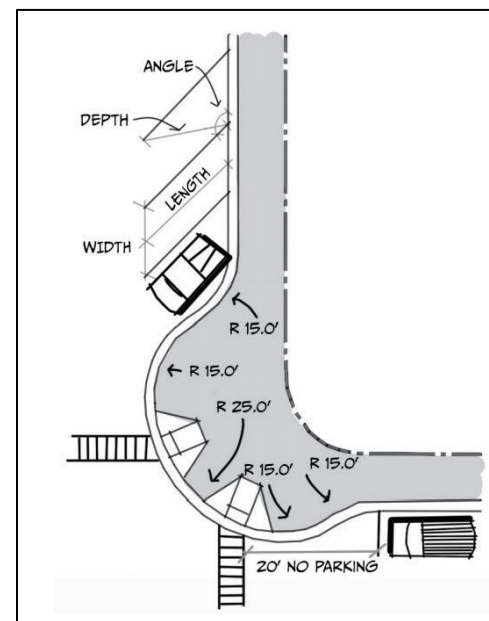
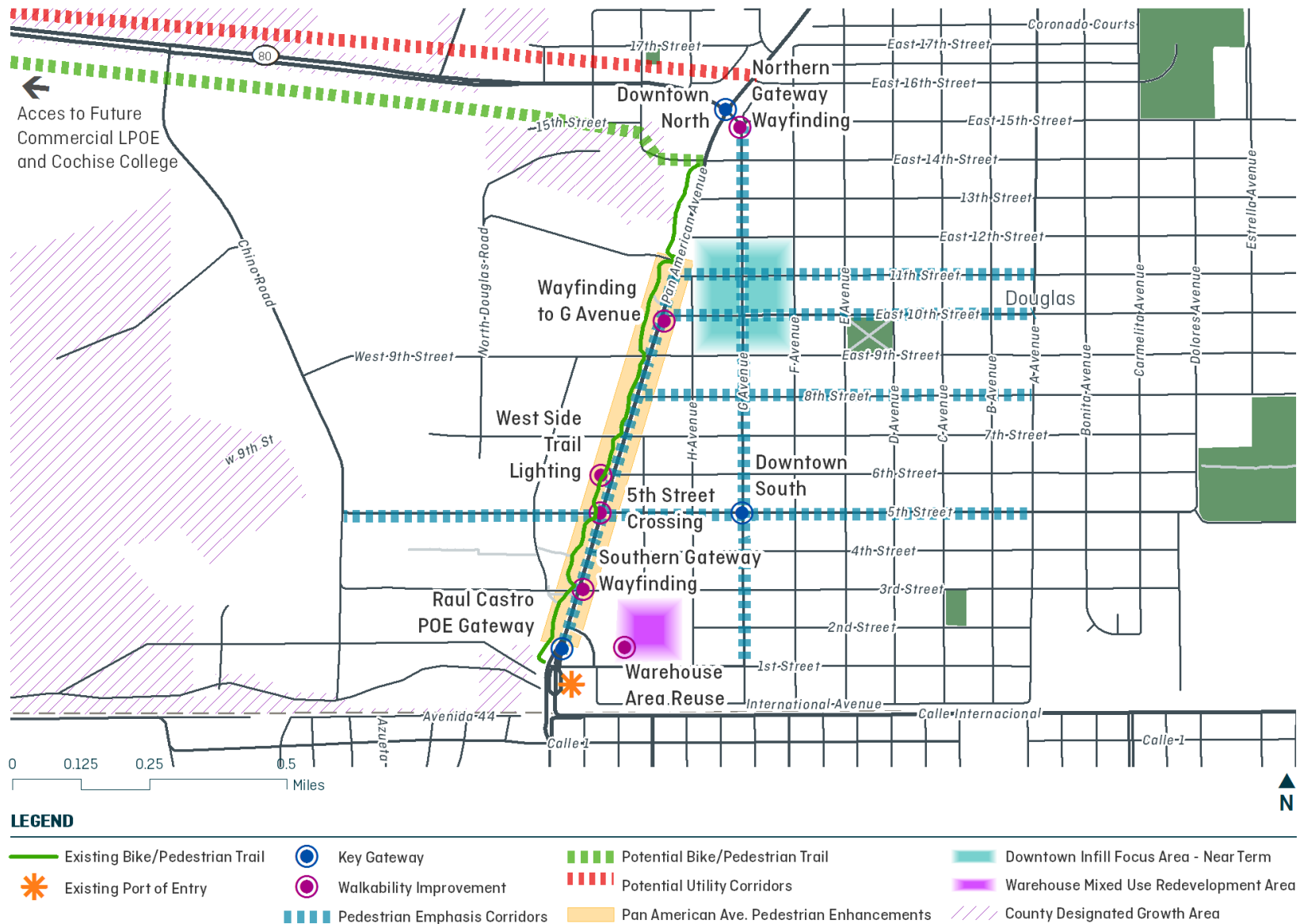


Figure 11 - Among the design elements Douglas is considering for G Avenue is curb extensions that decrease the crossing distance for pedestrians and improve their visibility. Source: City of Douglas

MAP 2 | DOWNTOWN PEDESTRIAN CONNECTIVITY VISION



Downtown Infill Development Opportunities

The third vision map (illustrated on page 19) depicts opportunities in the downtown core for revitalization. The parcels highlighted in green are sites the city has identified as infill opportunities. Infill is a term that describes development occurring in a built-up neighborhood, often using vacant land, or rehabilitating existing properties. The city is laying the groundwork for long-term revitalization by using U.S. EPA Brownfields Assessment grant funds awarded to Cochise County to assess a key brownfield site downtown. Other sites may be assessed in the future using these funds. The assessment process is an important step in understanding what uses are possible for these sites in the future.

The purple (housing), orange (tourism and retail), and blue (near term catalyst) represent possible new uses for these several of these sites. The three categories also represent key uses that can draw more economic activity and foot traffic to the downtown area. There is very little residential in the downtown as of 2020, despite the presence of several buildings with second floors built for that



Figure 14 - The Hotel Gadsden is an anchor for downtown revitalization and an example of the type of private investment Douglas envisions for other prominent and underutilized buildings in the downtown area. Source: City of Douglas.

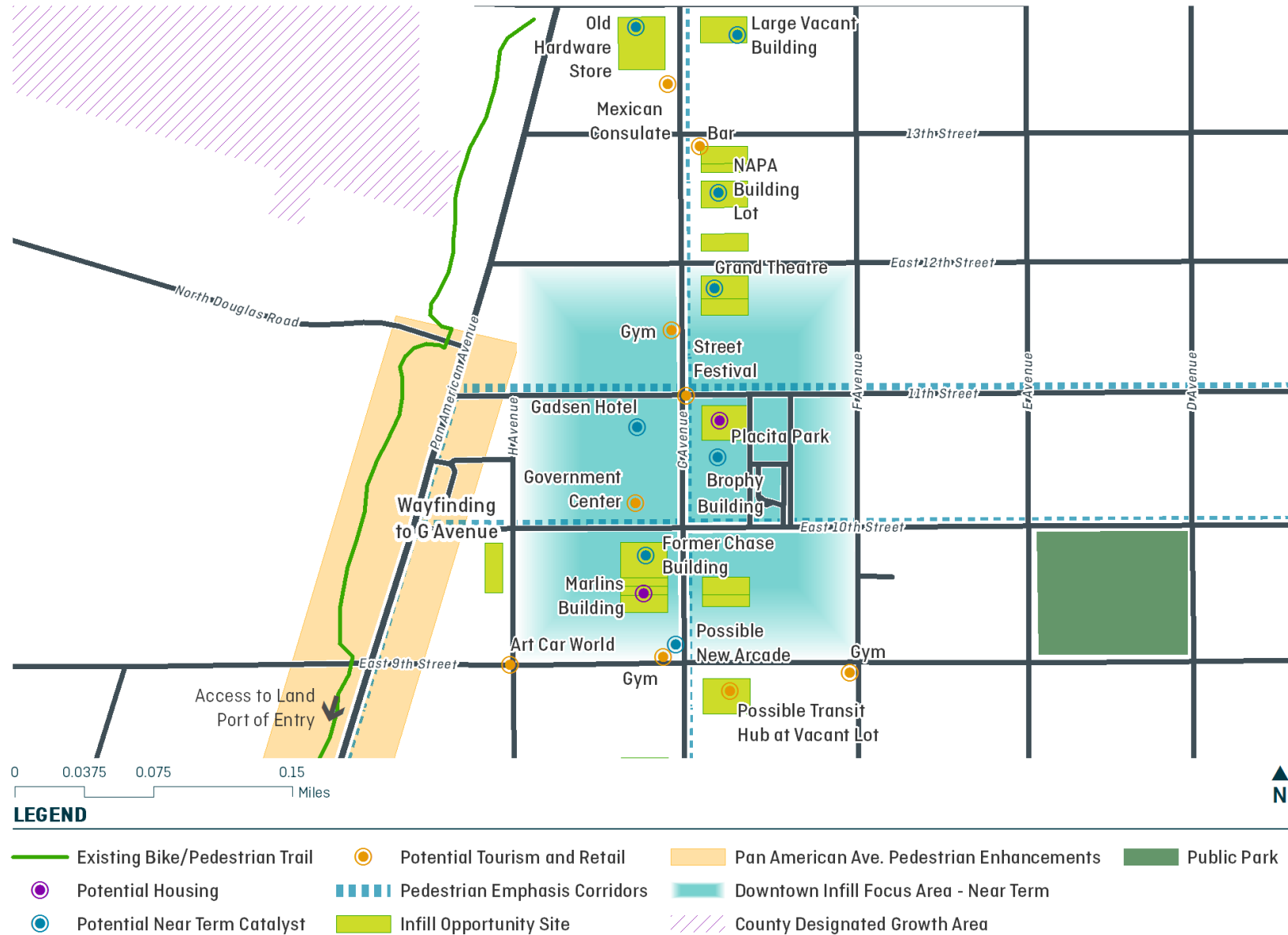


Figure 13 - The Brophy Building is a key opportunity for new retail and housing in the core of downtown. Source: City of Douglas.

purpose. Tourism and retail are opportunities given the traditional uses that located downtown, and the proximity to the Mexican border. The near-term catalysts represent the idea that the economic conditions downtown in 2020 are not conducive to major investment.

However, the economic conditions do not mean that investment is impossible. Many communities across the country find themselves in a similar position and have taken the lighter, quicker, cheaper approach to placemaking. This term, coined by the Project for Public Spaces, refers to simple, low-cost solutions that local people, business owners, and government can take on themselves in the near term. These mini projects might entail stringing lights in street trees; sprucing up a vacant lot with chairs, tables, shade sails, and a pop-up restaurant; or painting whimsical designs in the street to demarcate a curb extension that is pedestrian space. The options are endless and only constrained by the creativity and imagination of local people. One key consideration is to ensure that the ideas are permissible in the space where they are imagined. Otherwise, this can be an endless well of opportunity and create the type of attention that can lead to private investment.

MAP 3 | DOWNTOWN INFILL DEVELOPMENT OPPORTUNITIES



Strategic Framework

The strategic framework presented in this section includes actions for attracting infill development to downtown Douglas and supporting development around the new commercial port area that complements the city's infill goals. Infill development can bring many benefits, including financial savings for municipalities, increased property values for residents and businesses, easier travel and walkability, reduced pollution, and economic stabilization.

The city's infill strategy reflects its desire to revitalize the downtown area and to prevent a loss of vitality and foot traffic that could occur if businesses and people migrated west to the corridor between downtown and the proposed commercial port of entry area. The new port area represents an economic opportunity for the county and city as well and requires additional careful planning to attract the preferred development types and patterns in that area. However, the actions described in the strategic framework are focused primarily on the "four Ps" that are the foundation of a successful infill strategy, which are:

- **Priorities** – Focus public investment on specific areas where growth and development are preferred.
- **Policy** – Adopt new policies or amend existing ones to remove obstacles to infill development.
- **Partnerships** - Leverage resources, build capacity, and coordinate efforts.
- **Perception** – Improves image and accessibility to the downtown, thereby improving market attractiveness.

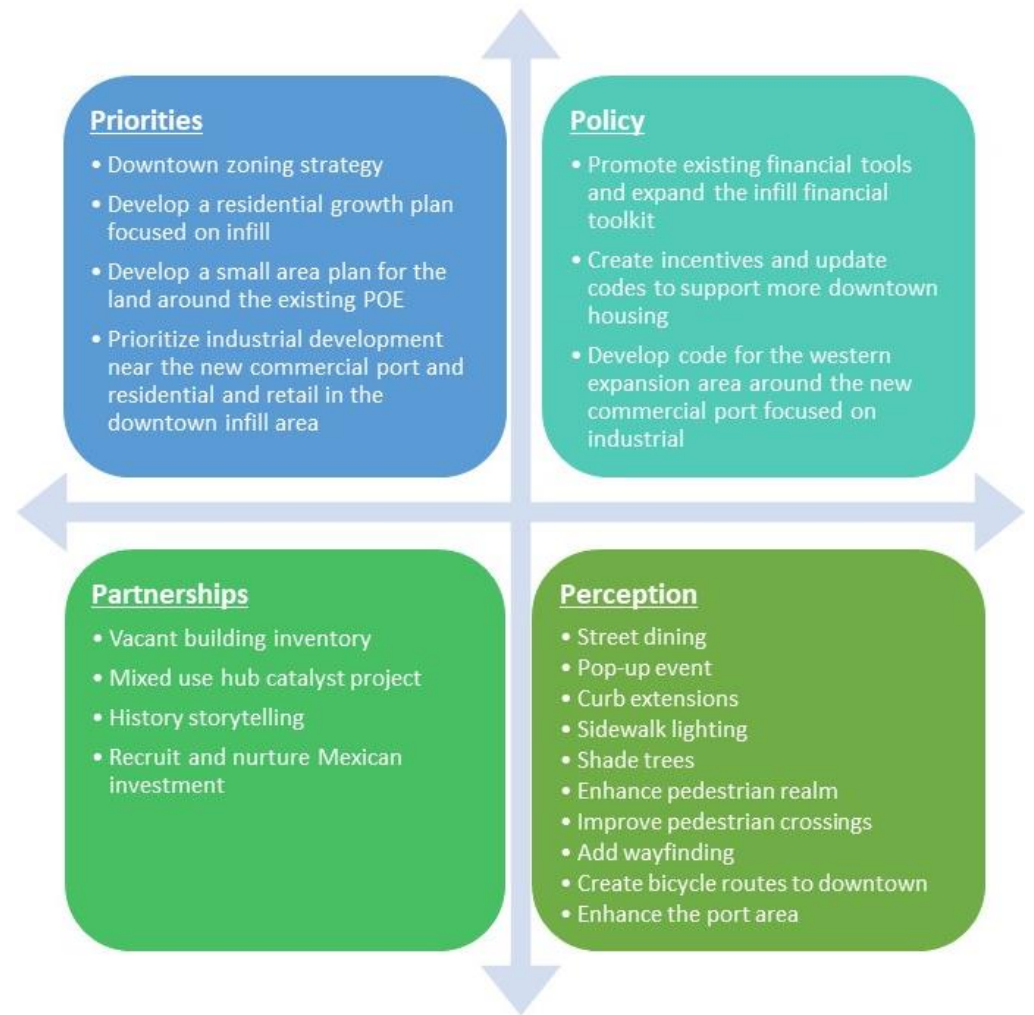


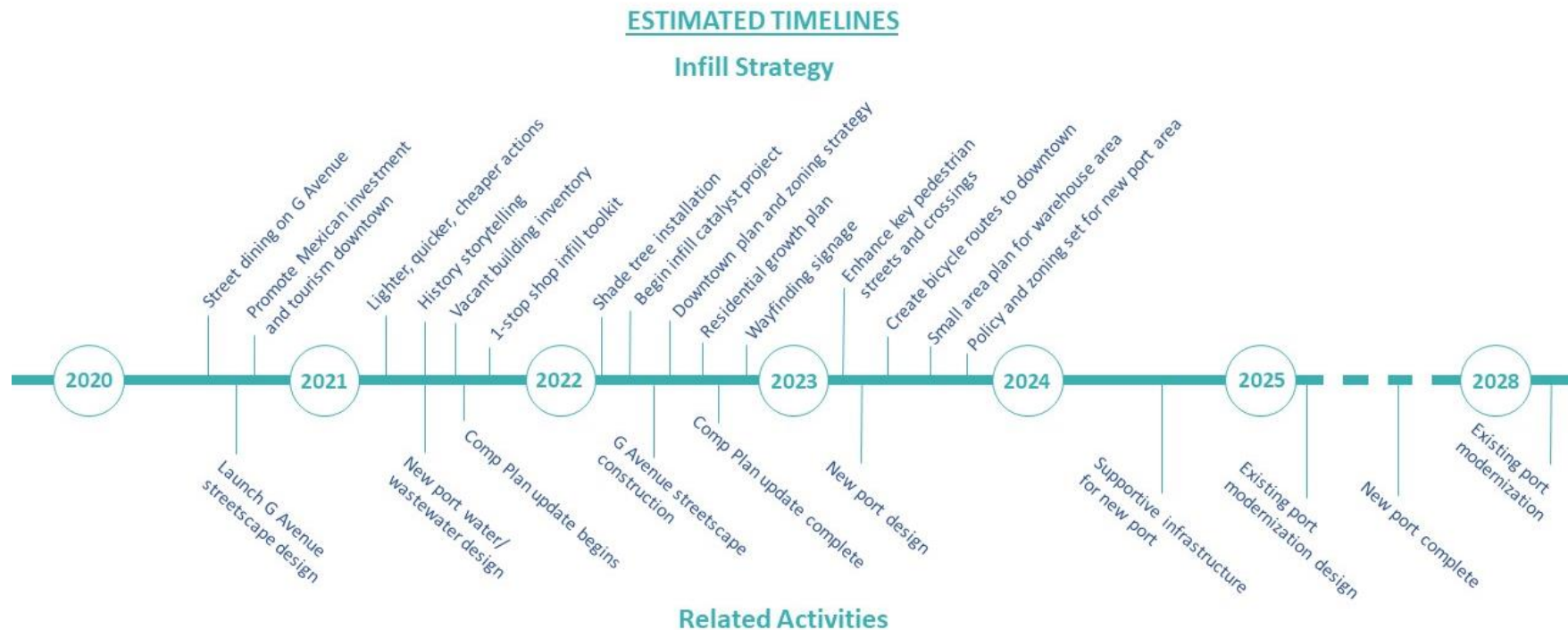
Figure 15 - Douglas actions organized by the "four P" framework for attracting infill development

The action plan is presented below, organized by four overarching strategies identified by local stakeholders. These strategies are:

1. Enliven G Avenue starting between 9th and 12th Streets with lighter, quicker, cheaper projects that tap into the talent and energy of the people of both Douglas and Mexico to reuse vacant spaces.

2. Energize and reuse key buildings and sites in the core of downtown to reinforce a sense of place and bring foot traffic to G Avenue.
3. Make walkability and gateway enhancements that create a sense of arrival and an inviting pathway into downtown from neighborhoods, the existing port, and Pan American Avenue.
4. Update policies and codes to reflect the city's vision for the downtown and the new port areas.

One key consideration is how to harmonize the strategies and actions outlined in this section with other parallel studies and projects related to the new commercial port, utility extensions, G Avenue streetscape design, and the eventual redesign and redevelopment of the existing Raul Castro Land Port of Entry. Close coordination will be necessary among the city, Cochise County, the GSA, Arizona DOT, Arizona Public Service (electric), internet providers, officials representing Mexico and Agua Prieta, and others. It is also important to consider how various projects and actions might unfold over time. Generally, the lighter, quicker, cheaper actions concentrated in a small area, such as near the intersection of 10th Street and G Avenue, would be a suitable place to start. For example, at this intersection the city could use paint, bollards, and planters to create temporary curb extensions and designate more street space for pedestrians, which supports social distancing during COVID and street dining, and string temporary lights to help make the space feel safe and inviting. Below is a possible timeline that lays out a potential sequencing of infill actions and activities that are necessary to support the new port development.



STRATEGY 1 – Enliven G Avenue starting between 9th and 12th Streets with lighter, quicker, cheaper projects that tap into the talent and energy of the people of both Douglas and Mexico to reuse vacant spaces.

Specific Action	Who Leads?	Who to Involve?	Time Frame	Cost Elements	Potential Resources
<p>Action 1.1: Street Dining – Use street space for temporary café/restaurant seating areas.</p> <p><i>Consider the need for shade in hot weather and protection from vehicular traffic in their provision.</i></p>	Local restaurant and food truck owners	Departments of Planning & Public Works Douglas Tourism	Near-term for pop-up (1 month); Long-term, include the concept in streetscape project	Labor, permits, and materials	City's G Avenue streetscape improvement project; Small Business Development Center; Cochise College; NACTO "Streets for Pandemic Response and Recovery"
<p>Action 1.2: Pop-Up Gathering Spaces & Events - Identify a vacant lot, or a string of connected lots, in the heart of downtown where simple landscaping, lighting, and seating can create a pop-up public gathering space. Develop a regularly scheduled pop-up event in the space and use it to conduct outreach related to the city's downtown strategy.</p> <p><i>Consider a lot near the intersections of 9th, 11th, or 12th and G Avenue; consider signage. Consider having the event at a regular day/time so people can expect it, which may increase attendance. (For example, First Friday art event, Saturday sidewalk sales, etc.)</i></p>	City of Douglas	Business owners on G Ave; Downtown Merchant Association; Downtown streetscape effort; Planning and economic development (for outreach); Cross-border partners	Near-term (6 months or less)	Permit fees; Marketing/advertising fees; Signage; Clean up to ready lots & afterwards; Staff time to close street; Public restrooms; Tents, containers, and other equipment; Access to power along G Avenue (not used often but available)	Entrepreneurs; Food truck operators; SBDC and Cochise College (assist businesses with plans); High schools (event volunteers); existing events (Homecoming week, winter and summer street fairs, Sept. 16 th fiestas)

STRATEGY 1 – Enliven G Avenue starting between 9th and 12th Streets with lighter, quicker, cheaper projects that tap into the talent and energy of the people of both Douglas and Mexico to reuse vacant spaces.

Specific Action	Who Leads?	Who to Involve?	Time Frame	Cost Elements	Potential Resources
<p>Action 1.3: Curb Extensions – Create additional pedestrian space at key intersections on G Avenue through colorful painted curb extensions with posts.</p> <p><i>Consider the intersections of 9th, 10th, and 11th & G Avenue, looking at traffic counts, pedestrian use, and street geometry and design to prioritize a pilot project site.</i></p>	City of Douglas, planning and public works departments	Downtown Merchants Association; Local arts groups; City employees; City streetscape plan team; SEAGO (traffic counts)	Near-term (6 months or less; by spring 2021)	<p>Labor for installation and traffic control</p> <p>Materials cost and donations (paint, bollards, stencils, etc.)</p>	<p>Volunteer groups to create the spaces; Local schools/ local artists (design competitions); AARP Community Challenge Grant</p> <p>NEA Our Town grant</p>
<p>Action 1.4: Sidewalk Lighting - Add night lighting to G Avenue to create evening ambiance.</p> <p><i>Consider if the lighting is year-round or seasonal/holiday; Consider the type of lighting, prioritizing those that contribute to a strong sense of place.</i></p>	City of Douglas	Downtown Merchants Association; City streetscape plan team; APS (utility company)	Near-term (temporary options in next year); Mid-term (permanent options after streetscape plan)	<p>Lights (LED preferred)</p> <p>Staff time for installation</p> <p>Maintenance</p>	City budget; Local donations; Volunteers to maintain lights year-round
<p>Action 1.5: Shade Trees and Structures – Plant street trees to provide shade and mitigate the urban heat island effect and create a feeling of comfort and protection from vehicles for pedestrians.</p> <p><i>Consider the pedestrian emphasis streets depicted in this plan and Pan American Avenue (especially the east side), as well as streets providing access to parks, cemeteries, and other public spaces; Consider other structures and design features that provide shade, such as awnings on buildings and shade sails at bus stops or other gathering places.</i></p>	City of Douglas	National Forest Service; Arizona Department of Forestry and Fire Management (Urban and Community Forestry); Downtown Merchants Association; City streetscape plan team; Planning Department; Local arborists; Parks and Recreation	<p>Long-term (2 years or more)</p> <p>Dependent on funding and donations</p>	<p>Labor for planning and implementation</p> <p>Cost of trees</p>	<p>Alumni groups; local non-profits & civic groups; Tree donation program (local species); Arizona Community Tree Council; Arizona State Forestry (Ask an Arborist); Arbor Day Foundation; National Forest Service Region 3 Community Forestry Program; EPA heat island resources</p>

STRATEGY 2 – Energize and reuse key buildings and sites in the core of downtown to reinforce a sense of place and bring foot traffic to G Avenue.

Specific Action	Who Leads?	Who to Involve?	Time Frame	Cost Elements	Potential Resources
<p>Action 2.1: Vacant Building Inventory – Develop a vacant and underutilized building inventory and plan; an online/GIS database; and a marketing prospectus for developers</p> <p><i>Create shared understanding between property owners and the city of what each envisions for the future of downtown and its buildings. Conduct research to understand what can happen (building code and zoning codes)</i></p>	City of Douglas	Local property owners; Cochise Community College and local high school; Board of Realtors; Local investors	<p>Near-term (Next six months walk door to door and send letters out)</p> <p>Mid-term (6 to 12 have database up and running)</p>	<p>Staff time and volunteer time to create GIS database</p> <p>Look for intern opportunities to employ youth</p>	<p>City budget; Board of Realtors (volunteer time); Funds for engineering/abatement assessments to understand the 'readiness' of buildings; Economic Development Administration (EDA) may be able to help fund a marketing prospectus for commercial uses; Downtown Infill Development Opportunities Map.</p>
<p>Action 2.2: Mixed Use Hub Catalyst Project - Bring a hub of knowledge sharing to downtown by activating an existing building with co-working, community gathering and other uses. Priority focus on University of Arizona grant to locate in downtown and secondary focus on establishing a space for English language experiential learning between youth and older populations.</p>	City of Douglas	University of Arizona; Local high schools; Local churches providing services already (English classes); Cochise College; Gadsden Hotel; SEAGO	Long-term (up to 2 years or longer)	<p>People time for planning and programming new building</p> <p>Building renovation costs (labor and materials)</p> <p>Maintenance</p> <p>Signage to share what is coming</p>	<p>Existing County Brownfield Assessment grant (the Rivera Building) and opportunities for abatement; Look at temporary space options; State Workforce Development partners could also be brought into the space to offer training/skills development</p>

STRATEGY 2 – Energize and reuse key buildings and sites in the core of downtown to reinforce a sense of place and bring foot traffic to G Avenue.

Specific Action	Who Leads?	Who to Involve?	Time Frame	Cost Elements	Potential Resources
Action 2.3: History Storytelling - Develop stories and markers for buildings and places downtown, and of the historic cultural links between Douglas and Mexico.	Local historians and Douglas Historical Society	Local teachers; Older adults and families; Douglas Merchants Association; Cochise College (oral history project)	Mid-term for temporary options (6 months to a year); Long-term for permanent	Person time to identify and collect historical data and stories; Equipment; application creation or purchase	NEA Our Town grant ; State tourism resources
Action 2.4: Promote Existing Financial Tools & Expand the Infill Toolkit - Promote currently available federal, state, and local programs by creating a one-stop shop on the city's website with how-to resources and regular virtual informational meetings; examine feasibility of other city programs by gathering best practices from other Arizona jurisdictions that have enacted policies as incentives to infill and redevelopment; and enact an Arts and Cultural Entertainment District for the downtown area. <i>Consider tools such as: Sales tax rebate program already in effect (1 year) for businesses downtown; revolving loan fund (multifamily rehabs); Marketing of city-owned and vacant properties; Exemption for impact fees in the infill zone; speculative builder sales tax exemption for fair market value of land (incentive on properties they sell); back tax relief (working within the constraints of state laws); 10-year property tax abatement as values start to increase.</i>	City of Douglas	Property owners; Downtown Merchants Association; Federal and state partners, including ADEQ Brownfields; Cochise County; Staff leads for any programs considered 'underutilized,' and interested future tenants; SEAGO (may be able to help secure USDA-RD resources)	Mid-term (next 6-12 months)	People time to inventory and provide/promote information to the business and development community; marketing of city owned and vacant properties	HUD 108 Loan Guarantee program ; Community Development Block Grant funding – (funding library and sewer improvements); USDA Rural Economic Development Loan and Grant program revolving loan funds; USDA Business & Industry Loan Guarantees ; USDA Intermediary Relending Program ; USDA Community Facilities program (look into targeting funding for workforce housing - artists, nonprofit groups, or essential service employees); Arizona Commerce Authority; ADEQ Brownfields; Chicanos Por La Causa It is important to have alignment with program purpose and objectives in terms of the end user/anchor tenant

STRATEGY 2 – Energize and reuse key buildings and sites in the core of downtown to reinforce a sense of place and bring foot traffic to G Avenue.

Specific Action	Who Leads?	Who to Involve?	Time Frame	Cost Elements	Potential Resources
<p>Action 2.5: Recruit and Nurture Mexican Investment and Promote Downtown to Mexican Visitors - Work with entrepreneurs in Mexico with an interest in creating new businesses in the US and promote downtown events and retail to people already visiting Douglas for school, shopping, and other.</p> <p><i>Currently happening by chance; create a more formal program; Tap into existing relationships; develop specific events (block parties, picnics, festivals) geared towards Mexican entrepreneurs; provide training on how to operate in the U.S.; consider opportunities to partner with future business incubator in downtown Douglas; Currently developing a Douglas + Agua Prieta marketing prospectus.</i></p>	Mexican Consulate Office and City of Douglas	Mexican Consulate Office; Downtown Merchants Association; Local Chamber of Commerce; Arizona Commerce Authority; Hispanic Chamber of Commerce (cross border networking)	Near-term (next 6 months identify a City department or staff person to keep contacts and manage the flow of information)	Staff time to manage a program Materials to market opportunities Training materials	Economic Development Administration . Look into the Revolving Loan Fund program, which can make loans to businesses that might otherwise not obtain traditional bank financing.

STRATEGY 3 – Make walkability and gateway enhancements that create a sense of arrival and an inviting pathway into downtown from neighborhoods, the existing port, and Pan American Avenue.

Specific Action	Who Leads?	Who to Involve?	Time Frame	Cost Elements	Potential Resources
Action 3.1: Enhance Pedestrian Realm on Key Streets - Widen sidewalks and add crosswalks, curb extensions, and street trees as needed to the east side of Pan American Ave between the Port and 14th Street, and on key east-west streets between A Ave & Pan American (such as 5th, 8th, 10th, and 11th). G Avenue is being addressed in a separate effort.	City Public Works Department and City Planner	Arizona DOT, Southeast Arizona Governments Organization (SEAGO), local schools, and local bicycles and pedestrian advocates	Long-term (2+ years)	Capital cost for sidewalks and trees. Labor cost for design and engineering. Consider lighter, quicker, cheaper approaches from Task 1 in the near-term	Look into Arizona DOT district funds for intersection improvements and SEAGO for CDBG opportunities; Arizona Department of Forestry and Fire Management (Urban and Community Forestry)
Action 3.2: Improve Pedestrian Crossings - Improve key intersections of Pan American Ave (such as 5th Street) to improve comfort and safety for pedestrians and bicyclists crossing from the west side path to downtown. This may include enhanced crosswalk markings, signals (longer crossing time and leading pedestrian intervals), and signage.	City Public Works Department and City Planner	Arizona DOT, SEAGO, local schools, and local bicycles and pedestrian advocates; Coordinate any improvements to ensure a similar look and feel	Long-term (2+ years)	Capital cost for paint, potential signal upgrades, and signage. Labor cost for planning the improvements and signal/traffic engineering.	Look into Arizona DOT district funds for intersection improvements and SEAGO for CDBG opportunities; AARP Community Challenge Grant ; Arizona Bike/Ped Program
Action 3.3: Add Wayfinding - Add bilingual wayfinding and gateway signage with a unique local character that encourages people to walk to the downtown core and other key destinations from the existing port. <i>Consider options to improve wayfinding and directions on phone applications as well; Consider near-term options such as the Walk [Your City] approach to wayfinding.</i>	City Public Works Department and City Planner	Cochise County, local high school and Cochise College arts department and students, GSA (signage at the port and coordination through the reconfiguration project), and AZDOT	Long-term (2+ years); Coordinate with the downtown revitalization project. Design due in 11 months	Capital cost for signs and equipment. Labor cost for planning the location and design.	AARP Community Challenge Grant Walk [Your City] NEA Our Town Grant

STRATEGY 3 – Make walkability and gateway enhancements that create a sense of arrival and an inviting pathway into downtown from neighborhoods, the existing port, and Pan American Avenue.

Specific Action	Who Leads?	Who to Involve?	Time Frame	Cost Elements	Potential Resources
Action 3.4: Create Bicycle Routes to Downtown and Around Town - Create a comfortable bicycle route between the port and downtown by indicating the best route with signage; striping bicycle lanes, intersection crossing markings, and buffer space where appropriate; and providing bicycle parking at destinations. In the longer term, consider the port area for a bike share station, which would make it easier for visitors to reach downtown.	City Public Works Department and City Planner	Arizona DOT, SEAGO (assisting with a traffic count.), Cochise County (built a biking path recently), bike club at the middle school (Lucy Rosaro, counselor at HS). 4-H Club, various civic clubs; Downtown Merchants Association, Douglas Run (bi-annual event). Tour de Tucson, American Freedom Riders	Mid-term (6 months – 2 years) for bicycle network improvements; long-term (more than 2 years, and possibly in conjunction with the port project, for the bike share concept).	Capital cost for striping, signage, and bike racks. Higher cost for a bicycle share station, although they can generate revenue to support operations.	Look into SEAGO for CDBG opportunities, city public works department for striping and lower cost improvements; American Trails resource library ; Arizona Bike/Ped Program
Action 3.5: Enhance the Port Area Pedestrian Realm - Through the master planning process for the redesigned port emphasize safety for people & kids crossing Pan American Avenue, opportunities to create a better gateway experience for pedestrians (such as a landscaped plaza where people can wait for taxis or buses, or use bike share), bilingual gateway and wayfinding signage, and kiosk providing information.	GSA for the port area, as part of the master planning for the port renovation project.	City Public Works Department, Police Department, City Planner, local schools	In conjunction with the master planning process (long-term, 2 + years. The new port will be constructed first, then design for reconfiguration of the existing port can proceed)	Capital cost for crosswalk improvements (could include paint, rectangular rapid flash beacons, etc.) and plaza. Labor cost for planning, design, and engineering.	GSA funds master planning within the port area only; Coordinate items outside the port with city planning; ADOT Rural Public Transportation Program NEA Our Town Grant

STRATEGY 4 – Update policies and codes to reflect the city's vision for the downtown and the new port areas.

Specific Action	Who Leads?	Who to Involve?	Time Frame	Cost Elements	Potential Resources
<p>Action 4.1: Planning & Zoning Strategy (Focus area: Downtown Douglas) - Develop a planning and zoning strategy for a vibrant, service-oriented growth plan for old downtown, incorporating placemaking elements and residential growth.</p> <p><i>Consider also conducting a parking audit to understand parking supply/demand and use findings to inform the policy/code updates.</i></p>	City Planning	City Council, citizens, Chamber of Commerce and other business groups, heavy industry and other similar users who might migrate to the west, Downtown residents, land/property owners in Downtown and other affected areas, Agua Prieta, USDA-RD staff	Long-term (2-3 years)	Labor (staff time) for public engagement, research, drafting, and approval)	USDA Rural Business Development grant (flexible program that can support zoning update); Staff and other people involved in the effort; Casa Grande Main Street Program ; partnership with PMHDC ; AZ Commerce's Rural Broadband Development Grant; USDA ReConnect Loan and Grant Program
<p>Action 4.2: Residential Growth Plan (Focus area: Downtown and north Douglas) - Develop residential growth plan focusing on north and downtown infill. Create incentives for downtown housing; reduce sq ft requirements for residential growth to allow for workforce housing.</p>	City Planning	County/State transportation assistance; Citizens; City engineering and local utilities folks; PPPs	Mid-term (1-2 years)	Labor (staff time) for public engagement, research, drafting, and approval)	Staff and other people involved in the effort; Rural Community Assistance Corporation ; USDA Community Facilities Programs

STRATEGY 4 – Update policies and codes to reflect the city's vision for the downtown and the new port areas.

Specific Action	Who Leads?	Who to Involve?	Time Frame	Cost Elements	Potential Resources
Action 4.3: Small Area Plan (Focus area: Raul Castro LPOE) - Develop small area plan for the immediate area of the existing LPOE to determine best use and incorporate strategy for parcels in the first few blocks, identifying what people and activities it is primarily meant to serve (e.g., pedestrian-serving establishments, parking and shuttles for cross-borders, others?) Include a plan for the area between the LPOE and Walmart (streetscape, travel patterns, etc.)	City Planning	Mayor, Council, business community, property owners, Ramirez Advisors (consultants), Agua Prieta representation (mirror involved US parties), GSA, AZ Commerce, AZDOT, UETA, duty free store, Taxi drivers, PPPs	Mid-term (1-2 years)	Capital for reconfiguration Labor (staff time) for public engagement, research, drafting, and approval)	Douglas budget for planning; AZDOT and/or federal DOT for multimodal facility; ADOT Rural Public Transportation Program ; GSA for efforts within the property of the existing LPOE
Action 4.4: Code for New Port Area (Focus area: New LPOE, west of downtown Douglas) - Develop code for western expansion areas that focuses on industrial, logistic, and services for freight through-traffic; discourages residential, retail, and office development in those areas. <i>Also consider the area between the new port and downtown, infrastructure needs, and ongoing city/county collaboration on planning and infrastructure.</i>	County Planning, City Planning	ADOT, GSA, utility providers, City + County engineering and utilities, Mayor and local politics folks, Downtown businesses that City wants to relocate to the west, businesses that support commercial traffic, ADEQ, ADWR, land/property owners, private utility providers	Mid-term (1-2 years)	Capital costs for port development and utility extensions Labor (staff time) for public engagement, research, drafting policy/code framework, and approval)	Local government budgets for planning and utilities; AZ Commerce Authority (ACA); EDA Public Works and Economic Adjustment Assistance Program ; BUILD Grants ; USDA Community Connect program

New Commercial Port Area– Key Considerations

Douglas has full authority to plan for the area around the existing port in downtown. However, areas around the new commercial LPOE are located outside of the city's boundaries and are being planned under efforts led by Cochise County. The focus of the county's planning efforts is to create a plan for bringing needed infrastructure (water, wastewater, roads, utilities, and broadband) to allow for the development of the new port and enable new businesses to locate nearby. Both the city and county agree on the overall vision for the area, which is to support land uses and urban form such as larger scale warehousing, cold storage, logistical facilities, and other related businesses associated with cross-border freight and goods movement.

What has not yet been fully articulated by either the city or the county is how to best plan for the areas outside the new industrial/commercial hub as it relates to the likely pressure for new housing, restaurants, lodging, and retail in areas to the north of State Route 80. While the city and county have coordinated on these planning efforts to date, more coordination will be needed in the future to ensure that the funding and associated multi-agency coordination occurs to address specific infrastructure needs of the new port, and new port related businesses envisioned nearby. Additionally, there is a need for a larger scale land use and growth management policy framework to plan for the area between the new port, the city boundary, and points north towards Bisbee-Douglas International Airport. Key to these growth management strategies will be to encourage infill growth in residential, restaurants, services, education, and tourism downtown before enabling these types of uses in areas not yet served by infrastructure. The following highlights some considerations for the new port area as the city, county, and state partners continue their planning efforts.

Near Term Port-Related Infrastructure

The new port facility needs infrastructure to become operational. This includes roadways, utilities, broadband, water, and wastewater. The county-led planning study will address some of these issues but funding this major expansion in municipal infrastructure and services will require focused coordination and collaboration among state, local, federal, and private sector interests to secure funding and make locational decisions. Key decisions concerning the location of infrastructure expansion have the potential to influence where additional development will be

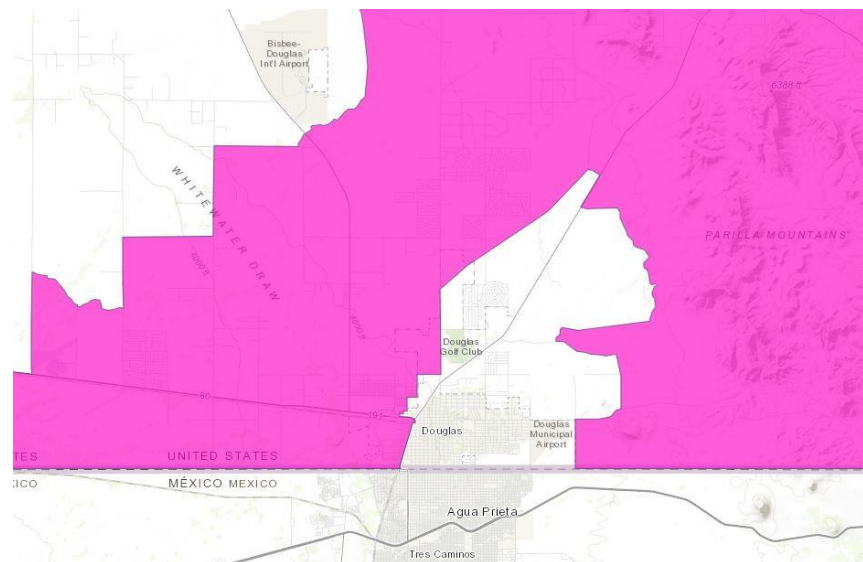


Figure 16 - The land around Douglas, including the new port area and areas to be served by new water and wastewater infrastructure, are located within an opportunity zone (magenta area), which provides tax incentives that encourage growth. Source: U.S. Housing and Urban Development.

encouraged and therefore how the city or county can support that new growth. During the workshop discussions, the State Route 80 corridor was identified as a location where highway infrastructure upgrades, utilities, and a multi-use trail could be bundled into the existing highway right of way to accommodate freight vehicular flows to and from the new port, connect the new port with all its infrastructure needs, and provide a safe route to the community college campus and new port area for pedestrian and bicyclists.

Cochise County Comprehensive Plan

The Cochise County Comprehensive Plan sets forth policies that guide growth outside of incorporated cities. It includes four growth area designations: urban, community, rural community, and rural. The land around the new port is not designated as a targeted growth area. The land just west of the Douglas city boundary is generally described as the unincorporated Pirtleville area, which is designated as a Community Growth Area. This designation reflects an area in transition from a rural environment to a more urbanized place with moderate residential and non-residential growth.

The anticipated westward extension of water and wastewater infrastructure creates a risk for unplanned development in this area, which is along State Route 80 between the planned new port and city boundary. In addition to being defined as a “growth area” by the county, the area is designated as an opportunity zone. States nominate opportunity zones, and the U.S. Internal Revenue Service certifies them. Once certified, new investments in the area may be eligible for preferential federal tax treatment. Given that local policies and tax incentives are aligned to support growth in the area, the county and city could benefit from developing a detailed Area Plan to establish a clearer vision for the area immediately adjacent to the new port, the area around Cochise Community College, and the residentially platted areas north of State Route 80.

Per the Cochise County Comprehensive Plan, Area Plans “are primarily vision or policy statements accompanying a map, and may include unique Plan Designations, and architectural and

Smart Growth is set of cohesive urban and regional planning principles guide, design, develop, manage, revitalize, and build inclusive communities and regions to:

- have a unique sense of community and place;
- preserve and enhance valuable natural and cultural resources;
- equitably distribute the costs and benefits of land development, considering both participants and the short- and long-term time scale;
- create and/or enhance economic value;
- expand the range of transportation, employment, and housing choices in a fiscally responsible manner;
- balance long-range, regional considerations of sustainability with short-term incremental geographically isolated actions;
- promote public health and healthy communities;
- apply up-to-date local and regional performance measures of successful urban and regional growth;
- encourage compact, transit-accessible (where available), pedestrian-oriented, mixed-use development patterns and land reuse; and,
- increase collaboration and partnerships to advance place-based and regional goals and objectives, while respecting local land-use preferences and priorities.

American Planning Association (www.planning.org)

landscape design standards found within the Plan area. When applicable, Plan Designations that are specific to a given Area Plan may be found on the adopted map accompanying that Plan.”

An Area Plan would help ensure that development in this area is in harmony with the city's and county's vision for the future. It could illustrate areas where port-related industrial and commercial uses are most appropriate, the preferred location and design of transportation facilities, and the desired form of new development.

The city and county can also articulate policies in the Area Plan regarding the form and location of residential and retail development so that it supports efficient public services and does not detract from the city's goals. Unfettered growth in residential, retail and service-related land uses could be counterproductive to the downtown infill growth vision of Douglas.

The smart growth principles listed in this section can inform the policies of an Area Plan and any code updates needed to

implement it. Applying these principles can help Douglas maximize the benefits of future development in the areas between the new port and downtown, while avoiding traditional single use, spread out, and strip styles of development that may cost more to serve than they generate in local tax revenue. Many communities large and small have applied these principles to build places that are walkable, provide a range of housing to meet the needs of people at all stages of life, mix land uses so people have the option of driving less, and protect critical environmental features.

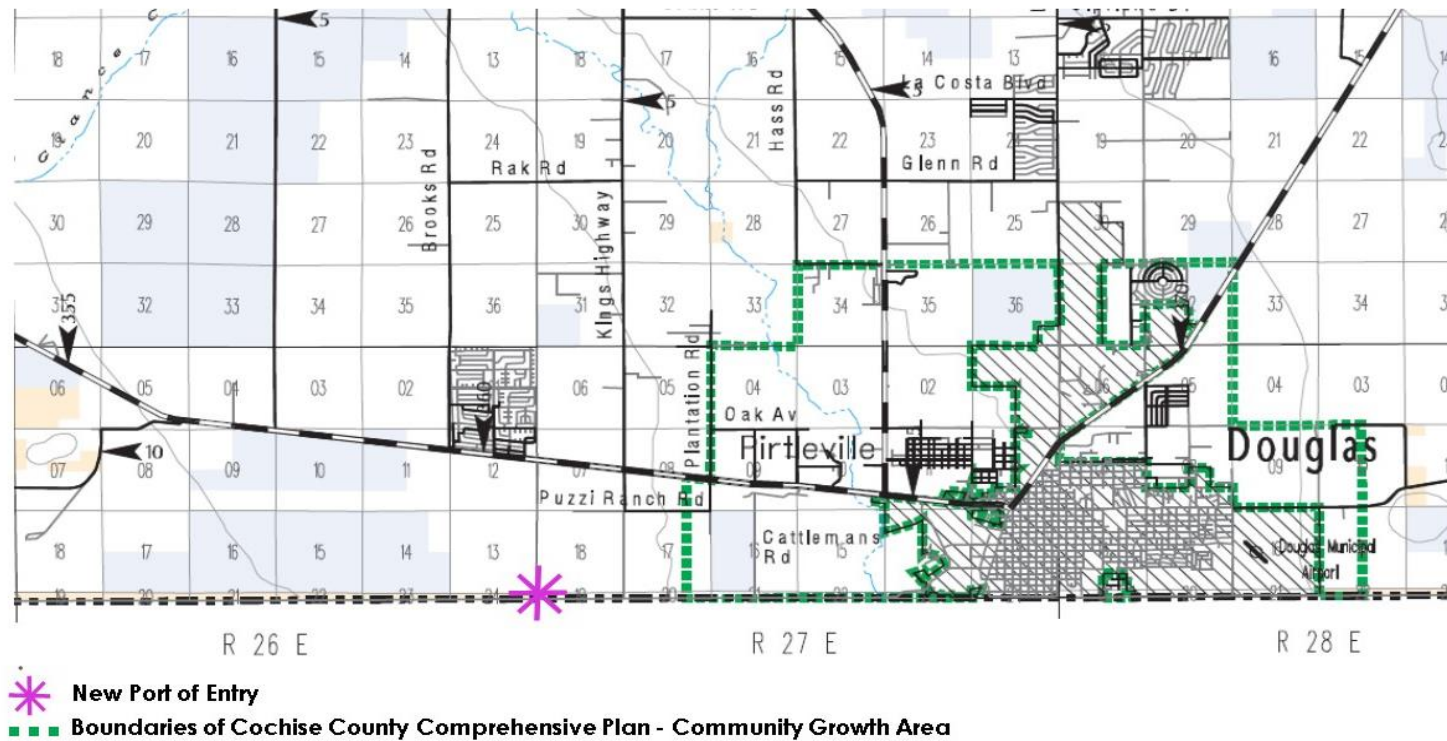


Figure 17 - Cochise County Growth Area around Douglas. Source: Cochise County

Examples of Success

The following examples from a range of towns and cities across the country demonstrate real applications of several actions, approaches, and policies listed in this report. Additional examples are available in the resources section.



Hamburg, NY - Complete Street Overhaul

This upstate, New York village of about 10,000 people overhauled its Main Street with the goal of creating a more walkable downtown environment. Working with New York DOT, the village built two roundabouts, narrowed travel lanes, and added bicycle lanes, curb extensions at intersections, street trees, and marked crosswalks. The improvements reduced crashes by 66 percent and the number of building permits for projects along the street rose from 15 in 2005 to 96 in 2010, following the completion of the project.^{2 3}



Austin, TX - Lighter, Quicker, Cheaper Walkability

Residents of East Austin wanted to calm traffic at a busy intersection with a lot of pedestrian use. The city installed four-way stop signs in 2015 in response to a string of crashes. The city also intended to install curb extensions to decrease pedestrian crossing distance and improve the visibility of pedestrians to motorists. Rather than wait on a construction project to install concrete curb extensions, the city painted whimsical green and blue polka dots and flexible posts, which could be implemented more quickly and at lower cost.⁴

² Smart Growth America. "Safer Streets, Stronger Communities." March 2015. <https://smartgrowthamerica.org/resources/>

³ Gaffney, Dennis. "Widen Main St.? Community had other ideas, and thrived." *New York Times*. August 17, 2013.

⁴ Poon, Linda. "Polka Dots Help Pedestrians Reclaim Space in Austin." Bloomberg CityLab. January 29, 2016.



Tionesta, PA - Market Village Pop-Up Retail

Tionesta is a small town in rural Pennsylvania that lost two blocks of its downtown to a fire in 2003. Weak market conditions caused the land to remain vacant until the local Industrial Development Corporation developed a pop-up retail concept called the Market Village. The IDC's goal was to support entrepreneurs and small businesses that could eventually occupy permanent retail space in new or existing buildings downtown. The sheds form a u-shape around a green space downtown that formerly housed the historic buildings lost in the fire. Businesses occupied the sheds beginning in 2013 for rents of between \$50 and \$70 per month, plus the cost of electricity. The businesses agree to be open between May and October and from Friday to Sunday. The town also programs the green space with concerts, picnic tables, and a play area to draw in more visitors. In 2013 as the IDC was finishing the project the local community raised about \$7,000 from local residents to "wrap up" the project, demonstrating the power of communities to reinvest themselves and tap into their own creativity and resources.⁵

⁵ Tionesta Market Village website. Accessed November 10, 2020. <http://www.marketvillage-tionesta.com/about.html>

Net Fiscal Impact Scenarios

	BASELINE	ALT A	ALT B	ALT C
Total Costs – 20 years	\$97.5 M	\$19.6 M	\$11.4 M	\$7.7 M
Est. Tax Revenue – 20 Years	\$19.7 M	\$19.7 M	\$19.7 M	\$19.7 M
Net Fiscal Impact– 20 years	-\$77.9 M	+\$0.07 M	+\$8.24 M	+\$12.0 M
Total Costs – Annual	\$4.88 M	\$0.98 M	\$0.57 M	\$0.39 M
Est. Tax Revenue – Annual	\$0.98 M	\$0.98 M	\$0.98 M	\$0.98 M
Net Fiscal Impact – Annual	-\$3.89 M	+\$0 M	+\$0.41 M	+\$0.60 M
	.23 HH/ac	2.3 HH/ac	5.0 HH/ac	5.0 HH/ac

Pagosa Springs, CO – Fiscal Impacts of Growth Assessment

Pagosa Springs is a town of about 2,000 in southwest Colorado. The town's economy is strongly influenced by tourism, and it was looking to leverage the key asset of its downtown, which is hot spring popular with visitors. Pagosa Springs recognized that it had a shortage of affordable housing and conducted a study to compare the options for increasing housing. The city found that concentrating new housing in and around the downtown area would have the most positive affect on the town's finances. The baseline option in the table above represents a continuation of recent trends, which were not in favor of infill and downtown development. The other alternatives show varying degrees of greenfield and infill development, with Alternative C representing a situation in which 50 percent of future housing development would be on infill parcels. The possible economic benefits of focusing on infill development inspired the town to develop plans, policies, and programs more supportive of infill.

Implementation Resources

The strategic framework included several possible financial and technical resources connected to specific actions. This section lays out some additional resources the city may find useful as it moves into implementing actions it may take in pursuit of the long-term vision of a vibrant downtown. The resources are organized by the topics of infrastructure and housing, economic development, and community planning. A set of technical resources is also included. The text in the summary field is from the corresponding resource website.

Economic Development

Resource	Sponsor	Summary
Rural Economic Development Loan and Grant Program	USDA – Rural Development	<p>The Rural Economic Development Loan and Grant program provides funding for rural projects through local utility organizations.</p> <p>USDA provides zero-interest loans to local utilities which they, in turn, pass through to local businesses (ultimate recipients) for projects that will create and retain employment in rural areas. The ultimate recipients repay the lending utility directly. The utility then is responsible for repayment to USDA.</p> <p>USDA provides grants to local utility organizations which use the funding to establish Revolving Loan Funds (RLF). Loans are made from the revolving loan funds to projects that will create or retain rural jobs. When the revolving loan fund is terminated, the grant is repaid to USDA.</p>
Rural Microentrepreneur Assistance Program	USDA – Rural Development	<p>The RMAP program provides loans and grants to Microenterprise Development Organizations (MDOs) to help microenterprises startup and grow through a Rural Microloan Revolving Fund, and to provide training and technical assistance to microloan borrowers and micro entrepreneurs.</p>
Intermediary Relending Program	USDA – Rural Development	<p>This program provides 1 percent low-interest loans to local lenders or “intermediaries” that re-lend to businesses to improve economic conditions and create jobs in rural communities.</p> <p>Among the eligible uses are: to acquire, construct, convert, enlarge or repair a business or business facility, particularly when jobs will be created or retained; to purchase or develop land (easements, rights of way, buildings, facilities, leases, materials); and to purchase equipment, machinery or supplies, or make leasehold improvements.</p>
Rural Business Development Grants	USDA – Rural Development	<p>This program is designed to provide technical assistance and training for small rural businesses. Small means that the business has fewer than 50 new</p>

Resource	Sponsor	Summary
		workers and less than \$1 million in gross revenue. Local governments can apply to this program. The application deadline for 2021 is February 26.
Business and Industry Loan Guarantee Program	USDA – Rural Development	This program offers loan guarantees to lenders for their loans to rural businesses. Among the eligible uses for the loan funds are business conversion, enlargement, repair, modernization, or development; the purchase and development of land, buildings, and associated infrastructure for commercial or industrial properties.
Economic Adjustment Assistance Program	EDA	The EAA program provides a wide range of technical, planning, and public works and infrastructure assistance in regions experiencing adverse economic changes that may occur suddenly or over time. These adverse economic impacts may result from a steep decline in manufacturing employment following a plant closure, changing trade patterns, catastrophic natural disaster, a military base closure, or environmental changes and regulations.
ADEQ Brownfields Assistance Programs	Arizona DEQ	Local Governments, non-profits, Tribes and hospital, school, police, and fire districts may apply for funding through ADEQ's Brownfields Assistance Program. Each fiscal year (July 1 through June 30), the Environmental Protection Agency (EPA) provides funding under a State Response Grant for Phase I and Phase II Environmental Site Assessments, Asbestos and Lead-Based Paint Surveys and Asbestos and Lead-Based Paint Abatements.
US EPA Brownfields Assistance Programs	U.S. EPA	<p>EPA works to protect the environment, promote partnerships, and facilitate sustainable reuse. EPA's brownfields grants and technical assistance give communities and other stakeholders resources to prevent, assess, and cleanup properties where the potential presence of a hazardous substance may complicate sustainable reuse. Sites within the project area may be eligible for brownfields grants and technical assistance.</p> <p>The city can consider applying for various grants associated with environmental assessment and clean-up work. USEPA provides Assessment Grants to assess a site that may be not be redevelopable because of perceived contamination by hazardous substances and pollutants (including lead, asbestos, petrochemicals etc.). Cleanup grants are also provided to carry out clean up at such brownfield sites. Potential candidates include parking lots and businesses that want to expand.</p>

Resource	Sponsor	Summary
Targeted Brownfields Assessment (TBA) Program	U.S. EPA	EPA's Targeted Brownfields Assessment (TBA) program helps states, tribes, and municipalities minimize the uncertainties of contamination often associated with brownfield sites. This program supplements other efforts under the Brownfields Program to promote the cleanup and redevelopment of brownfield sites. TBAs are conducted by an EPA contractor on behalf of an eligible entity. Services include site assessments, cleanup options and cost estimates, and community outreach. Services are for an average of \$100,000. The sites for this program are selected locally, on a rolling basis.
Our Town Grant	National Endowment for the Arts	Our Town is the National Endowment for the Arts' creative placemaking grants program. Through project-based funding, we support projects that integrate arts, culture, and design activities into efforts that strengthen communities by advancing local economic, physical, and/or social outcomes. Successful Our Town projects ultimately lay the groundwork for systemic changes that sustain the integration of arts, culture, and design into local strategies for strengthening communities. These projects require a partnership between a local government entity and nonprofit organization, one of which must be a cultural organization; and should engage in partnership with other sectors (such as agriculture and food, economic development, education and youth, environment and energy, health, housing, public safety, transportation, and workforce development). Cost share/matching grants range from \$25,000 to \$150,000, with a minimum cost share/match equal to the grant amount.

Infrastructure and Housing

Resource	Sponsor	Summary
Community Facilities Program	USDA – Rural Development	<p>Community Facilities Programs offer direct loans, loan guarantees and grants to develop or improve essential public services and facilities in communities across rural America. Public bodies, non-profit organizations and federally recognized American Indian Tribes can use the funds to construct, expand or improve facilities that provide health care, education, public safety, and public services. Financing may also cover the costs for land acquisition, professional fees, and purchase of equipment.</p> <p>While housing is not often built with the support of this program, it can be used for transitional housing for essential employees to get them hired and established in the town. After two to three years they can transition into the housing market. Housing can be dedicated to meet the needs of rotating employees like medical or public safety or teachers without a time limit. Artisan housing is also eligible if it is tied to an arts or culture nonprofit. Each of these require a public or nonprofit entity for ownership and operation. Up to 25 percent of space can be for retail. The Ajo Civic Plaza is an example of a project supported by this program: https://ajoplaza.com/.</p> <p>This program is an option for supporting the infrastructure corridor concept for State Route 80.</p>
ReConnect Loan and Grant Program	USDA	<p>The ReConnect Program offers unique federal financing and funding options in the form of loans, grants, and loan/grant combinations to facilitate broadband deployment in areas of rural America that don't currently have sufficient access to broadband, defined by the law as 10 Mbps (megabits per second) downstream and 1 Mbps upstream.</p>
Community Connect Program	USDA-RD	<p>The purpose of the Community Connect Program is to provide financial assistance in the form of grants to eligible applicants that will provide, on a "community -oriented connectivity" basis, broadband service that fosters economic growth and delivers enhanced educational, health care, and public safety benefits. Applications for a funding opportunity are due December 23, 2020.</p>

Resource	Sponsor	Summary
Section 108 Loan Guarantees	HUD	The Section 108 Loan Guarantee Program (Section 108) provides communities with a source of low-cost, long-term financing for economic and community development projects. Section 108 financing provides an avenue for communities to undertake larger, more costly projects, where they may have limited resources to invest in upfront. Section 108 can fund economic development, housing, public facilities, infrastructure, and other physical development projects, including improvements to increase their resilience against natural disasters. This flexibility of uses makes it one of the most potent and important public investment tools that HUD offers to states and local governments.
Housing Resources	USDA – Rural Development	USDA works with public and nonprofit organizations to provide housing developers with loans and grants to construct and renovate rural multi-family housing complexes. Eligible organizations include local and state governments, nonprofit groups, associations, nonprofit private corporations and cooperatives, and Native American groups.
BUILD Grants	U.S. DOT	The Better Utilizing Investments to Leverage Development, or BUILD Transportation Discretionary Grant program, provides a unique opportunity for the DOT to invest in road, rail, transit, and port projects that promise to achieve national objectives. Previously known as Transportation Investment Generating Economic Recovery, or TIGER Discretionary Grants, Congress has dedicated nearly \$7.9 billion for eleven rounds of National Infrastructure Investments to fund projects that have a significant local or regional impact.

Community Planning

Resource	Sponsor	Summary
EDA Planning Program	EDA	The Economic Development Planning Assistance program provides essential investment support to district organizations, Native American organizations, states, sub-state planning regions, urban counties, cities, and other eligible recipient to assist in planning. The two categories of the Planning Assistance program are: (a) planning investments for District Organizations, Indian Tribes, and other eligible entities; and (b) short-term planning investments to states, sub-state planning regions and urban areas. Eligible activities under this program include developing, maintaining, and implementing a Comprehensive Economic Development Strategy (CEDS) and related short-term planning activities.
Rural Placemaking Innovation Challenge	USDA – Rural Development	Rural placemaking is technical assistance, and planning process rural community leaders use to create places where people want to live, work and play. This initiative provides planning support and technical assistance to foster placemaking activities in rural communities. Funds will help enhance capacity for broadband access; preserve cultural and historic structures; and support the development of transportation, housing, and recreational spaces.
EPA Smart Growth Technical Assistance	US EPA	EPA offers several technical assistance programs to help communities learn about and implement smart growth approaches.

Technical Resources

Resource	Sponsor	Summary
Strategies for Attracting Infill Development Report	US EPA	This report helps communities determine their readiness to pursue infill development and identify strategies to better position themselves to attract infill development. It presents strategies and case studies to establish priorities, policies, and partnerships and change public perceptions, which can help make infill development more feasible. It discusses innovative strategies to help finance infill development and replace aging infrastructure. It includes in the appendix comprehensive self-assessment questions communities can answer to determine if they are ready to pursue infill development and if strategies are appropriate for their context.

Resource	Sponsor	Summary
NACTO Urban Street Design Guide	National Association of City Transportation Officials	A blueprint for designing 21st century streets, the Guide unveils the toolbox and the tactics cities use to make streets safer, more livable, and more economically vibrant. The Guide outlines both a clear vision for complete streets and a basic road map for how to bring them to fruition.
Streets for Pandemic Response and Recovery	National Association of City Transportation Officials	This resource aggregates and synthesizes emerging practices in transportation and street design in response to the COVID-19 pandemic. It highlights cities' current efforts to re-organize streets to best manage this crisis and support economic recovery. This evolving resource is not a comprehensive list of options, nor is it calibrated for the needs of a specific community; every city should assess local context and need, as well as the trajectory of the pandemic in the community, to inform a response and implementation strategy. These emerging practices are organized into standalone implementation sheets.
Bike Share Station Siting Guide	National Association of City Transportation Officials	The NACTO Bike Share Station Siting Guide provides high-level guidance on physical bike share station siting types and principles. It highlights best practices in station siting from around the United States and provides guidance on bike share station typologies and principles, providing examples of a variety of siting types and photos and technical drawings to show how bike share stations can be situated in the streetscape.
Road Diet Resources	Federal Highway Administration	<p>A roadway reconfiguration known as a Road Diet offers several high-value improvements at a low cost when applied to traditional four-lane undivided highways. In addition to low cost, the primary benefits of a Road Diet include enhanced safety, mobility, and access for all road users and a "complete streets" environment to accommodate a variety of transportation modes.</p> <p>A classic Road Diet typically involves converting an existing four-lane, undivided roadway segment to a three-lane segment consisting of two through lanes and a center, two-way left-turn lane.</p>
PBIC Resources	Pedestrian and Bicycle Information Center	PBIC publishes Info Briefs, Discussion Guides, and other resources vital to advancing mobility, access, equity, and safety for pedestrians and bicyclists.
Development Finance Resources	Council of Development Finance Agencies	CDFA houses the largest collection of development finance resources in the world and various online tools to support the industry.

Resource	Sponsor	Summary
Technical Historic Preservation Resources	National Park Service	Technical Preservation Services develops historic preservation policy and guidance on preserving and rehabilitating historic buildings, administers the Federal Historic Preservation Tax Incentives Program for rehabilitating historic buildings, and sets the Secretary of the Interior's Standards for the Treatment of Historic Properties.
Co-Op Creator	Co-Operatives First	Co-operatives First manages and maintains the Co-op Creator site. As an organization, they promote and support business development based on the co-op model. This site is a key tool in supporting new projects.
Heat Island Cooling Strategies	U.S. EPA	Many communities are taking action to reduce urban heat islands using five main strategies: 1) increasing tree and vegetative cover, 2) installing green roofs, 3) installing cool—mainly reflective—roofs, 4) using cool pavements (either reflective or permeable), and 5) utilizing smart growth practices. This resource includes detailed information on each of these strategies and examples of the activities that communities are implementing.
Branded Wayfinding for Cities, Districts, and Regions	Main Street America	This 2018 blog post from Main Street America describes seven steps for implementing a wayfinding program.
Creative Placemaking resources	ArtPlace	This is the digital home for relevant toolkits, research studies, and more from both ArtPlace and the broader field of creative placemaking.

Appendices

- A. Community Survey Results
- B. Market Study, Fiscal Hot Spot Analysis, and Zoning Code Audit
- C. Workshop Agenda
- D. Workshop Attendees
- E. Workshop Slide Shows