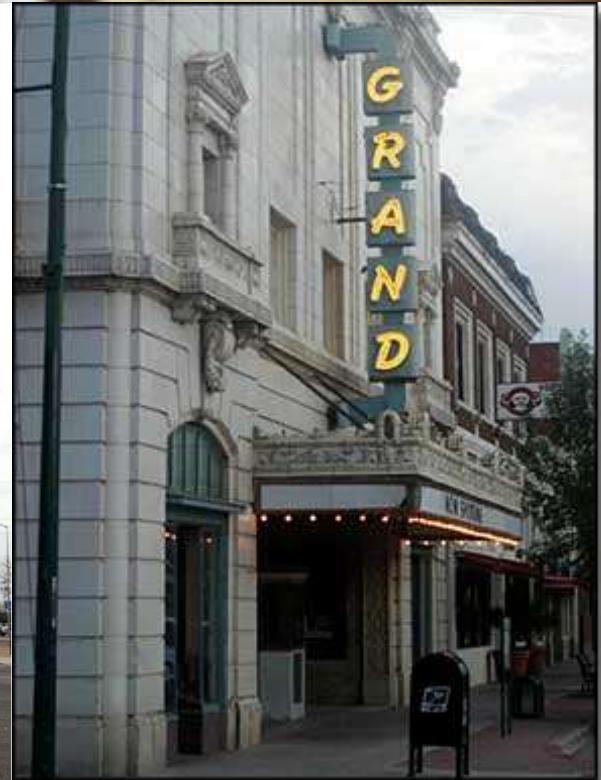




The City of Douglas General Plan

Background & Current Conditions Report



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Introduction and Overview

General Plan Purpose

The City of Douglas General Plan is a living document meant to serve as an instrument entrusted to the Cities policy makers to both preserve the City's visions and foster sustainable growth for the future. This entails making decisions that address the diverse needs of the City with careful consideration. This update will serve that purpose. The Plan establishes the essential foundation necessary to balance the demands of economic development, encompassing the vision, objectives and policy framework determined through community outreach. Arizona State legislation stipulates that a wide range of activities on private land development such as Specific Plans, Area Plans, zoning district map amendments, subdivisions, public agency projects and other decisions must adhere to the guidelines within the General Plan. As new projects contribute to the city's economic expansion, this document sets forth the objectives and policies that will guide City Staff and decision-makers moving forward.

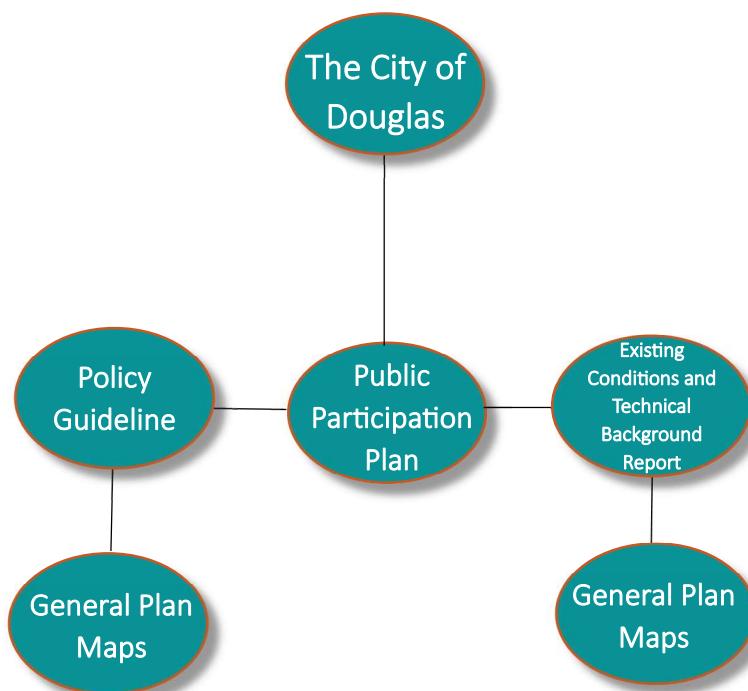


Historic Douglas, circa 1919

General Plan Organization

The General Plan includes:

1. **The Policy Guideline:** The protocol outline for economic development including infrastructure, development, socioeconomic enhancements, and conservation efforts within the City of Douglas. This General Plan will include the elements, community vision, administrative resources to amend, manage and implement as well as the goals and policies and policies to be enacted.
2. **The Public Participation Plan:** During the initial phases of the planning process the consultants will draft an outline for the outreach strategy containing the level of community engagement and ensuring compliance with the Arizona Revised Statutes that will then be approved by the Mayor and Council.
3. **The Existing Conditions and Technical Background Report:** This document includes all essential relevant analysis providing a foundation for the Policy Plan. It adheres to the requirements in the Arizona Revised Statutes applicable to the conditions identifying Douglas' demographics, socioeconomic, economic drivers, physical and geographical characteristics, housing, water, circulation and land use impacting the City. The Existing Conditions Report along with community engagement throughout the process serving the focal points for which the document is drafted supporting the goals and policy framework outlined in the General Plan.
4. **General Plan Maps:** The Policy Guideline as well as Existing Conditions Report requires all of the maps included are drafted throughout the process of updating the General Plan.



Douglas Historical Context

Historical Context

The City of Douglas was founded in 1901 as a smelter site for the thriving copper mines as well as range land for many of the region's largest cattle ranchers and railway systems. Named after the mining pioneer Dr. James Douglas, the City's rich mining and railroad history went hand in hand. In 1913 construction was completed on the Southwestern Railroad Depot as an expansion of the mining industry needing efficient transportation. With the mining industry flourishing beyond belief the railroad was paid for entirely with mining profits. Douglas is located in Cochise County in the southeastern corner of Arizona and is a border city adjacent to Agua Prieta, Sonora, Mexico.

Today, retail trade is a key economic driver with a market size that exceeds the City's population. This is largely due to the increasing demand from nearby Mexican border towns. A study showed almost 81% of people crossing the border into Douglas are frequent crossers (more than two times per week) and the number one reason for crossing is shopping.

Historic Attractions

Development of Douglas from the late 1800s to early 1900s was heavily impacted by mining which created the railway system that primarily was used for transporting mining products and cattle from large ranches to market. Though not used for passenger travel often, Douglas Depot was a focal point for important mining executives, officials, well-to-do families, the working class and troops during the Mexican Revolution, WWI and WWII traveling along the southern border. Through the decades more efficient methods of travel and shipping generated transportation alternatives. Today the Depot hosts the Douglas Police Department and is a reminder of the tremendous impact the mining industries success had on the explosive growth of Douglas.

By 1976 Douglas made it on the National Archives Catalog of Historic Places acknowledging the noteworthy history. With passengers needing living accommodations in Douglas, a historic monument was erected and was the first in Douglas to make it on the National Register of Historic Places in 1976. The Gadsden Hotel, an impressive five story building with a grand entrance dominated by a white marble staircase, Tiffany-stained glass, murals of desert scenes, a decorative gold leaf on the ceiling and dark red tile of the floor was honored with being the first on the National Register in Douglas. Built by the Douglas Investment Company, a mining and cattle business, the doors opened in 1907. A fire in 1928 burned all but the elevator car cabin, marble staircase and columns. The Gadsden was rebuilt in 1929, with a change of orientation to G Avenue. The historic hotel has been featured in many magazines throughout the years.

San Bernardino Ranch is another impactful historic place in Douglas. Believed to be the oldest ranch in Douglas, it was taken over in 1887 by John Slaughter the City sheriff and an American rancher. What began as a 2,300-acre ranch eventually totaled 100,000-acres of American and Mexican land through the leasing of public land and purchasing various private homesteads. Along with selling, buying and raising cattle, there were over 500 acres of fruits and vegetables during its peak years. Ranch workers included Chinese Americans, Mexicans, Indians and Hispanic tenants and laborers which totaled about 150 people. During the Mexican Revolution the United States used Douglas as a garrison and the San Bernardino Ranch as an outpost defending American lands. By 1922 the Slaughters had left the property and in 1982 the property became the Slaughter Ranch Museum preserving the memory of rich American ranch life history.



Douglas Demographics

Population, Growth and Distribution

Population

The City of Douglas is a community of 15,589 residents consisting of a primarily Hispanic population with a median age of 31 years old. The data reflecting the information is from the U.S. Census Bureau, The Arizona Office of Economic Opportunity and Deloitte, an audit consulting and advisory firm. According to the data, 71.1% of the population is Hispanic accounting for over 13,000 people. The most prominent ethnicities are made up 14.31% of residents are two or more races (Multiracial Hispanic), 9.98% White residents, 3.08% make up Black or African American, and .12% of residents are of Asian ethnicity. Residents that are U.S. citizens make up 87.9% of the population and 24.1% of residents are born outside of the country accounting for approximately 3,980 people which is consistent with previous years.

Douglas's earliest census is from 1910 reflecting a population of 6,437 residents. In 112 years from 1910 to today, the population grew from 6,437 residents to 15,589 residents.

Figure 1: Douglas, Arizona 2022 Population, 15,589
(Projections from 2022 US Census Bureau)

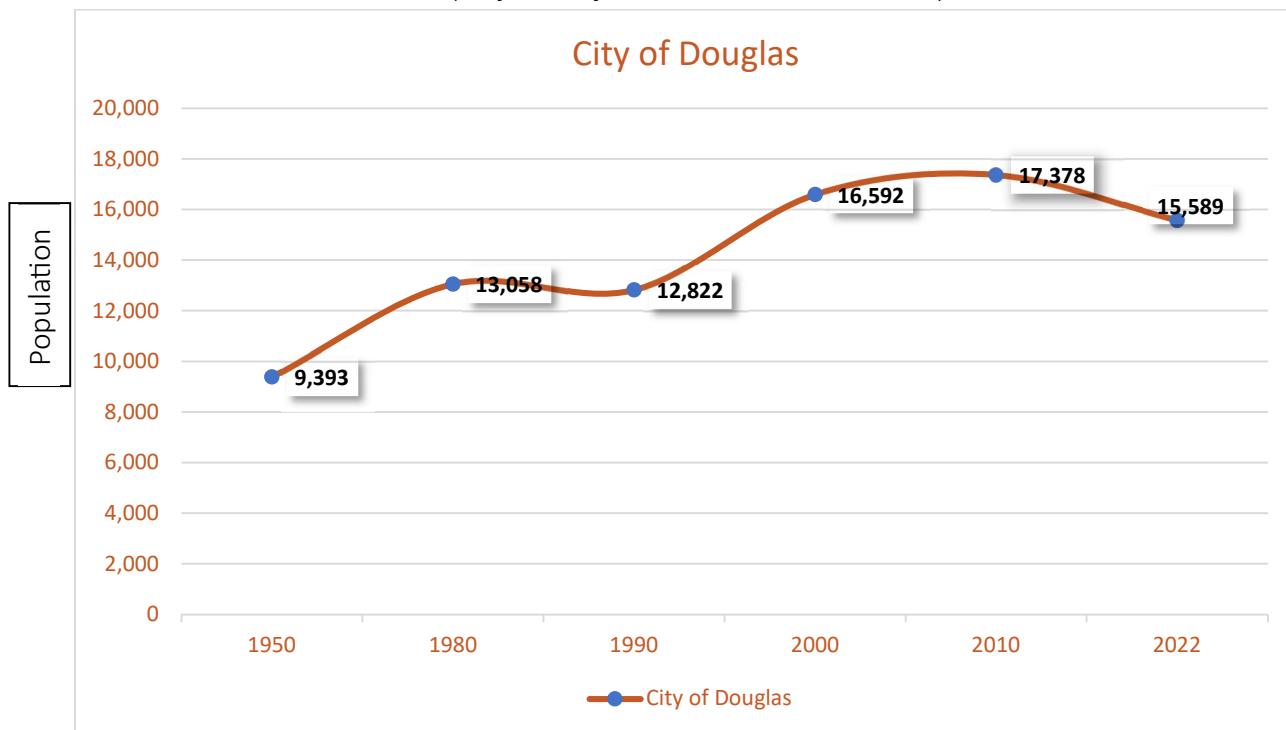


Table 1 shows the population of the City of Douglas, Cochise County, and the State of Arizona based on 2000, 2010, and 2022 Census Data.

TABLE 1: POPULATION	2000	2010	2022
City of Douglas	19,137	17,378	15,589
Cochise County	117,755	131,346	125,663
The State of Arizona	5,130,632	6,246,816	7,359,197

Source: US Census Bureau

Population Distribution

Table 2 shows Douglas population counts and percentages by race and ethnicity for 2010 and 2021 Census counts. As per the 2010 and 2021 Census the numbers for the ethnicities did not align with concurrently reported data.

	2010	PERCENTAGES	2021	PERCENTAGES
Hispanic or Latino	17,294	87.47%	13,481	71.11%
White alone	2,135	10.80%	1,891	9.98%
Black or African American alone	112	0.57%	583	3.08%
American Indian and Alaska Native alone	63	0.32%	118	0.62%
Asian alone	70	0.35%	22	0.12%

Native Hawaiian and Other Pacific Islander alone	3	0.02%	24	0.13%
Some Other Race alone	12	0.06%	126	0.66%
Two or More Races	83	0.42%	2,712	14.31%
Total Population	19,772	100.00%	18,957	100.00%

Source: US Census Bureau, 2010 Census, Douglas CCD, Arizona, American Community Survey, Hispanic or Latino, and Not Hispanic or Latino by Race; Community Profile for Douglas 2022, Arizona Commerce Authority, Arizona Office of Economic Opportunity; DATA USA: Douglas, Arizona, 2021, Deloitte.

Table 3 shows Douglas population counts and percentages by age. The median age in 2021 is 31 years old and the most populated age group in the population is under 5 years includes 1,682 individuals or 9.17% of the total population followed by individuals 5 to 9 years consisting of 1,383 people or 7.54 percent of the population.

TABLE 3: POPULATION BY AGE				
	FEMALE	MALE	TOTAL POP	PERCENTAGE
Under 5 years	767	915	1,682	9.17%
5 to 9 years	574	809	1,383	7.54%
10 to 14 years	598	491	1,089	5.94%
15 to 17 years	302	524	826	4.50%
18 and 19 years	435	437	872	4.75%
20 years	192	293	485	2.64%
21 years	68	87	155	0.84%
22 to 24 years	481	386	867	4.73%
25 to 29 years	673	666	1,339	7.30%
30 to 34 years	590	828	1,418	7.73%
35 to 39 years	423	420	843	4.59%
40 to 44 years	563	293	856	4.67%
45 to 49 years	563	317	880	4.80%
50 to 54 years	453	518	971	5.29%
55 to 59 years	561	444	1,005	5.48%
60 and 61 years	196	289	485	2.64%
62 to 64 years	278	335	613	3.34%
65 and 66 years	156	145	301	1.64%
67 to 69 years	179	159	338	1.84%
70 to 74 years	523	327	850	4.63%
75 to 79 years	247	177	424	2.31%
80 to 84 years	137	296	433	2.36%
85 years and over	149	84	233	1.27%
Total Population	9,108	9,240	18,348	100.00%

Source: US Census Bureau, 2021 Census, City of Douglas, Arizona, American Community Survey, Sex by Age

Table 4 shows the population by gender based on 2010 and 2021 Census counts.

TABLE 4: POPULATION BY GENDER				
	2010	PERCENTAGES	2021	PERCENTAGES
Female	10,218	53.06%	6,376	40.90%
Male	9,040	46.94%	9,213	59.10%
Total Population	19,258	100.00%	15,589	100.00%

Source: US Census Bureau, 2021 Census, City of Douglas, Arizona, American Community Survey, AGE AND SEX; US Census Bureau, 2010 Census, City of Douglas, Arizona, American Community Survey, AGE AND SEX

Population Projections

Table 5 shows the Douglas population counts and percentages of growth projected by the American Survey Community provided by the United States Census Bureau and Arizona Office of Economic Opportunity over the next thirty years. Together they prepare the population projections for counties and municipalities throughout the state of Arizona. This data will help better project the future of growth allowing for accurate preparation economically by the City of Douglas.

TABLE 5: POPULATION PROJECTIONS				
Year	Cochise County Population (*Projected)	PERCENTAGES OF GROWTH	Douglas Population (*Projection)	PERCENTAGES OF GROWTH
2022	126,648	46.80%	15,713	
2023	127,241	47.48%	15,767	0.34%
2024	127,845	48.45%	15,822	0.34%
2025	128,464	29.68%	15,879	0.36%
2026	128,846	25.07%	15,907	0.17%
2027	129,169	20.42%	15,927	0.13%
2028	129,432	15.67%	15,940	0.1%
2029	129,635	11.29%	15,946	0.1%
2030	129,781	7.65%	15,944	-0.1%
2031	129,881	7.95%	15,937	-0.1%
2032	129,984	7.19%	15,930	-0.1%
2033	130,077	6.52%	15,922	-0.1%
2034	130,162	6.51%	15,913	-0.1%
2035	130,247	6.39%	15,904	-0.1%
2036	130,330	6.58%	15,895	-0.1%
2037	130,416	6.66%	15,886	-0.1%
2038	130,503	6.41%	15,877	-0.1%
2039	130,587	6.40%	15,868	-0.1%
2040	130,670	6.79%	15,859	-0.1%
2041	130,759	6.79%	15,851	-0.1%
2042	130,848	7.31%	15,842	-0.1%
2043	130,943	7.77%	15,835	-0.1%
2044	131,045	8.70%	15,828	-0.1%
2045	131,159	9.15%	15,823	-0.1%

2046	131,279	10.28%	15,818	-0.1%
2047	131,414	11.73%	15,815	-0.1%
2048	131,568	13.26%	15,815	-0.1%
2049	131,743	15.03%	15,817	-0.1%
2050	131,941	16.60%	15,822	-0.1%
2051	132,160	18.43%	15,829	-0.1%
2052	132,403	20.45%	15,839	-0.1%

Source: 2022-2060 State and County Population Projections, Cochise County Medium Series, Arizona Office of Economic Opportunity, 2022; 2023-2060 Sub-County Population Projections, All Counties, Cochise County, Incorporated Places: Douglas Population Projections, Arizona Office of Economic Opportunity, 2022

Housing

Occupancy Characteristics

Household Types

Table 6 shows households by type including the household size, the number of households counted by the Census in 2021 and the percentage of that type of household in Douglas during 2021. A household is defined by the Census Bureau as, A household consists of all the people who occupy a housing unit. A Nonfamily household is defined as, consisting of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related.

TABLE 6: HOUSEHOLD BY TYPE			
	HOUSEHOLD SIZE	2021	PERCENTAGES
Married-couple family	3.8	2,607	45.48%
Male Householder, no spouse present	3.8	435	7.59%
Female Householder, no spouse present	4.1	1,034	18.04%
Nonfamily household	1.3	1,656	28.89%
Householder living alone		1,426	24.88%
Householder not living alone		230	4.01%
Total Households		5,732	100.00%

Source: US Census Bureau, 2021 Census, City of Douglas, Arizona, American Community Survey, Occupancy Characteristics.

Table 7 shows the housing structure diversity in Douglas employing data from the United States Census Bureau 2021 Selected Housing Characteristics. Of the total 6,985 housing structures the most common is the 1-unit, detached housing structure consisting of 5,039 units, or 72.1 percent of the market.

TABLE 7: UNITS IN STRUCTURE		
	2021	PERCENTAGE
1-unit, detached	5,039	72.1%
1-unit, attached	192	2.7%
2 units	55	0.8%
3 or 4 units	210	3.0%
5 to 9 units	399	5.7%
10 to 19 units	220	3.1%
20 or more units	49	0.7%
Mobile home	821	11.8%
Boat, RV, van, etc.	0	0.0%
Total Structures	6,985	100%

Source: US Census Bureau, 2021 Census, City of Douglas, Arizona, American Community Survey, Selected Housing Characteristics

Housing Tenure

Table 8 is based on the 2021 Census data of the occupied housing units of Douglas. Consisting of a total 5,732 housing units, owner-occupied units make up 56.6 percent of the market and renter-occupied units are 25.5 percent of the market, meanwhile vacant housing consists of 1,253 units, or 17.9 percent of the market. Owner-occupied units consist of a household size of just over three people while renter-occupied units consist of almost three people. On average, there are three persons per unit.

TABLE 8: HOUSING OCCUPANCY		
	2021	PERCENTAGE
Occupied housing units	5,732	82.1%
Owner-occupied	3,952	56.6%
Renter-occupied	1,780	25.5%
Vacant housing units	1,253	17.9%
Total Structures	6,985	100%
Average household size of owner-occupied unit	3.17	
Average household size of renter-occupied unit	2.96	

Source: US Census Bureau, 2021 Census, City of Douglas, Arizona, American Community Survey, Selected Housing Characteristics

Median Household Income

The most recent data for the median household income in 2021 from the United States Census Bureau reflects \$40,745 while the per capita income totaled \$19,748 out of 5,732 households. The median owner-occupied property value is \$102,500 which was a 2.80 % increase from the year before. Douglas is on par with the national average of homeownership which is 65.4%, while Douglas higher withs 68.9% homeownership.

Figure 2: Comparing the national average income to Douglas resident income



Source: Deloitte., 2021 DATA USA: Douglas, AZ, 2013-2021 Median Household Income

Physical and Geographical Characteristics

Regional Composition

Location & Regional Context

The City of Douglas is 9.98 square miles and is located in the southeastern corner of Arizona in the Sulphur Springs Valley. As a town abutting the U.S.-Mexico border, Douglas is a very popular port of entry. The highways meet at a focal point in the City as U.S. Route 191 runs north and south to join U.S. Route 80 running east and west. These U.S. Routes serve as a vital connection between the southeastern corner of the state and the rest of the country, passing through Douglas in the process. Surrounded by historically mineral rich mountain ranges Douglas is located south of the Swisselm Mountains and the Pedregosa Mountains as well as east of the Sonoran Desert. Access to Douglas is from U.S. Route 191, U.S. Route 80 and the Bisbee-Douglas International Airport.

Douglas is south of Phoenix by 232 miles, south of Tucson by 122 miles, east of Bisbee by 23 miles, west of Rodeo, New Mexico by 50 miles, and directly adjacent to Agua Prieta, Sonora, Mexico to the south.

Topography

The average elevation in Douglas is 4,150 feet (3,711 Meters) above average elevation. Coordinates for Douglas are Latitude 31° 21' 0.4284" N and 109° 34' 12.3024" W longitude.

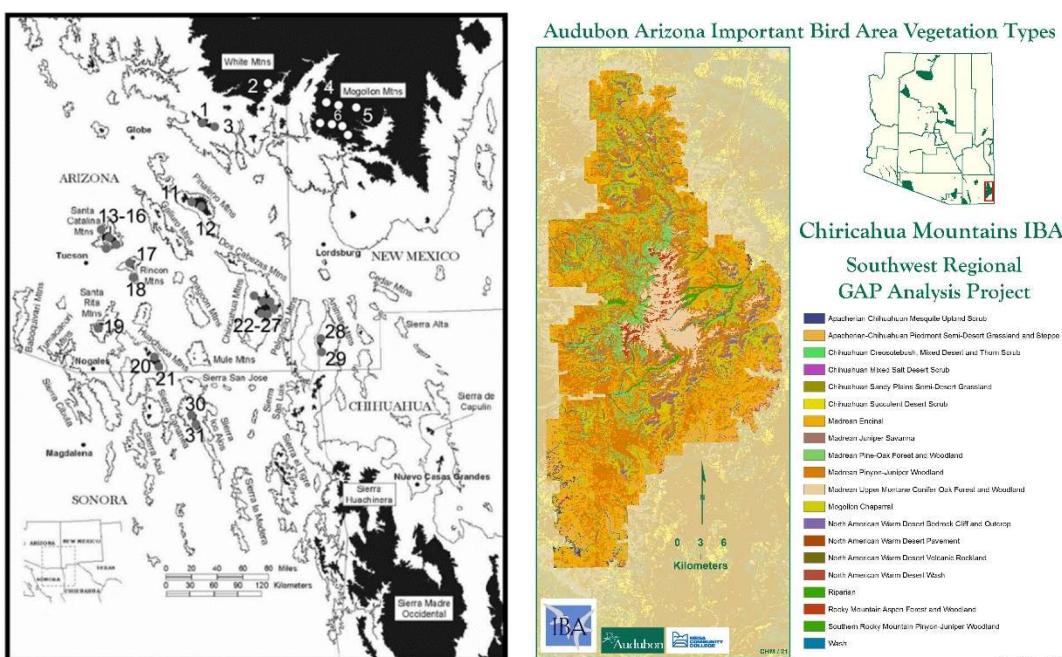
Wildlife Habitats

The Sky Islands

The isolated mountain ranges in southeastern Arizona reaching up to 6,000 feet above sea level creates mountain islands towering above the desert floor. The ecosystems vary drastically making this mountain archipelago habitats unique in nature. The name comes from the idea that the flora and fauna have adapted in the dramatic and unique conditions from the desert floor to high elevations making them endemic to their specific mountains. Sky islands have remarkable biodiversity within a few miles making it possible to see both alpines and the desert in the same day.

Chiricahua Mountains

The mountains support a niche ecosystem that breeds endemic species that are specific to each mountain range. Some of the flora includes the Blue and Englemann spruce, Douglas-fir, Arizona pine and Chihuahua pine, Apache pine, southwestern white pine. However, when it comes to the Fauna, in North America over half of the species of birds are found in the Chiricahuas Mountains making this an extremely popular birding destination. There are also over 180 ant species and around 500 species of bees found in the Chiricahua Mountains and is home to the Chiricahua fox squirrel.



Mule Mountains

Surrounded by the desert basin, the mountains total area is approximately 500 square miles made up of deep canyons and steep slopes. Due to the widespread mining and logging industry the once flourishing forest is now a completely different landscape from its natural state, not far from unrecognizable. One of the mines along the east side is the former Lavender Pit, opened in 1950 and production over 14 years yielded a total of 86 million tons of ore leaving behind 1,500 miles of shafts and tunnels that extend from the mine to Bisbee. This equated to around 600,000 tons of copper with byproducts such as Bisbee Blue turquoise, gold and silver. Aside from this, the Mule Mountains are still a sky island mountain range and have the ecology to show it. Rocky Mountain Douglas-fir, juniper, lowland pines, pygmy conifer-oak, mesic and xeric phases of Chihuahuan desert scrub on limestone as well as open oak woodland. As for mammalian species on the mountains, mule deer, jackrabbits, a new scorpion species the *Vaejovis Mischionei*, big horn sheep, badgers and coyote can be found.

Flora & Fauna

Over 283 species of birds, riparian wildlife and mammals call Douglas home. The Cities environmental subtleties have committed to preserving its ecological heritage and the native blooms that represent this best are the Creosote bush, Rainbow hedgehog cactus and the Ocotillo. There is also the Desert Broom, Santa Rita Hedgehog Cactus, Patagonia Mountain Leatherpetal, Silverleaf Nightshade and the Cane Cholla, better known as the walking stick cactus which branches like a tree but is actually a cactus, sheep and deer eat its fruits and it is used in the indigenous Zuni people's ceremonies.

Pictured below is the Cane Cholla



Pictured below is the Arizona Sister Butterfly



When it comes to the fauna in this City as early as October, a *sceloporus jarrovii*, better known as a Yarrow Spiny Lizard can be spotted. Douglas is also a bird watchers paradise, online watchers are able to document the birds that have been spotted recently such as the Sharp-shinned Hawk, Chihuahuan Raven, Western Wood-Pewee, Bronzed Cowbird and the Common Black Hawk. This area is also home to the Western Diamond-backed Rattlesnake, Rivoli's Hummingbird, Arizona Sister Butterfly, Mojave Rattlesnake and Ornate Tree Lizards.

Parks & Open Space

The City has an easy-to-use database that lists the recreational activities that align with the Cities Mission Statement of ensuring the City of Douglas continues to be a healthy, safe, attractive, and enjoyable place to live, work or visit. Examples of this are included in the City Recreation page showing a 'Care Fair' assisting students by providing backpacks and school supplies, a local 5K marathon, and summer camp options. Douglas has 14 parks with amenities that include: athletic fields, fitness equipment, racquetball courts, ramada rentals, restrooms, special event areas, tennis courts and walking trails.

Douglas has 10 parks the City supports which include:

- 2nd and C Avenue Park
- 17th Street Park
- Airport Park
- Castro Park
- Causey Park
- Pan Am Park
- Placita Del Sol Park
- Speer Park
- Termite Field Park
- Veteran's Park

Water

The main water source for Douglas is ground water, which begins as precipitation in mountain areas. In 1980 the Groundwater Management Act deemed Douglas an irrigation non-expansion area and as of fall 2022 Douglas has been in an Active Management Area (AMA). According to Arizona Revised Statute § 45-416, only those lands that were legally irrigated in the five years preceding that date (August 30, 2022) may be irrigated within the basin. Which means irrigation of new acres within the basin, with certain limited exceptions, is prohibited from applying water to two or more acres of land yielding plants, parts of plants for sale or human consumption or for the use as feed or livestock, range livestock or poultry.

Willcox Basin

The Willcox Basin is a closed basin making up about 1,911 square miles with semi-desert grassland vegetation. Groundwater flow has slowed due to being altered for groundwater pumping but naturally charges between 15,000 and 47,000 acre-feet per year and is estimated to have up to 59 million acre-feet of storage. The Basin is privately owned by 51.1% primarily through the center of the basin with a small amount managed by the Leslie Canyon National Wildlife Refuge with land uses such as mining and industrial, domestic, commercial and farming.

24.2% is State Trust land with land grazing as its primary use. The federally owned 19.6% is held by the United States Forest Service with land uses such as timber production, recreation and grazing. 2.3% is owned by the U.S. Military for military activities, 1.8% by the Bureau of Land Management (BLM) with a primary land use of grazing, .9% is held by the National Parks Service for recreation and .1% is owned by the Arizona Game and Fish Department utilizing the land use for wildlife protection and recreation. Depending on the database reference the number of springs identified are between 87 and 92.

Douglas Basin

Consisting as a share of the Sulphur Springs Valley, the Douglas Basin is about 950 square miles and the mountainous regions provide groundwater that begins as precipitation forming streams. The basin is from the alluvial aquifer and hardrock aquifer. The hardrock aquifer is abundant with sedimentary rock as well as more trace amounts of granitic, metamorphic and volcanic rock and limited in groundwater. From the alluvial slopes peaking at 4,000 feet from the valley below is the main water-bearing unity as it collects the valley basin fill-deposits. Drainage from Whitewater Draw collects in the Douglas Basin and heads south accounting for 12,000 square miles of water. Irrigation wells are generally less than 200 feet deep and generate fewer than 400 gallons per minute. All wells for irrigation need to be pumped and some portions of the Douglas Basin harbor artesian water. The main use of the Douglas Basin is for groundwater irrigation.

Sulphur Spring Valley

West of the Chiricahua Mountains south of Douglas is the Sulphur Springs Valley laying parallel between chains of mountain ranges and accounts for 1,800 square miles. The Valley is to a great extent covered in volcanic rock and covered in grassland, desert scrub, wetlands and arid temperatures hosting a wide variety of habitats and bird species. Surrounding mountains shed storm waters into the Sulphur Springs Valley draining into a tributary comprising about 2,800 square miles with no drainage outlets.

Drainage

The urban stormwater infrastructure includes municipally owned or operated conveyances such as inlets, catch basins, underground pipes, natural washes, retention basins and man-made channels. The City's Public Works department is responsible for maintaining this system named the Small Municipal Separate Storm Sewer Systems (MS4). Stormwater drainage has been implemented to regulate the contribution of pollutants in the City and for conveyance, storm drain inlet structures, outfalls, dimensions, shape, spatial location, potential non-stormwater discharges and detention / retention basins apart of the MS4. The Public Works Department is also responsible for inspections occurring once during the permit year for drainage infrastructure and the Director of Public Works / City Engineering is implementing drainage system inspection maintenance. In the spring of 2022 a 30% design for the water/sewer/broadband on new commercial began.

Economic Drivers

Commerce Activities

Raul Hector Castro Land Port of Entry (LPOE)

As a current major economic driver of Douglas, the port of entry connects the people of Agua Prieta, Sonora, Mexico and Douglas as the second busiest LPOE in Arizona for commercial traffic. Built in 1933, revamped in 1993, and about to be revamped again, the 4.8-acre federal facility is budgeted to receive \$185 million for revitalization and expansion which estimates an additional \$10.8 to \$20 million in revenue annually to the region. The future designs include expanding from eight to sixteen lanes for privately owned vehicles, increasing pedestrian inspection lanes from ten to fourteen, improving the site development and infrastructure, adding new vehicle inspection canopies and processing areas as well as new employee parking. Large commercial economic drivers that use the Port of Entry are for mining, agriculture, aerospace, medical, construction, automotive, electrical and migrant laborers. Aside from these industries, approximately 70% of the City of Douglas's retail tax revenue is from the millions of people crossing through Castro LPOE spending about \$740 million annually.

Land Acquisitions

In Spring of 2023 the City of Douglas purchased the former Food City property in an effort to attract a dedicated grocer to replace the previous Food City that closed in the fall of 2021. In June of 2023 City Council unanimously accepted Manny's Farmers Market bid.

The City of Douglas purchased the current ACT (Advanced Call Center Technology) building in 2008 as the property is in an economic corridor aimed at invigorating job creation in the area.

Douglas Municipal Airport

Known as the first international airport in the United States for American use in 1928, the Douglas International Airport had become a consistent airline service for commercial passenger uses in the years to follow. By 1930 the airport had become the first stop for airmail routes with transcontinental mail and in 1933 First Lady Eleanor Roosevelt dedicated the airport as the first international airport in the United States. Though the airport made it to the National Register of Historic Places in 1975, today, the Douglas Municipal Airport is owned by the City of Douglas and is no longer an international airport. Though open to the public, it is not served by commercial airlines.



Tourism

With more than 60 historic buildings, homes, ranches life history and points of interest, tourism in Douglas is a notable economic driver.

Economic Indicators

Douglas Workforce

Table 9 shows the 2022 data from the Arizona Office of Economic Opportunity for the Labor Force in Douglas showing the statistics for employed, unemployed and the unemployment rates percentage over the last 22 years. Though 2022 shows less employed than 12 years prior, it is important to keep in mind 2010 population had 1,821 more residents. Residents who have utilized Supplemental Nutrition Assistance Program (SNAP) benefits in the past 12 months accounts for 1,591 of the population.

	2000	2010	2022
Employed	5,166	5,570	5,097
Unemployed	364	589	485
Unemployment Rate	7.0%	10.6%	9.5%

*Arizona Office of Economic Opportunity, 2022, City of Douglas, Arizona,
Arizona Commerce Authority, Labor Force*

According to the United States Census Bureau the highest employed industries shown in Table 8 consists of 6,336 civilian employed residents 16 years and over. Educational services, health care and social assistance dominated the market with 1,614 residents employed or 25.47 percent of the market followed by public administration employing 1,128 residents or accounting for 17.8 percent of the employment market. The third highest employer is professional, scientific, management, administrative and waste management services accounting for 733 employed, or 11.57 percent, followed closely by retail trade accounting for 703 employed residents, or 11.1 percent of the market. Alternatively, Information is the lowest employer accounting for .85 percent of the market employing only 54 people.

TABLE 10: INDUSTRY		
	TOTAL EMPLOYED	PERCENTAGE
Agriculture, forestry, fishing and hunting, and mining	205	3.24%
Construction	427	6.74%
Manufacturing	317	5.00%
Wholesale trade	96	1.52%
Retail trade	703	11.10%
Transportation and warehousing, and utilities	212	3.35%
Information	54	0.85%

Finance and insurance, and real estate and rental and leasing	214	3.38%
Professional, scientific, and management, and administrative and waste management services	733	11.57%
Educational services, and health care and social assistance	1,614	25.47%
Arts, entertainment, and recreation, and accommodation and food services	410	6.47%
Other services, except public administration	223	3.52%
Public administration	1,128	17.80%
Total Employed Population 16 Years and Over	6,336	100%

*Source: US Census Bureau, 2021 Census, City of Douglas, Arizona,
American Community Survey, Selected Economic Characteristics*

Figure 3 is a chart reflecting men and women's median earnings by industry from Deloitte.com using the U.S. Census Bureau data from 2013 to 2021 to create the median earnings for both genders by industry. Men's total median earnings reflected \$37,818, meanwhile women's total median earnings reflected \$20,688.

Concurrent with Table 10, the industries that show the best median earnings for men in 2021 was in Educational Services, Health Care, and Social Assistance accounting for an average salary of \$43,651. This was followed by Public Administration earning \$43,639 on average and the third highest grossing industry for men was Finance, Insurance, Real Estate, Rental and Leasing bringing in a \$42,692 salary.

For women, the highest growing industries in 2021 with the best median earnings were in Finance, Insurance, Real Estate, Rental and Leasing accounting for \$37,734 average salary followed by Public Administration at \$33,438 and lastly, other services except Public Administration earning \$24,674 salary.

Figure 3



Source: Deloitte., 2021 DATA USA: Douglas, AZ, 2013-2021 Median Earnings by Industry

Education Attainment

With the 2021 data provided by the United States Census Bureau, the total population that attained at least a diploma accounts for 15,588 residents. Aside from attaining a diploma which accounts for 8,896 residents or 57 percent of the population, some college or an associate's degree came in second highest with 4,608 residents or 29.56 percent of the population. The workforce with a Bachelor's degree consists of 1,545 residents or 9.91 percent of the population while an advanced degree has been attained by 539 residents or 3.46 percent of the workforce.

TABLE 11: EDUCATIONAL ATTAINMENT

	Population 18 to 24	Population 25 to 34	Population 35 to 44	Population 45 to 64	Population 65 years +	Population 25 years +	TOTAL POPULATION (18 to 65+)	PERCENTAGE
High school graduate (includes equivalency)	889	2,298	1,455	2,684	1,570	8,007	8,896	57.07%
Some college or Associate's degree	1,121					3,487	4,608	29.56%
Bachelor's degree or higher	16	437	216	402	474	1,529	1,545	9.91%
Graduate or Professional Degree						539	539	3.46%
Total Population	2,026	2,735	1,671	3,086	2,044	13,562	15,588	100%

Source: US Census Bureau, 2021 Census, City of Douglas, Arizona, American Community Survey, Educational Attainment

Circulation

Methods of Transportation

Public Transportation

Douglas Riders is a public transportation program for the elderly and physically disabled. It provides an enhanced quality of life providing two route options, running Monday through Saturdays. The City also offers Dial-A-Ride for elderly adults as well as physically disabled residents as well.

U.S. Route 91

An original 1926 route that extended from the Mohave Desert to the Great Falls, the north and south running route are some of the last remaining miles of the Interstate. I-15 effectively took over the concurrently running roads in the early 1970's but in its heyday, it was the first paved interstate and today is the only paved road to view Beaver Dam Wash and allows for views of many scenic vistas from Utah to Douglas, Arizona.

U.S. Route 80

Intersecting the north and south U.S. Route 91 is U.S. Route 80 running east and west. These U.S. Routes served as an integral connection between the southeastern corner of Arizona and the rest of the nation. Arizona Department of Transportation refers to US 80 as the Mother of Arizona highways as it was an important highway in the development of cross-country car culture and was a well-traveled road even before roads had numbers or pavement. This highway has had many names such as the Dixie Overland Highway and Ocean to Ocean Highway as it connected Georgia to California but ultimately once the American Association of State Highway and Transportation got involved, it was and is, US Route 80. Since 1989 the interstate has been slowly decommissioned as new highways have replaced its route it is now just 72 miles in length but lives on in southern Arizona and as of 2018 became a designated Historic Arizona Road.

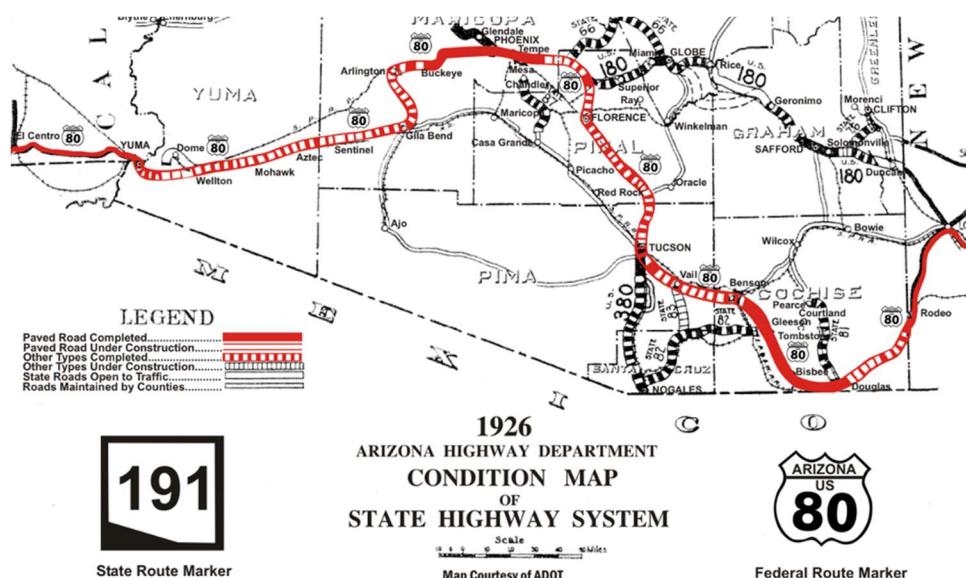


Figure 4 is depicting the current US Route 80 72-mile stretch through southern Arizona

Port of Entry

Originally constructed in 1933, the Raul Hector Castro Land Port of Entry is one of six formal connection points between the United States and Mexico. The Port of Entry in Douglas, Arizona connects with the City of Agua Prieta, Sonora, Mexico and is a controlled entry point by the United States for people and materials. Our shared port annually generates \$26 billion of imports and exports as Mexico is one of Arizona's highest trading vendors. Surrounding the port currently is a mix of vacant, commercial and residential land and is bounded to the north by US Route 80, west by Brooks Road and a two-lane dirt road to the east. Due to the upgrades to the Port, the Arizona Department of Transportation, Federal Highway Administration, US General Services Administration, City of Douglas, and Cochise County are exploring a study to pinpoint an optimal location and design for an all-weather connector road can safely handle the commercial vehicle traffic. The study is focusing on evaluation and proposing alternatives rather than directly engaging in the construction of the connector road. There is currently no final date for the proposals final design.

Land Use

Existing Land Use and Undeveloped Land

Current Zoning

Douglas Zoning District	
SFR	Single-Family Residence
MFR	Multi-Family Residence
MHR	Mobile Home Residence
NC	Neighborhood Convenience
LC	Limited Commercial
OP	Office professional
GC	General Commercial
IP	Industrial Park
LI	Light Industrial
HI	Heavy Industrial
AA	Airport Airspace Overlay Zone
H-P	Historic Preservation Overlay Zone
DR	Design Review Overlay Zone
MUI	Mixed Use/Infill Development Overlay Zone
IC-R	Innovative Community-Residential Overlay Zone
IC-C	Innovative Community-Commercial Overlay Zone
IC-MU	Innovative Community-Mixed-Use Overlay Zone

The City uses form-based code and has a design built in for conformity of regulations, classifications of annexed areas as well as vacated streets.

Undeveloped Land

Within the Douglas corporate boundary are parcels offering great potential for development or enhancements. Many undeveloped parcels or redevelopment properties, especially those close in proximity to existing highways and utilities or the Port present excellent opportunities for development. Although larger developed parcels on the City's outskirts may require extended connections and annexations, ongoing discussions aim to incorporate these areas into the General Plan Boundary update. Douglas is positioned for sustained growth, with ample economic and residential prospects, contingent upon addressing current constraints.

Developed Land

Aggregate / Extraction

The proximity of aggregate extraction land uses implies that mining in the area might see an expansion, especially with an increase in demand for nearby development. There are currently 49 active mines in or surrounding Douglas.

Agriculture

While certain undeveloped areas may hold grazing permits nearby including Dos Cabeza Cattle Company and eleven others, there are limited instances of extensive agriculture utilization.

Commercial

Douglas has a large percentage of commercial business focused on the Port of Entry along the United States and Mexico boarder as travelers, citizens and laborers alike utilize the passage opportunity for work and life and hospitality services.

Industrial

Due to Douglas' adjacency to major interstates, the Port, mining operations, transportation corridors, proximity to the Bisbee-Douglas Airport, the railroad, connecting highways as well as the historical economic commerce connection, Douglas remains a hub for industrial growth.

Institutional / Public Use

There are plenty of things to do in Douglas as it is steeped in agricultural, mining and western history. Residents have public facility options like the Douglas Library, ten parks, an art gallery, tennis and pickleball courts, educational offerings from University to community college levels, a golf course, an indoor aquatic center, a U.S. Post office and City Hall. These amenities don't include the historic landmarks throughout the City like the Southern Pacific Railroad Depot, the Grand Theater, and the Hotel Gadsden which are open to the public but under private ownership.

Residential

Douglas is focusing on growth and renovation within the City to ensure their goals as a City are met and residents are enjoying their lifestyles with lots of options for housing opportunities from small to large families and from young to old residents.

Vacant/Other

There are undeveloped and suitable for development sites in Douglas that the City is encouraging revitalization and partnerships for redevelopment. Expansive industrial or commercial zones present potential for development upon annexation directly adjoining the City and through the planning boundary expansion during this General Plan Update.

Background and Current Conditions Summary

The City of Douglas began with a bang as the mining industry exploded and the revenue generated then afforded the City to be put on the map in 1901. Since then, the City at 9.98 square miles has evolved and grown with interstate, the port and the rest of the Country. From the City's beginnings in mining and ranching to its transportation corridors, the City is rich in history sparking tourism and is a hub for economic development and growth in the region in kind with its neighbor in Mexico to the South.

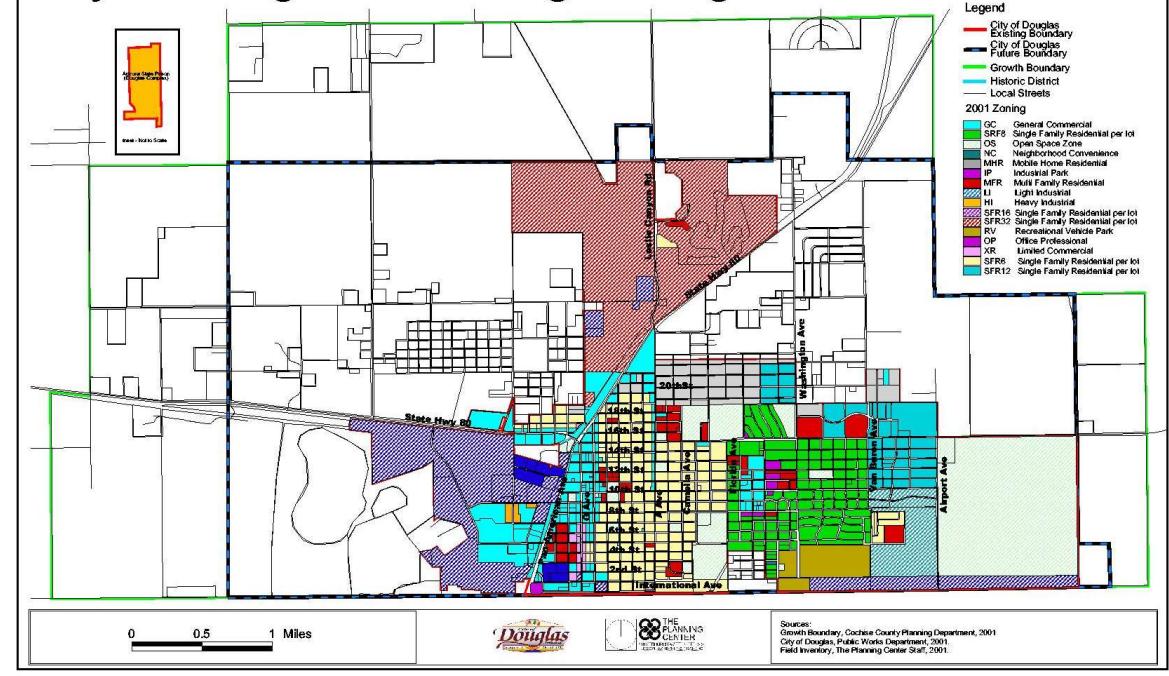
The measures the City has worked on to preserve the natural landscape and conserving water by partnering with the AMA last year to preserve the natural water flows from the Willcox and Douglas Basins as well as the Sulphur Springs Valley, will sustain the predicted growing population in combination with ongoing new policies and technologies in water conservation and assurance.

The details presented in this report convey the current conditions of the City to assist City Staff, advisory members, and council members to help provide guidance during the visioning process, policy framework, goals and when implementing measures to be included in the 2024 Douglas General Plan Update.

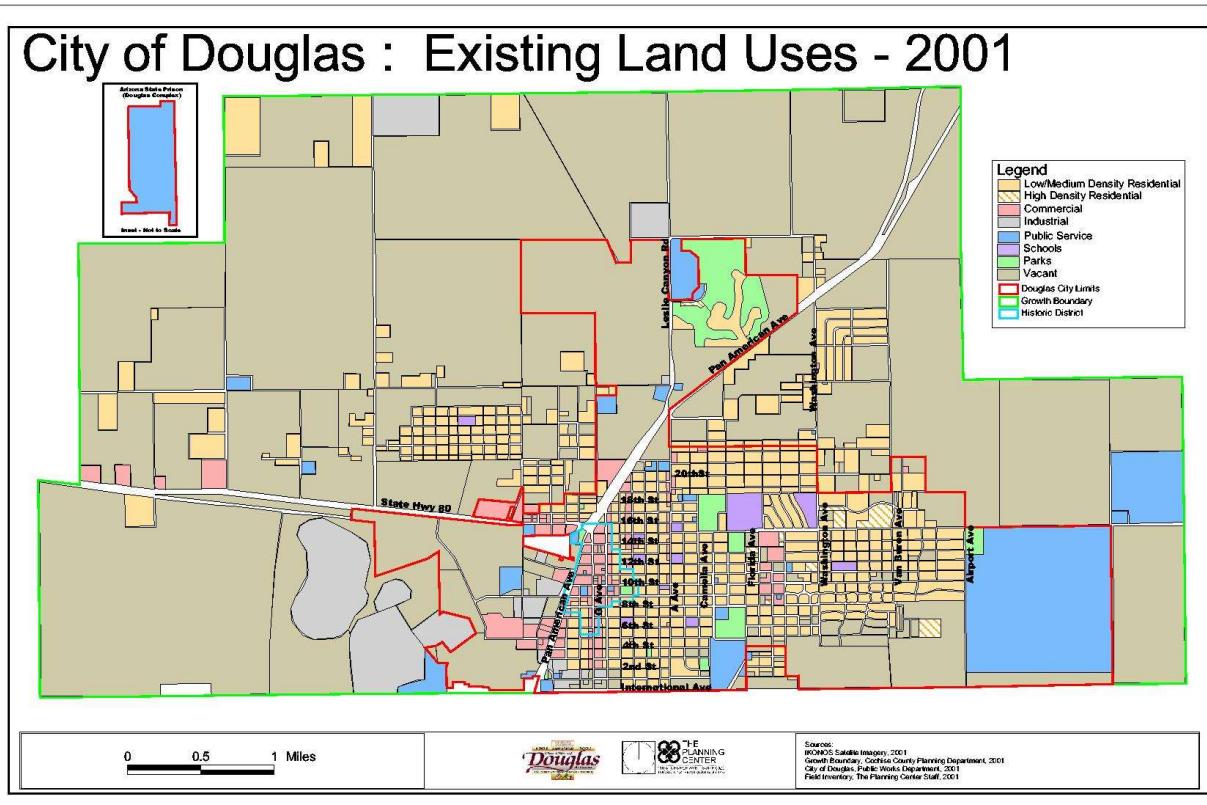
Maps

Existing Zoning

City of Douglas: Existing Zoning

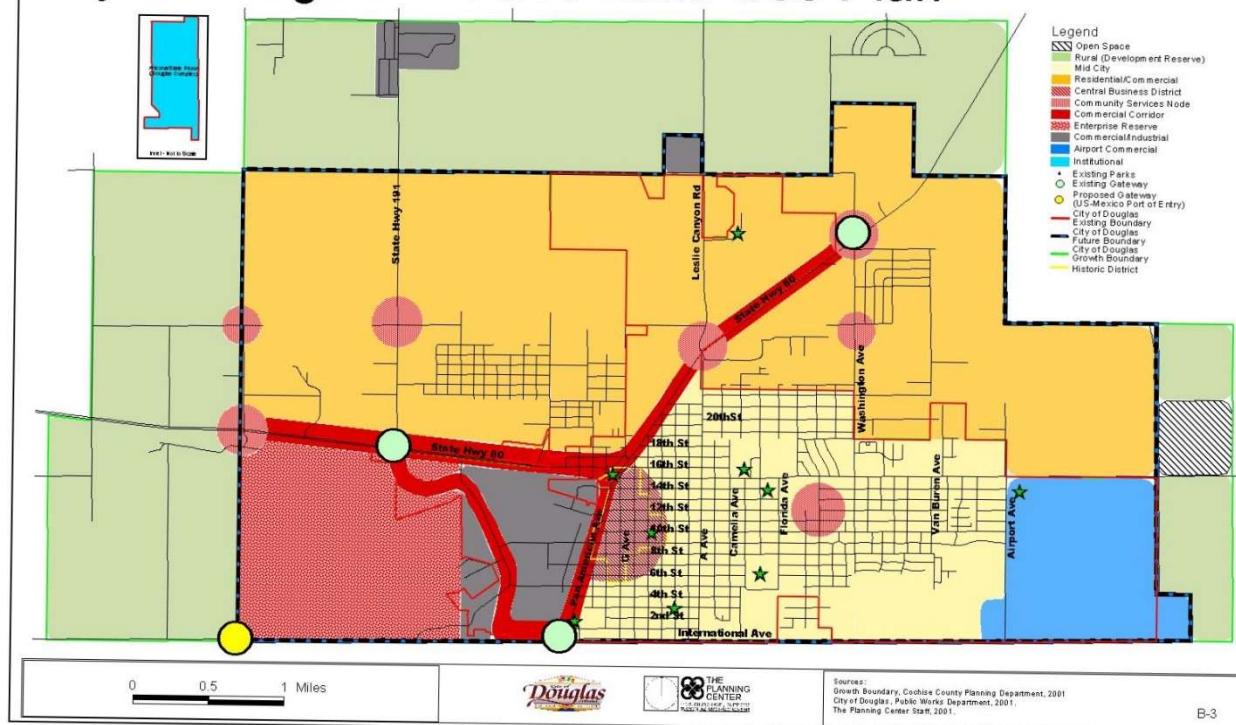


Existing Land Use Map

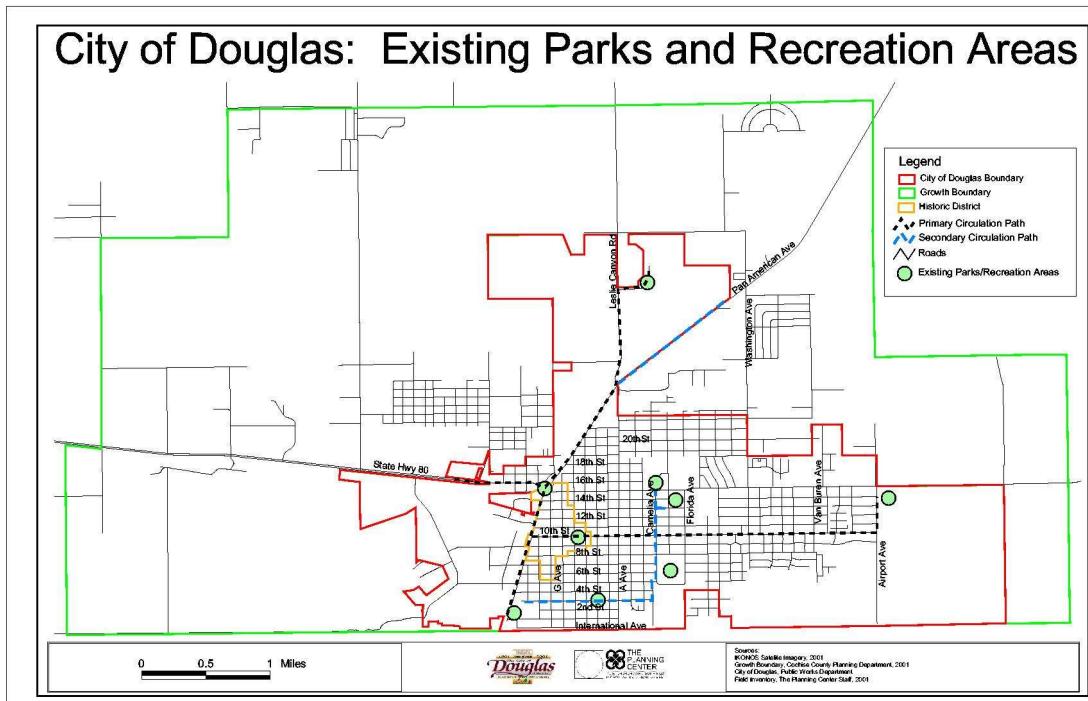


Future Land Use Map

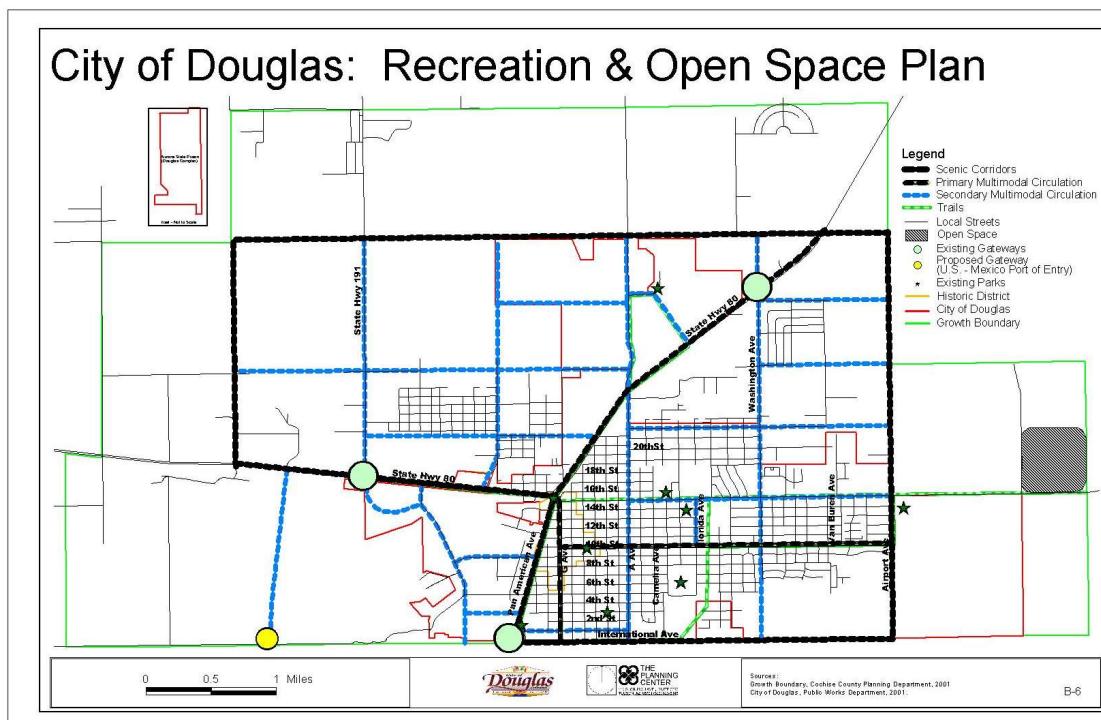
City of Douglas: Future Land Use Plan



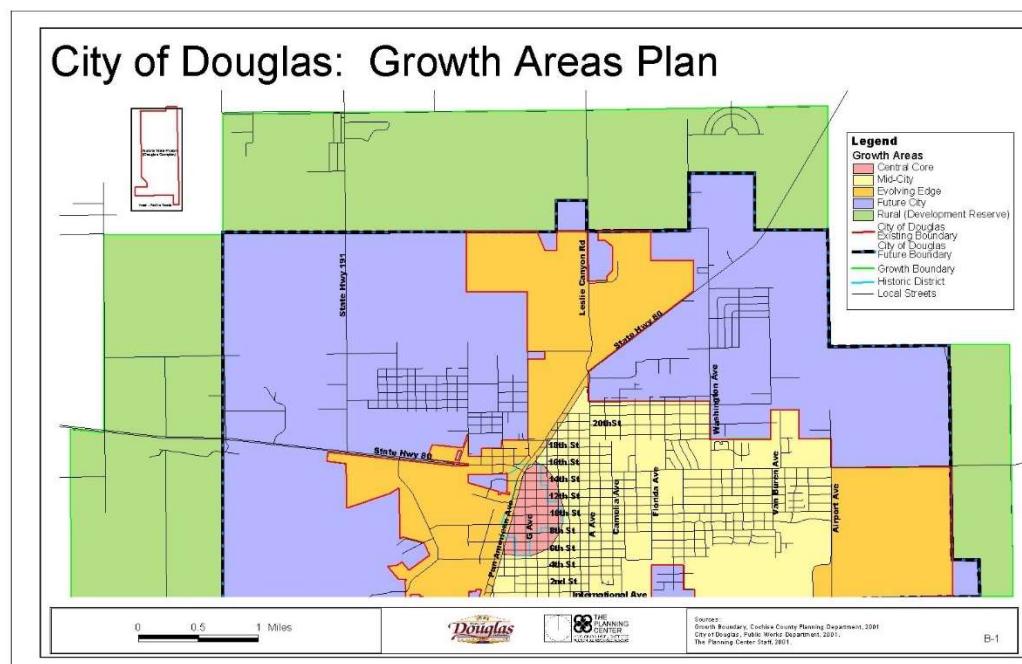
Existing Parks & Recreation



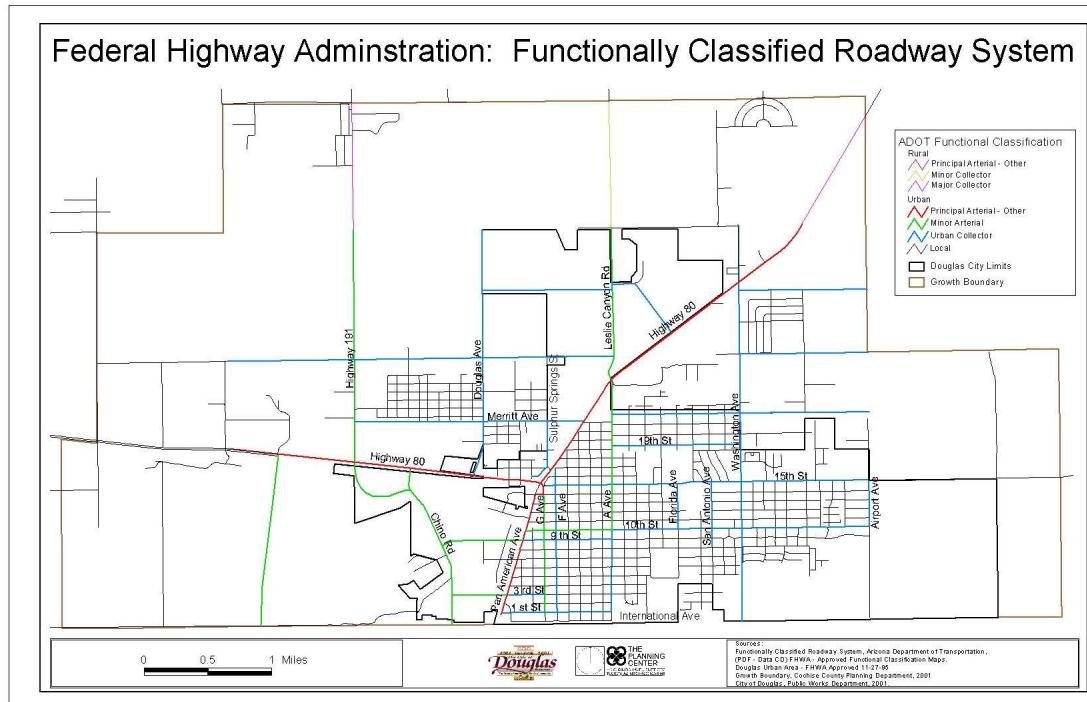
Recreation and Open Space Map



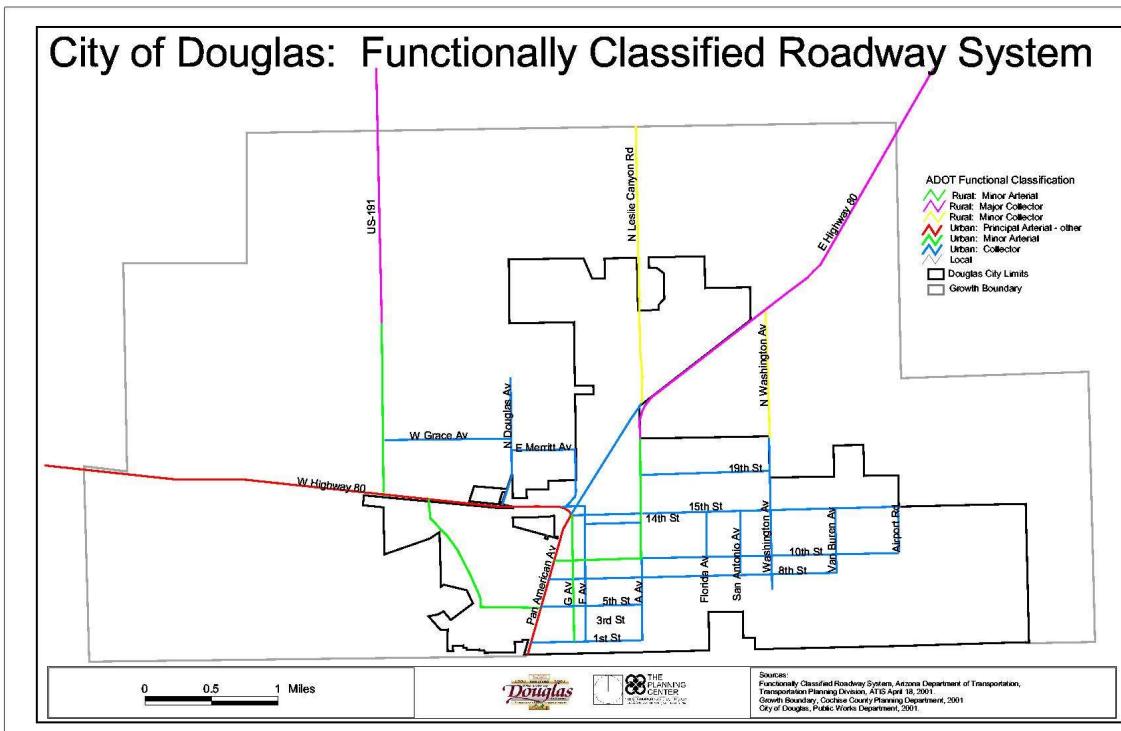
Growth Areas Map



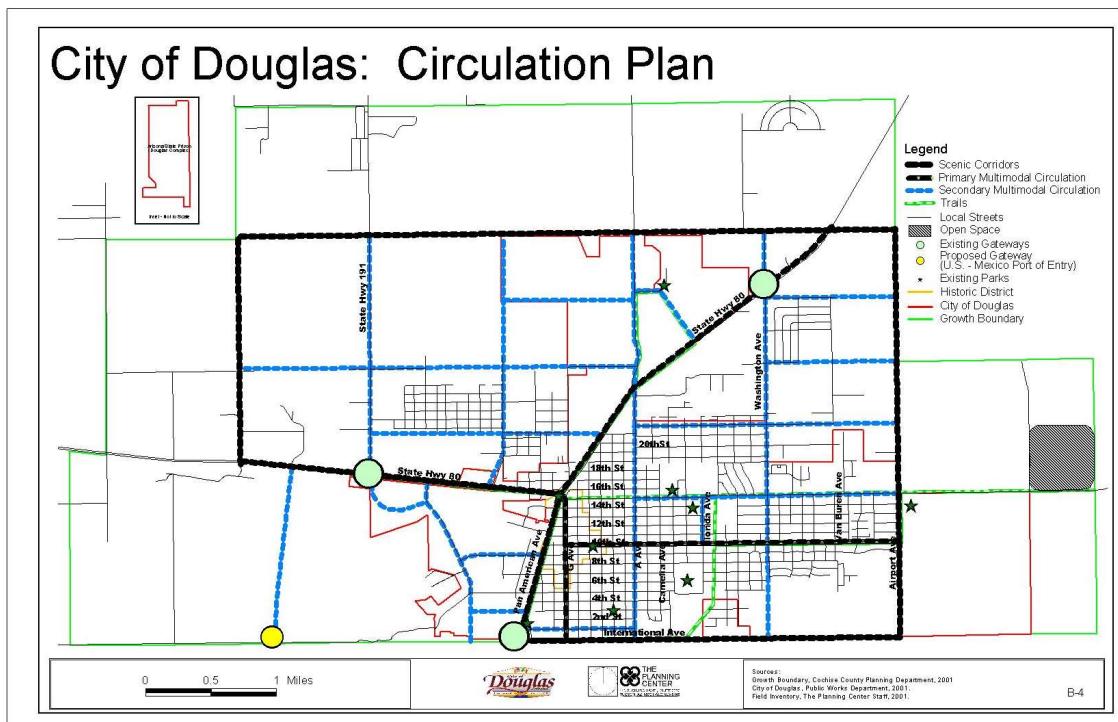
Functionally Classified Roadway System



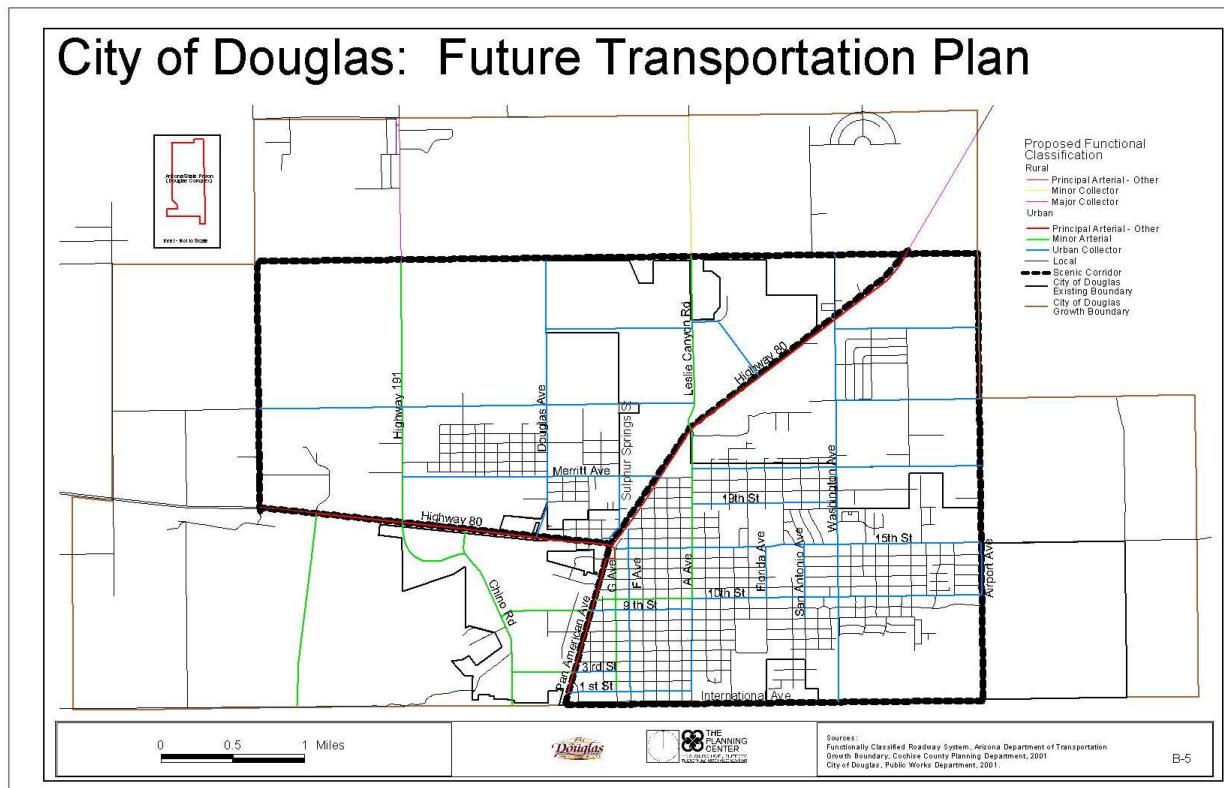
ADOT Functionally Classified Roadway System



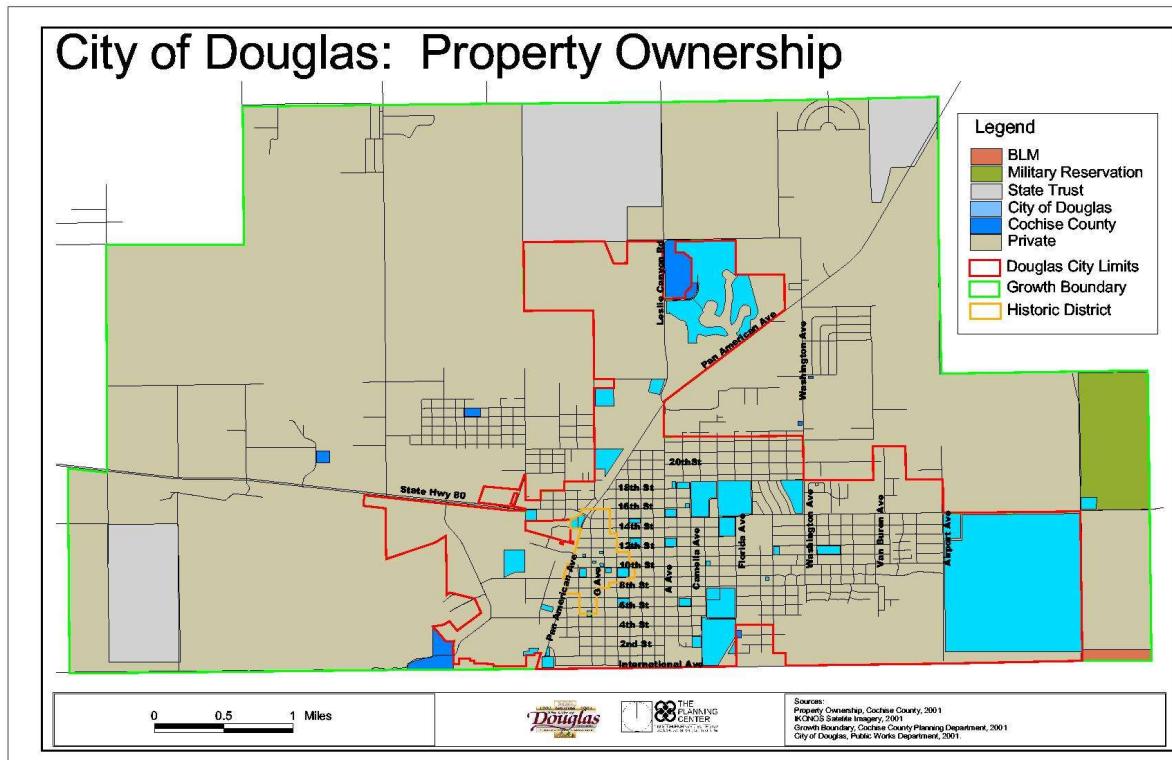
Circulation Plan



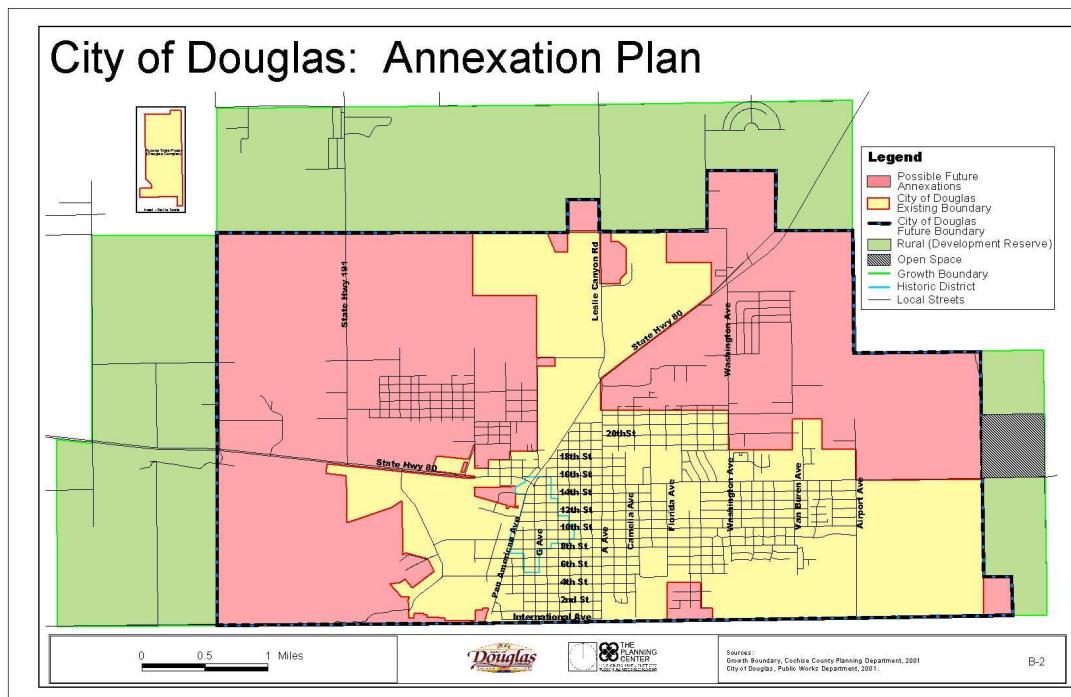
Future Transportation Plan



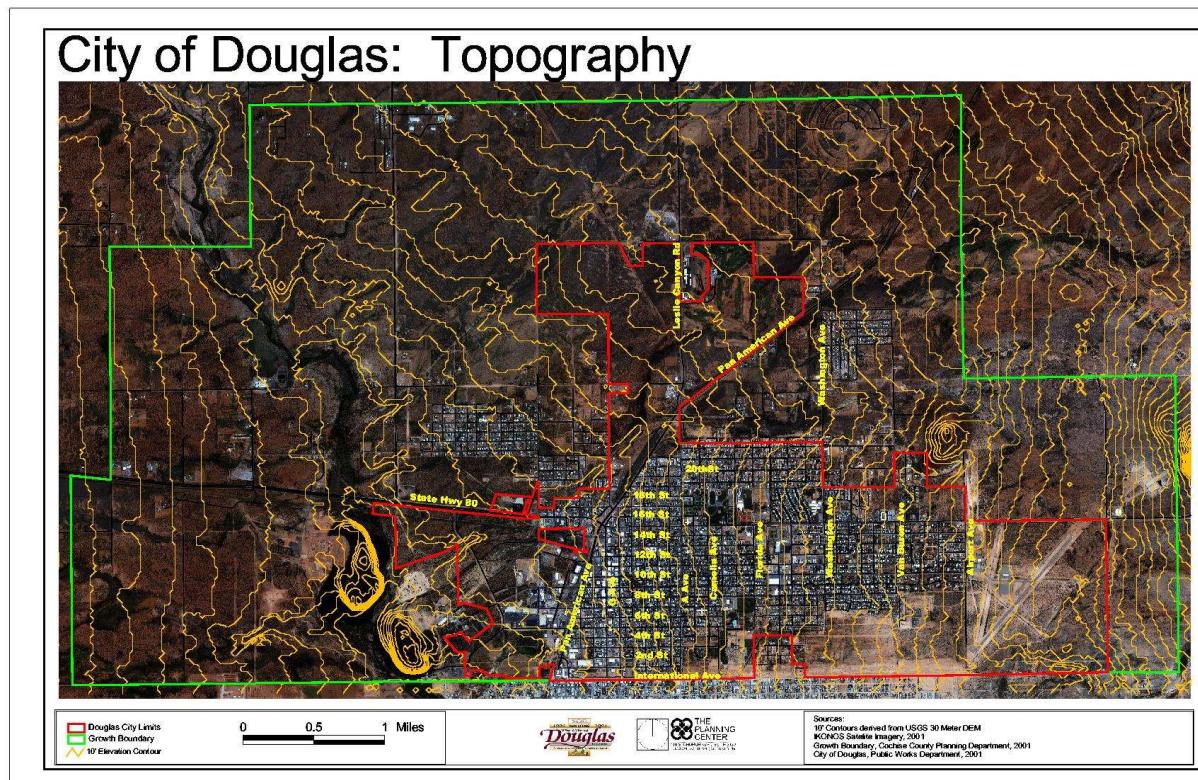
City of Douglas: Property Ownership



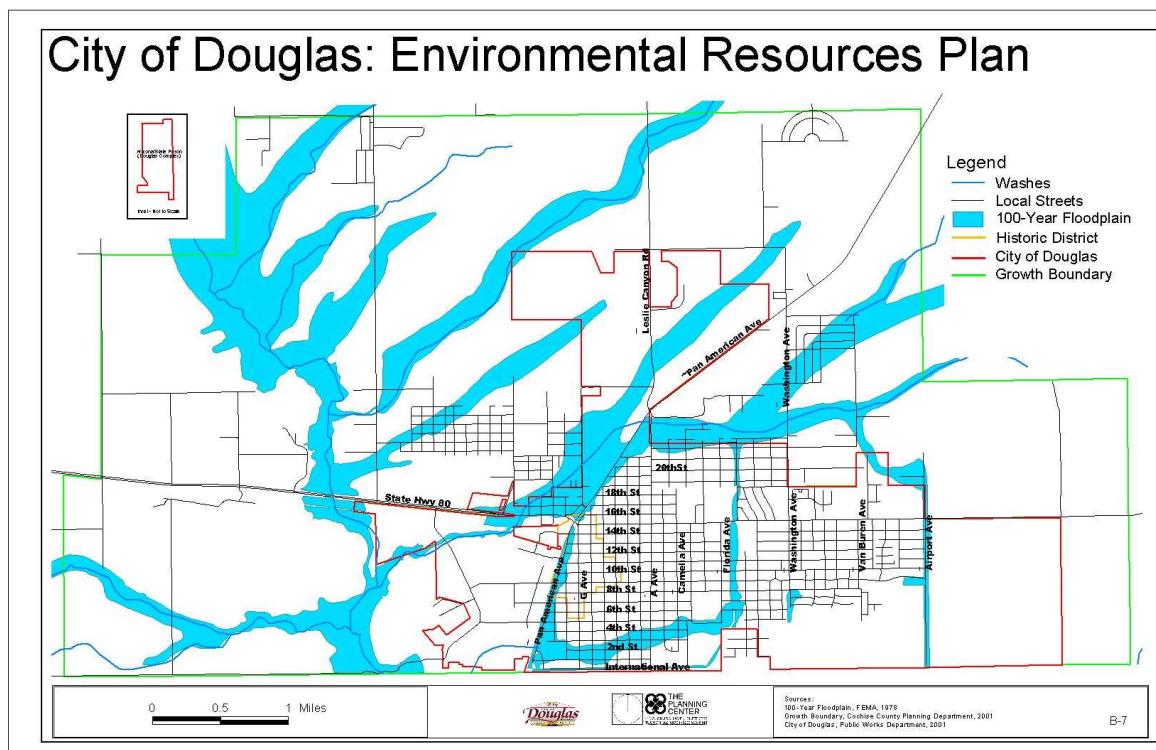
Annexation Map



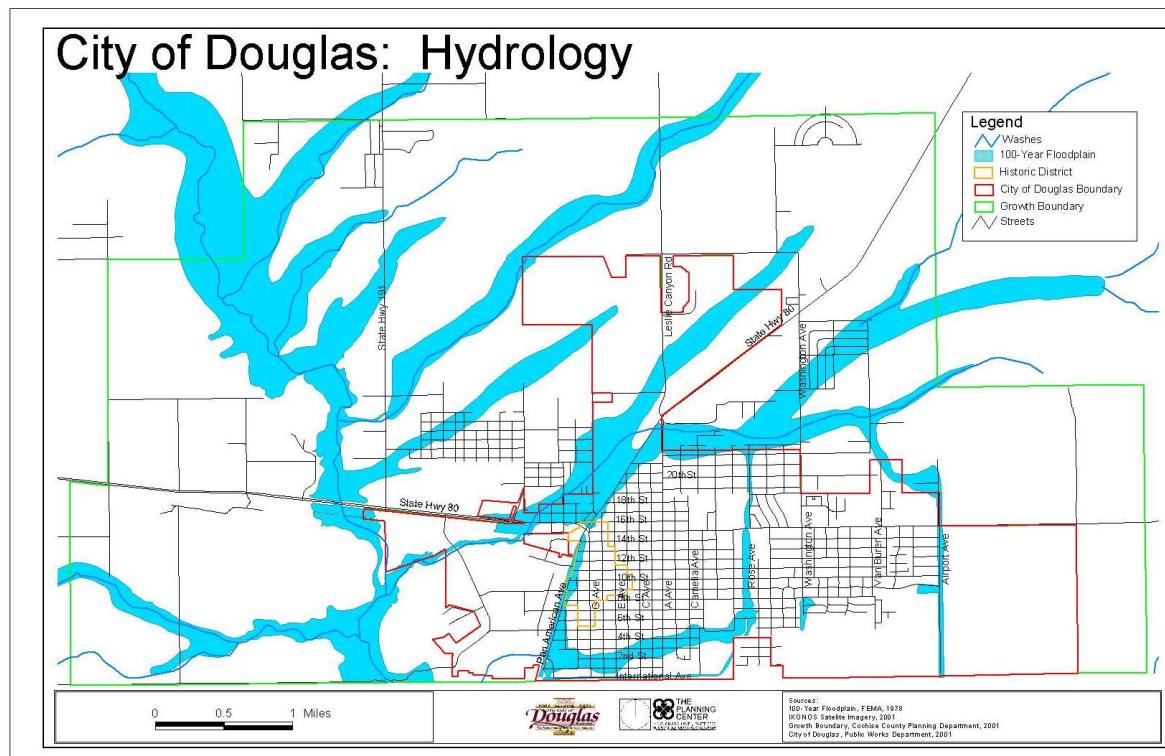
Topography Map



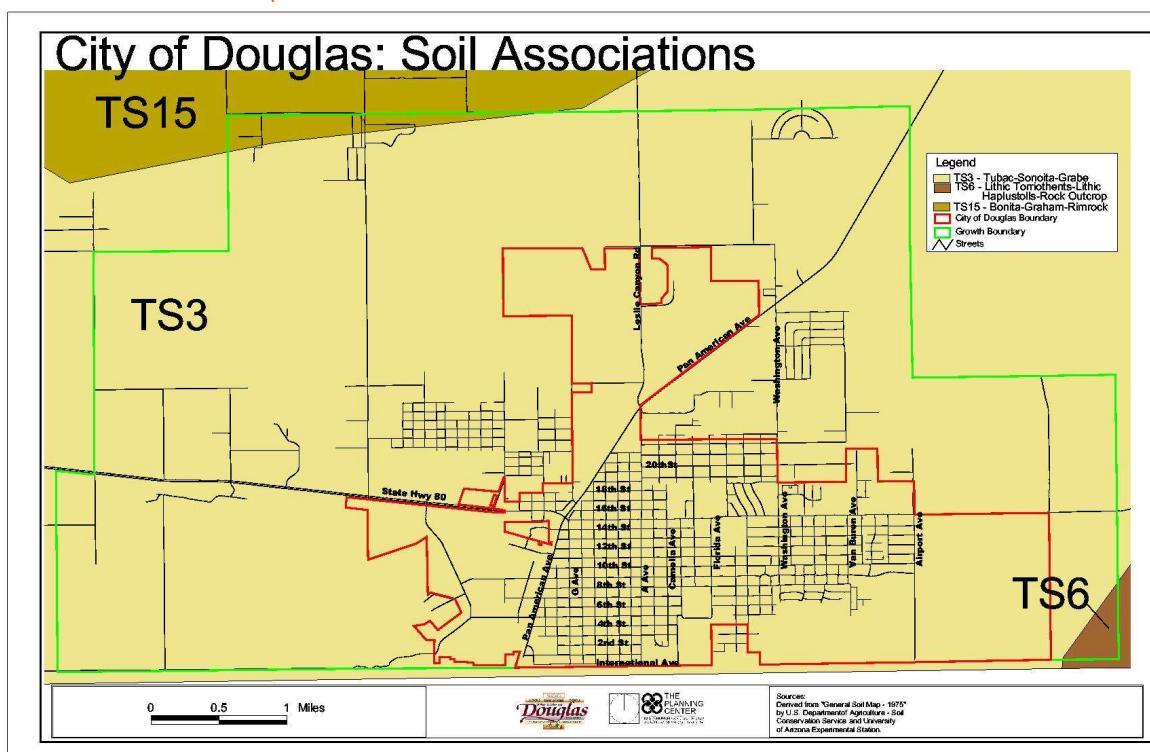
Environmental Resources Plan Map



Hydrology Map



Soil Associations Map



Photographs:

Photo Downtown: <https://www.douglasazhistory.com/>

San Bernardino Ranch: <http://pdfhost.focus.nps.gov/docs/NHLS/Photos/66000170.pdf>

Southern Pacific Railway: <https://www.marylmartin.com/product/douglas-arizona-southern-pacific-depot-train-station-real-photo-postcard-aa44204/>

Gadsden Hotel: <https://catalog.archives.gov/id/75609624>

Graph comparing National Average Income: <https://datausa.io/profile/geo/douglas-az?educationAges=allPopulation&measureTreemapIndustries=workforce&yearlyChangeTreemapIndustries=growth&popEducation=wage>

Cane Cholla:

https://southwestdesertflora.com/WebsiteFolders/All_Species/Cactaceae/Cylindropuntia%20spinosior,%20Walkingstick%20Cactus.html

Arizona Sister Butterfly: <https://www.butterfliesandmoths.org/species/Adelpha-eulalia>

Graph of men and woman's earnings in 2021: <https://datausa.io/profile/geo/douglas-az?educationAges=allPopulation&measureTreemapIndustries=workforce&yearlyChangeTreemapIndustries=growth&popEducation=wage>

Sky Island Alliance: <https://skyislandalliance.org/>

Historic Douglas Airport Plane & Pilot: <https://www.kgun9.com/absolutely-az/the-long-forgotten-history-of-the-douglas-airport>

Black and White Map of Mountains: https://www.fs.usda.gov/rm/pubs/rmrs_p036.pdf

Arizona Important Bird Area: <https://aziba.org/wp-content/uploads/2011/12/IBA21.jpg>

Douglas Basin Pic: <https://pubs.usgs.gov/publication/ofr80700>

Maps:

City of Douglas Saff