

# Douglas General Plan 2024



May 2024



Douglas City Hall  
425 East 10<sup>th</sup> Street  
Douglas, Arizona 85607

May 2024

# General Plan Update Project Team

## Acknowledgements

The Douglas General Plan Update represents a vision to preserve the City's unique historic character while growing the economy and success of the City and its residents. Thanks to thoughtful efforts of its General Plan Advisory Committee, input provided by its citizens, the Planning and Zoning Commission, City Council, federal, state, and local agencies this General Plan Update represents the fantastic future for Douglas. The General Plan was officially ratified by voters on November 5, 2024.

### City Council

Mayor Donald Huish

Mayor Pro Tempore Margaret Morales – Ward 1

Mitch Lindemann – Ward 2

Danya Acosta – Ward 3

Ray Shelton – Ward 4

Michael Baldenegro – Ward 5

Jose Grijalva – Ward 6

Alma Andrade – Douglas City Clerk

Cynthia Acuña-Robles, Deputy City Clerk

Ana Urquijo, ICMA-CM - City Manager

Luis Pedroza – Deputy City Manager/ City Treasurer

### City Planning and Zoning Commission

Louie Garcia, Chair

Greg Abrigo

Richard Acosta

Sheila Ayrom

Frank Rivera

Elizabeth Sanchez

Abraham Villareal

### General Plan Advisory Committee Members

Chair Jose Grijalva

Tanya Duarte

Vice-Chair Louie Garcia

Alan Manquero

Daniela Teran

Albert Ortiz

Adam Brake

## **Douglas City Staff**

William D. Osborne, AICP – Douglas City Planner  
H. Elise Moore, PE – Douglas Public Works Director & City Engineer  
A. Gilbert Escalante – Douglas Streets Public Works Supervisor  
Elberto Acosta – Douglas Water Public Works Supervisor  
Miguel A. Arvizu – Douglas Wastewater Public Works Supervisor  
Ernesto Romero – Douglas Solid Waste Public Works Supervisor  
Jennifer Smith – Douglas Community Services & Economic Development Director  
Damian Dorame – Douglas Economic Development / CMO Project Coordinator  
Margaret White – Douglas Library Services  
Xenia Gonzalez – Douglas Neighborhood Resources & Grants Director  
Humberto Rivera – Douglas Transit Manager  
Noelle Lievanos – Douglas Transit Coordinator  
Denis Fitzgibbons – Legal Counsel  
Kraig Fullen – Douglas Police Chief  
Kevin Lomeli – Douglas Fire Chief

## **Consultant Team**

Jessica Sarkissian AICP, LEED AP - Upfront Planning & Entitlements LLC  
Kessiah Meeks – Upfront Planning & Entitlements, LLC

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# CHAPTER 1

## INTRODUCTION & IMPLEMENTATION

### Introduction

The City of Douglas General Plan is a living document meant to serve as an instrument entrusted to the City's policy makers to both preserve the City's vision 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, zonings, 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 2024

General Plan 2024 is intended to provide overall direction to the City regarding future growth, community and economic development, provisions of public services, recreation and open spaces, capital facilities, environmental resilience and sustainability while facilitating the preparation of developer-initiated specific plans, subdivision plans and development plans. This General Plan 2024 constitutes a land use policy statement based on public input, prevailing and anticipated needs, existing development patterns, underlying zoning classifications, analysis of opportunities and constraints, and accepted planning practices.

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

## General Plan Framework

The goals, objectives, policies, implementation measures and maps contained within this General Plan will assist both the City and the community, including landowners and/or developers in the implementation of the adopted elements. This General Plan 2024 continues to build upon the original General Plan adopted in 1993 and subsequent plans. In addition, this General Plan 2024 complies with the requirements provided in Article 9, Section 461.05 and Section 461.06 of the, Arizona Statutes. An ancillary document of this General Plan is the Public Participation Plan which was prepared and adopted in conformance with ARS 9-461.06.

The General Plan is comprised of the community vision, goals, policies and implementation strategies and is the foundation that will guide and support the City's decision-making in all aspects related to growth and development. The General Plan sets the foundation from which all other studies, policies, guides and documents should orient from and revert back to for support. The main items within the General Plan are comprised of the following:

- **Community Vision**: a concise statement of the desired future for the city.
- **Elements**: the chapters of the General Plan per the Arizona Revised Statutes requirements.
- **Goals**: general statements expressing the desired long-term vision of the community of Douglas in order to help achieve their community vision of the city.
- **Objectives**: desired results of the community of Douglas in order to help achieve the overall goal.
- **Policies**: action statements supporting an objective, providing an ideal for decision making and guiding City programs and strategies.

- **Implementation Strategies:** specific tasks to carry out the policies of the General Plan to achieve or implement its goals located at the end of each element and responsible parties.

## Purpose

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

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

Ordinances that are proposed and considered after the adoption of this General Plan 2024 should be consistent with the goals, objectives, policies and implementation measures contained in this Plan. If any ordinance instituting or modifying rules or regulations is being considered which is contrary to the goals and policies set forth herein, this Plan should be reviewed for proposed amendments prior to the adoption of such an ordinance.

## Legislative Framework

Arizona Revised State Statutes (A.R.S.) require that all cities prepare a General Plan. Statutes have also initiated a comprehensive review process incorporating recommendations and comments from the City's legislative body, the county planning agency, each contiguous community, the regional planning agency, the State Department of Commerce, and any individual requesting to review a copy of the proposed General Plan update.



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

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



## Public Participation Program

The General Plan is the product of an extensive outreach effort that involved Douglas residents and other interested parties. Early in the process, the City Mayor and Council adopted a public participation program to follow in developing the new plan. The program was designed to maximize public participation in the process through surveys, an open house, public handouts, information provided on the City and Engage Douglas website and public hearings.



A General Plan Advisory Committee (GPAC) was formed early in the process, which included persons representing diverse interests. In addition, representatives from several City Departments, the Chamber of Commerce, adjacent jurisdictions and regional and state agency representatives were brought in for review and comment also at the early stages of the process.

## City of Douglas Vision

Initial public participation efforts were instrumental in developing a 'vision' for the city. The Vision is an overreaching statement that defines the desired condition or state of the City in terms that are meaningful to residents, visitors, entrepreneurs and City officials. In early 2022, the Mayor and City Council adopted Douglas Vision 2032 as a refresh for prioritizing policies. The Vision for the City of Douglas is:

***Douglas, Arizona is a community with a thriving economy, evolving and modern infrastructure, and a destination for international business where Downtown remains the heart of Douglas; showcasing its history, entertainment, art, retail and tradition worldwide.***



## General Plan Administration

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

To obtain the most out of the Douglas General Plan 2024, a major focus needs to be placed on plan administration. The Plan Administration section is organized in the following manner:

- General Plan Implementation,
- General Plan Amendments, and
- General Plan 2024.

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

## General Plan Implementation Program

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

- Adopt and implement the General Plan so that it will serve as a guide for the orderly growth and development of Douglas and as a basis for the efficient expenditure of its funds relating to the subjects of the General Plan.
- Render an annual report to the Mayor and Council on the status of the plan and progress of its application.

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

The General Plan Implementation Program for each element of the plan is provided at the end of each Element and includes the following:

<b>Element Goal</b>	Lists the Element goal in which to best achieve the overall vision for that chapter element.
<b>Strategy Implementation Measure</b>	Lists the action necessary to carry out each element goal of the General Plan.
<b>Lead Department/Agency Responsibility</b>	Identifies the responsible City department for accomplishing that particular measure.

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

# General Plan Amendments

General Plan Amendments will be reviewed and processed in accordance with State law and City ordinances and administrative procedures, and will occur only after careful staff review. Adoption by the City Council will occur if the findings of fact support the proposed revisions. Four types of modifications to the General Plan may occur: **Comprehensive Ten-Year Update, Major, Minor and Administrative Technical Revisions.**

## Comprehensive Ten (10)-Year Update

A Comprehensive Ten (10)-Year Plan Update is initiated by the City and includes the adoption of a new general plan or re-adoption of the City of Douglas General Plan. The adoption of a new general plan or re-adoption of the City of Douglas General Plan shall be approved by an affirmative vote of at least two-thirds (2/3) of the members of the Douglas City Council and ratified by the voters. All Comprehensive Ten (10)-Year general Plan Updates are subject to the public participation procedures contained in the City of Douglas Public Participation Plan. A comprehensive update of the General Plan must be conducted and ratified by the residents of Douglas at least once every ten years. However, changing conditions may warrant a comprehensive update on a more frequent basis as determined by the Mayor and City Council.



## Major Amendments

A Major Amendment is defined as a “substantial alteration of the municipality’s land use mixture or balance as established in the municipality’s existing General Plan Land Use Element.” It is up to the municipality to develop the criteria that meets this definition.

Major Amendments to the City of Douglas General Plan may be initiated by the city or requested by the private sector. A Major Amendment shall be approved by an affirmative vote of at least two-thirds (2/3) of the members of the City Council and are subject to the public participation procedures, contained in the Public Participation Plan, adopted by the City Council.

Major Amendments are changes to the Douglas General Plan which meet any of the following:

- A change in an existing residential land use designation exceeding one hundred (100) acres and:
  - A two-step increase in residential density; or

- A change to non-residential land use designation; exception being to Park/Open Space and Public;
- A change in an existing non-residential land use designation exceeding one hundred (100) acres;
- Any proposed realignment or deletion of an Arterial or Principal roadway.
- Any change from one residential land use classification to another residential classification of 11 or more contiguous acres.
- Any change from a residential land use classification to a nonresidential land use classification of 21 or more contiguous acres.
- Any change in industrial/ employment land use classification of 21 or more contiguous acres to another land use classification.
- General Plan text changes that change the Plan's Goals, Element and or Policies.
- Text changes which add a new General Plan element chapter.
- Revisions to the boundaries in the Growth Area Map

### **Minor Amendments**

Minor Amendments are changes to the Douglas General Plan that meet any of the following criteria:

- Any change from one existing residential land use classification to another residential classification of 20 acres or more.
- Any change from a residential land use classification to a nonresidential land use classification of 10 or more contiguous acres.
- Any change in industrial/ employment land use classifications of 10 - 20 contiguous acres to another land use classification.
- Changes mandated by any new state laws.
- Text changes, additions or deletions which are more than corrections/ clarifications and less than adding a new element chapter.
- Any proposed realignment of a Collector roadway (proposed additions or realignments of roadways with a classification lower than Collector do not require an amendment).

The burden of proof to demonstrate that the amendment helps implement the Douglas General Plan Vision and the applicable vision, goals and policies lies with the party requesting the amendment. Major and Minor Amendments must address the following amendment approval criteria.

1. The identified site is appropriate for the proposed land use.
2. The amendment must be in line with the overall vision of the city per the General Plan.
3. The amendment will not adversely impact a portion of, or the entire City by:
  - a. Reducing the jobs per capita in the city
  - b. The amendment will not overtax existing infrastructure systems and public services
  - c. The amendment will not negatively impact the existing community character of the immediate area
  - d. The amendment will not increase the exposure of residents to aviation generated noise, and/or flight operations
  - e. The amendment will not diminish the quality of the air, water or cultural resources

f. The amendment will not significantly decrease the quantity or quality of recreational amenities such as open space, parks and trails.

Minor amendments and rezoning cases may be reviewed together and heard sequentially at the same hearing; however, the rezoning case must wait until the referendum period is also over for the minor general plan amendment before being heard by the City Council. Major amendments and rezoning cases can be reviewed together; however, the rezoning case will not be heard by the Planning and Zoning Commission until the referendum period for the Major General Plan is completed.

### **Administrative Technical Revisions**

Administrative Technical Revisions may be made administratively because they are not considered amendments to the General Plan. Revisions may include map changes to reflect developments permitted by General Plan policy, factual changes to the databases/statistics used in preparation of the General Plan and corrections that do not change the meaning of policies and actions as adopted by the City Council such as text clarifications or corrections to match the existing general plan or zoning code. These revisions will be processed on an ongoing basis.

# CITY OF DOUGLAS

## General Plan Study Area Map

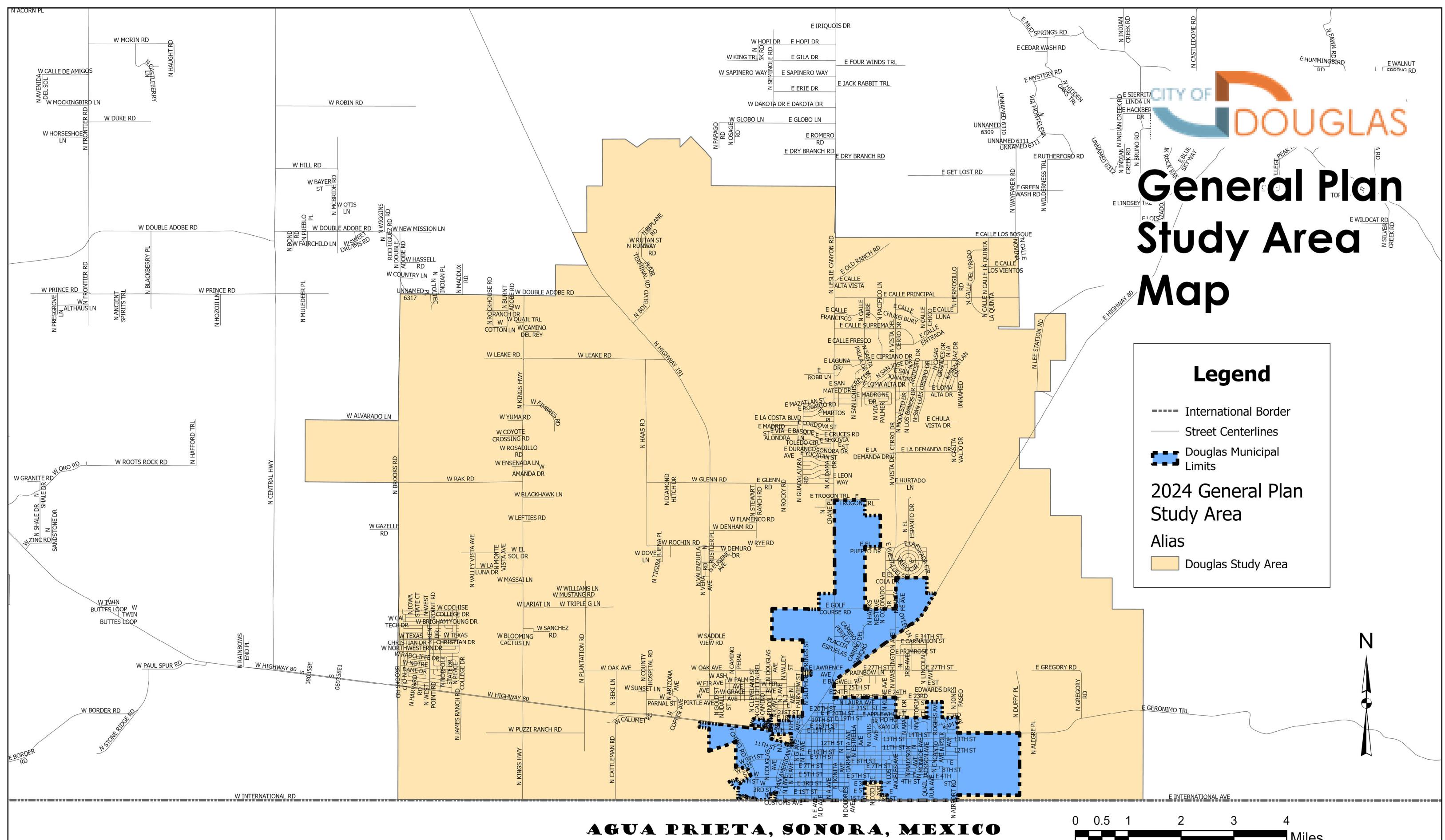
### Legend

- International Border
- Street Centerlines
- Douglas Municipal Limits

### 2024 General Plan Study Area

#### Alias

- Douglas Study Area



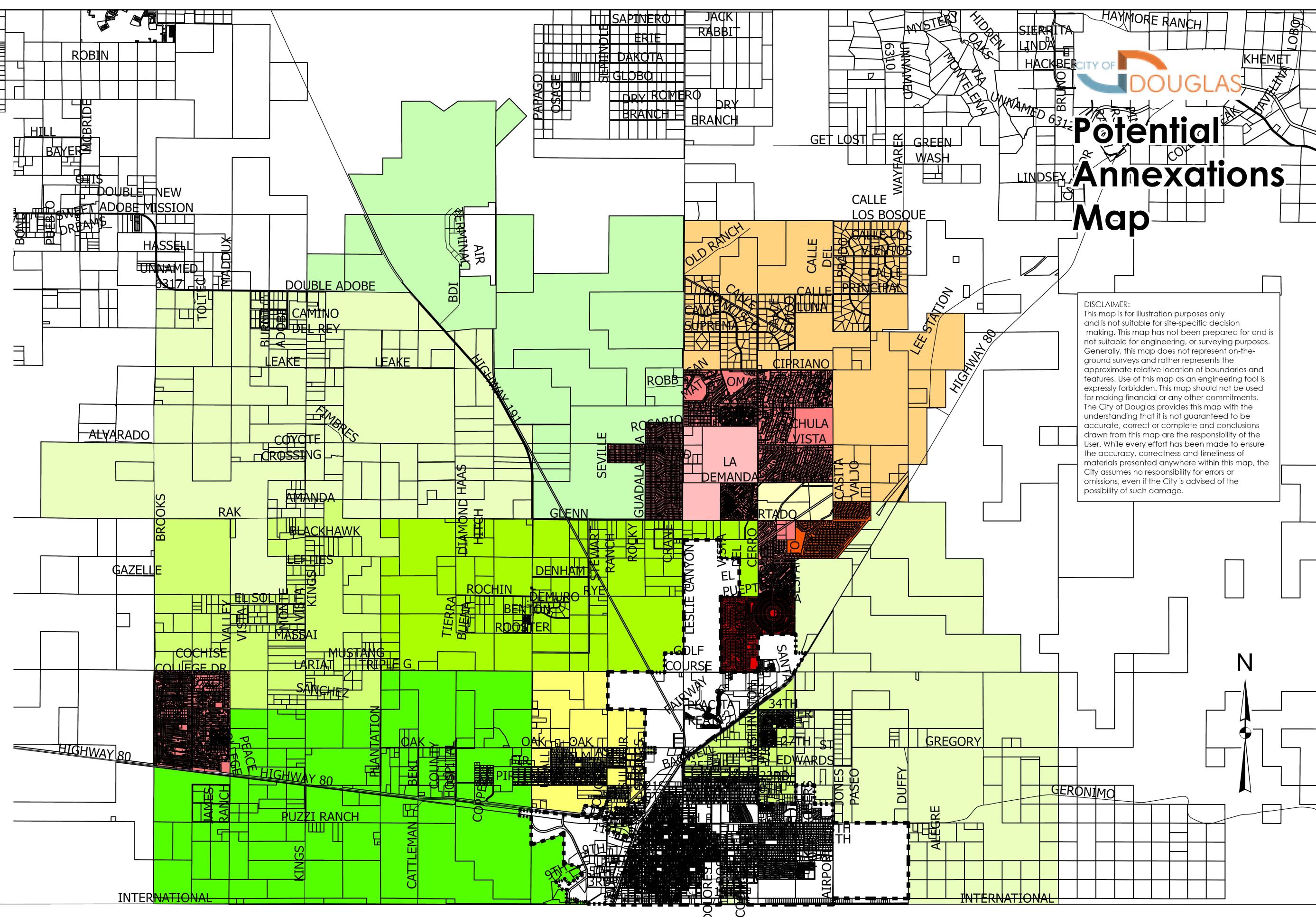
# Potential Annexations Map



## Legend

### Douglas Annexations

- ASDC-Douglas
- BDI
- City Limits
- Cohen Wooten Terrain Project
- College Park #6, 7, 8, 10
- College Park North #10
- College Park North #11 East
- College Park North #11 West
- College Park North #9
- College Park West
- Coronado Development
- Eastern Reach (Rancho Allegre/D Hill)
- El Sol La Luna
- La Costa Estates
- Pirtleville
- Sunnyside Bay Acres
- Bagwell Ranch
- UPRR Island WSW of DPD Depot
- Vista Del Cerro
- Whitewater Draw North
- South Musgrave Island
- Westward Reach (Second Port of Entry)
- Northern Peak
- <all other values>



0 0.75 1.5 3 4.5 6 Miles

AGUA PRIETA, SONORA, MEXICO

# CHAPTER 2

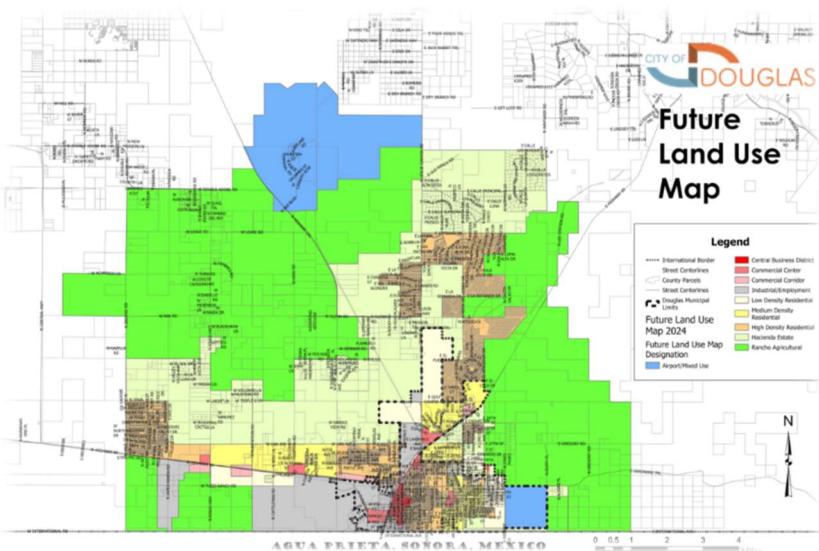
## LAND USE ELEMENT

### Introduction

The Land Use Element will guide the growth of the City of Douglas in an efficient and coordinated manner in order to get Douglas to the desired community vision. The proposed land use patterns reflect the community's desire to grow economically and provide housing opportunities and retail and open space amenities. The natural character of Douglas will be maintained through attention to cultural and historical values, compatible land uses, and thoughtful infrastructure and density planning.

### Future Land Use Plan

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



The land use plan map and the *Land Use Element* both function as a guide for all implementation strategies for development including zoning. However, they do not have the effect of rezoning any property. The map gives an indication of the existing and possible future land uses within a given area. It indicates a range of residential densities, which already exist or may be possible in the future in a certain area. It also indicates the intensities of commercial and industrial uses, for both existing and future development.

Additionally, a particular land use projection by the land use map does not automatically guarantee a specific zoning will be approved on a specific site. The Planning and Zoning Commission and the City Council can consider timing of the rezoning request in terms of available infrastructure and access when determining the proper zoning. The land use map is also not static in that it may be amended by the City Council when it determines that conditions warrant.

## Land Use Designations

The City of Douglas distribution of land uses provided in the Future Land Use Plan Map, reflects the basic use and density/intensity to which land in the city is proposed to be developed over the next 10+ years. A general description of the range of primary and supportive uses, density/intensity and other pertinent characteristics is provided in this element. The City of Douglas Future Land Use element should further be implemented through more detailed city specific plans; land use codes; and other regulatory measures as implementation items from this element.

**Rancho Agricultural:** This land use area includes areas that are a minimum lot size of 5-acres or more and provide continued opportunities for a rural agricultural lifestyle with large open space areas, hosting a single residential dwelling unit and accessory residences for workers. Residential Rancho supports the following uses: agriculture, grazing, and very low density single-family residential development that maintains a rural character typified by ranches and large lot custom homes. Rural commercial, hospitality/lodging, and service uses that support raising and producing local food are also encouraged. This land use also encompasses solar and other renewable energy generating sources. *Districts may include but are not limited to: RAR – Rancho Agricultural Residential, HER – Hacienda Estate Residential, SFR - Single-Family Residence, MHR - Mobile Home Residence, RV - Recreational Vehicle Residence, and PAD - Planned Area Development.*



**Hacienda Estate:** This land use area includes areas that are utilized for residential dwelling units on lots 3 to 5-acres in size and provide a more rural lifestyle with large open space areas and livestock but may not be commercial agricultural in nature. *Districts may include but are not limited to: HER – Hacienda Estate Residential, SFR - Single-Family Residence, MHR - Mobile Home Residence, RV - Recreational Vehicle Residence, and PAD - Planned Area Development.*

**Low Density Residential, 1-3 du/acre:** This land use area includes areas that utilized for residential dwelling units on lots of 1/3 acre in size or more up to 1 acre. The intent is to provide a rural lifestyle with transition to nearby suburban development as density increases from the rural communities to the more intense development communities and land uses. This land category allows low density residential development with transitional elements that protect the character of lower-density established residential areas. Districts may include but are not limited to: *SFR - Single-Family Residence, MHR - Mobile Home Residence, and PAD – Planned Area Development.*

**Medium Density Residential, 3-6 du/acre:** This land use area includes residential areas that allow up to 6 dwelling units per acre of land density and intends to provide for a more suburban residential development pattern most typical for suburban residential communities and masterplan communities with single family lots ranging in size from 12,000 sq. ft or smaller lots. Medium Density Residential classified lands provide location for more of a suburban community with individual lots and provide nearby park amenities and are close to community facilities. Districts may include but are not limited to: *SFR - Single-Family Residence, MHR – Mobile Home Residence, MFR – Multi-Family Residence, PAD – Planned Area Development and IC-R - Innovative Community-Residential.*



**High Density Residential, 6+ du/acre:** This land use provides areas for townhomes, condominiums and attached single family products, as well as apartments and mixed-use developments which may include a mix of small commercial and employment activities in close relationship to the residential uses. A full range of urban services and infrastructure is required, including an adequate street network. *ex: condos, apartments, townhomes, cluster homes, etc.* The high-density residential uses are typically located at the intersection of collector and/ or arterial roads. *Districts may include but are not limited to: SFR -Single-Family Residence, MFR - Multi-Family Residence, MUI - Mixed-Use/Infill Development, PAD – Planned Area Development and IC-R Innovative Community-Residential.*



**Central Business District (CBD):** The Central Business District consists primarily of historic buildings and a variety of retail and service oriented commercial, financial institutions, residences, hotels, and governmental offices. Due to the lack of large tracts of vacant land within this land use category, reinvestment, rehabilitation and historic preservation strategies are more appropriate. The addition of more craft- and entertainment-oriented services such as: cinema, theater, art galleries, microbrew pubs, and outdoor cafes within this area are desirable for the overall revitalization of Douglas Central Business District. *Districts may include but are not limited to: DTC – Downtown Core (originally HP- Historic Preservation Overlay), MUI – Mixed Use/ Infill Development, IC-MU - Innovative Community-Mixed-Use, MFR – Multifamily Residence, GC – General Commercial, LC- Limited Commercial and OP- Office Professional.*



**Commercial Center:** This land use area provides locations for preferred commercial activities including, neighborhood, community and regional commercial centers as well as tourism and office commercial uses. Commercial and office uses are to be located at the intersection of or alongside arterial and/or collector roadways which serve the city and larger regional area. The intensity appropriate for a designated Commercial Center will be influenced by surrounding residential use intensity and public infrastructure existing or planned. *Districts may include but are not limited to: MUI – Mixed Use/Infill Development, NC- Neighborhood Convenience, LC- Limited Commercial, OP- Office Professional, GC- General Commercial, IC-C – Innovative Community-Commercial, MFR - Multi-Family Residential, and PAD - Planned Area Development.*



**Commercial Corridor:** Lands classified as Commercial Corridor consist primarily of medium- to high-intensity commercial, public, and institutional uses located along transportation arterials including State Highway 80, the Pan American Highway and Highway 191/Chino Road realignment and North A Avenue. This classification includes high-scale commercial uses intended to serve the region. *Districts may include but are not limited to: NC-*



*Neighborhood Convenience, LC- Limited Commercial, OP- Office Professional GC- General Commercial, IC-C - Innovative Community-Commercial, MFR - Multi-Family Residential, RV - Recreational Vehicle Residence, and PAD - Planned Area Development.*

**Industrial/Employment:** Lands classified as Industrial/ Employment consist primarily of high-intensity commercial, employment, business / industrial park uses. This classification consists of light and heavy industry uses intended to serve the region and function as major employment centers. Industry will be encouraged near the existing airport, U.S./Mexico ports of entry and along major transportation corridors, such as State Highway 80 and Pan American Avenue. This land use also encompasses solar and other renewable energy generating facilities as well as all other utilities which serve the City. This district is sought to help provide economic development opportunities in the city for job growth and expansion. *Districts may include but are not limited to: GC – General Commercial, IP – Industrial Park, LI- Light Industrial, HI – Heavy Industrial, and PAD - Planned Area Development.*



**Mixed-Use Airport:** Lands classified as Mixed-Use Airport consist of but are not limited to: high-intensity residential and commercial, business / industrial park and other industrial uses. To protect the airspace around the airport from hazards that could affect the safe and efficient operation of aircraft arriving and departing, Federal Aviation Regulations Part 77, shall be used as a guideline in establishing and maintaining regulations pertaining to potential hazards, noise, and compatible land uses with the use of the airport. This land use also encompasses solar and other renewable energy generating facilities as well as all other utilities which serve the City. *Districts may include but are not limited to: AA – Airport Airspace Overlay, MFR - Multi-Family Residential, IP – Industrial Park, LI- Light Industrial, HI – Heavy Industrial, IC-MU - Innovative Community-Mixed-Use and PAD - Planned Area Development.*



**Institutional/ Public:** This designation includes large public and quasi-public facilities that require significant space such as: public buildings, municipal airports, landfills, solid waste transfer stations, wastewater facilities, water campuses, and other public buildings. Future public buildings and facilities are permitted in all land uses and therefore are not delineated in the future land use map. This designation *Districts may include but are not limited to: OS- Open Space, NC- Neighborhood Convenience, LC- Limited Commercial and OP- Office Professional GC- General Commerce.*



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



**Table 1: Land Use Table and Typical Zoning Associated with Each Type**

General Plan Land Use Categories											
Zoning Categories	Rancho Agricultural	Hacienda Estate	LDR	MDR	HDR	CBD	Commercial Center	Commercial Corridor	Industrial	Airport/ MU	
	SFR	✓	✓	✓	✓	✓					
	MFR			✓	✓	✓				✓	
	MHR	✓	✓	✓	✓	✓					
	NC			✓	✓	✓	✓	✓			
	LC					✓	✓	✓		✓	
	OP				✓	✓	✓	✓	✓	✓	
	GC						✓	✓	✓	✓	
	IP						✓	✓	✓	✓	
	LI							✓	✓	✓	
	OS	✓	✓	✓	✓	✓	✓	✓	✓	✓	
	AAO					✓	✓	✓	✓	✓	
	MUI				✓	✓	✓	✓	✓	✓	
	HPO	✓	✓	✓	✓	✓	✓	✓			
	DRO	✓	✓	✓	✓	✓	✓	✓	✓	✓	
	IC-MU					✓				✓	
	IC-C							✓			
	IC-R				✓	✓					

## GOALS, OBJECTIVES AND POLICIES

**LU GOAL 1: Provide a balance of land uses that will preserve and enhance neighborhoods, promote economic development, encourage redevelopment at appropriate locations and protect environmentally sensitive areas.**

### **Provide Land Uses Balance (LU-PB)**

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

#### ***Polices:***

- LU-PB 1-1a** Maintain a generalized distribution of land use patterns for Douglas which (a) provides sufficient land for a variety of land uses, facilities, and services needed to serve present and future residents; (b) recognizes the basic environmental and cultural heritage characteristics of the City; and (c) makes sound use of its economic resources and natural amenities.
- LU-PB 1-1b** Update the Douglas Zoning Ordinance to provide consistency with the goals, objectives and policies of the General Plan.
- LU-PB 1-1c** Encourage new development where resources and facilities are in place or planned to promote a high quality, attractive and efficient urban development pattern, as provided in the Growth Areas Element.
- LU-PB 1-1d** Encourage an appropriate mix of land use types.
- LU-PB 1-1e** Promote infill and reinvestment within established areas of the city.
- LU-PB 1-1f** Encourage innovative ownership and rental models for residential and commercial uses to support income generation, affordable housing, entrepreneurship, and sustained community development.
- LU-PB 1-1g** Work with Cochise County to ensure that development and infrastructure located within the City's Growth Areas is compatible with the City of Douglas development and utility standards.
- LU-PB 1-1h** Develop and adopt an Annexation Policy that provides appropriate criteria and strategies for the annexation of suitable lands.
- LU-PB 1-1i** Consider only those areas that can meet the criteria contained within the adopted Annexation Policy as suitable for annexation.

**LU GOAL 2: Provide sufficient land to support a mix of housing types and opportunities throughout the city to meet the diverse needs of persons of all income levels and ages.**

**Residential Communities (LU-RC)**

**LU-RC Objective 2-1:** Provide an adequate supply and mix of developable residential land and housing types to accommodate future housing needs.

***Policies:***

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

**LU GOAL 3: Promote and attract high-quality residential development while protecting established residential neighborhoods and supporting compatible development that is safe and accessible.**

**Integrated Residential Amenities (LU-IRA)**

**LU-IRA Objective 3-1:** Support high-quality residential developments that provide for safe and convenient vehicular circulation, open space and recreational opportunities, access to public schools and services and protect these residential areas from incompatible land uses.

***Policies:***

- LU-IRA 3-1a** Require adequate landscape buffers to protect residential neighborhoods from incompatible land uses, while considering Crime Prevention Through Environmental Design (CPTED) principles through new code.
- LU-IRA 3-1b** Ensure that high-density residential developments have direct access to arterial or collector streets without traversing existing or proposed lower density residential areas during review and approval process.
- LU-IRA 3-1c** Locate new residential developments in areas that can be adequately served by police, fire, and ambulance services.
- LU-IRA 3-1d** Require adequate provision of open space or direct access to open space in all large-scale residential developments and, in particular, medium- and high-density multiple-family residential developments, while considering Crime Prevention Through Environmental Design (CPTED) principles.
- LU-IRA 3-1e** Encourage new residential developments to provide bike and pedestrian trail connectivity and linkages to neighborhoods, parks, schools and other appropriate public facilities through code updates.
- LU-IRA 3-1f** Encourage the development of master planned communities where large land holdings and focused development can be designed to provide a wealth of amenities to City residents.
- LU-IRA 3-1g** Encourage infill residential development that takes advantage of existing municipal services, utilities, transportation facilities, schools and shopping areas.
- LU-IRA 3-1h** Work closely with the Douglas Unified School District to ensure that schools have the capacity to support the increased enrollment generated by new development.

**LU GOAL 4: Promote the resolution of conflicts and prevent the creation of future incompatible-scaled land uses.**

**Incompatible Use Resolution (LU-IUR)**

**LU-IR Objective 4-1:** Adopt implementation mechanisms to promote the resolution of conflicts between incompatible land uses where use and intensity of scale are issues.

***Policies:***

**LU-IUR 4-1a** Investigate the use of regulatory and cost-effective financial redevelopment incentives to resolve critical land use incompatibilities throughout the City.

**LU-IUR 4-1b** Continue to work with Cochise County staff to minimize leap-frog developments, incompatible land uses and unplanned growth in areas adjacent to the City.

**LU-IUR Objective 4-2:** Consistent with the General Plan Future Land Use Map, locate higher-density residential development in suitable areas which will not adversely impact lower-density developments.

***Policies:***

**LU-IUR 4-2a** Support the development of alternate forms of housing, such as attached and detached townhouses and condominiums, tiny homes, accessory dwelling units (ADUs), of various construction designs and materials.

**LU-IUR 4-2b** Allow higher densities in residential zoning district designations if design amenities and features create a buffer for neighboring less intensive uses that also incorporates Crime Prevention Through Environmental Design (CPTED).

**LU-IUR 4-2c** Encourage the development of multi-family housing units adjacent to community parks and public open space areas that provide a buffer for lower density development.

**LU GOAL 5: Support appropriate locations for commercial and office land uses, including infill development and redevelopment.**

**Employment Related Development (LU-ERD)**

**LU-ERD Objective 5-1:** Support appropriate locations for commercial and office uses, including infill development and redevelopment within the established growth area.

***Policies:***

**LU-ERD 5-1a** Promote a mixture of appropriately-scaled industrial, commercial, office, and residential uses along major transportation corridors and in or adjacent to commercial and employment centers.

**LU-ERD 5-1b** Support community-scaled commercial and office uses located at the intersection of arterial streets, taking into consideration traffic safety and congestion issues.

- LU-ERD 5-1c** Support neighborhood-related commercial and office uses accessible from adjacent neighborhoods and located at the intersection of arterial streets, arterial and collector streets, or collector streets.
- LU-ERD 5-1d** Support residentially-scaled neighborhood commercial and office uses along collector streets.

**LU GOAL 6: Support the Central Business District as an attractive gathering center serving civic, public, commercial, residential, entertainment, cultural and community purposes.**

**Central Business District (LU-CBD)**

**LU-CBD Objective 6-1:** Support enhancements within the Central Business District that serve Douglas residents, reduce automobile use and air pollution, improve delivery of public and private services, increase tourism and visitors, and create inviting places to live, work, and play.

***Policies:***

- LU-CBD 6-1a** Enhance Douglas Downtown Business District retail core as the primary regional activity center for finance, culture, and government, complemented by a mixture of adjacent land uses that support a variety of housing types compatible with the character of established historic residential neighborhoods.
- LU-CBD 6-1b** Encourage the location of new higher density residential opportunities in proximity to the Central Business District.
- LU-CBD 6-1c** Work towards upgrades to neighborhood infrastructure, including sidewalks, trees and shading and street lighting, that are compatible with the historic character, for neighborhoods located in or adjacent to the Historic District.
- LU-CBD 6-1d** Promote retail and other private sector development that will complement and support the existing Downtown Historic District.
- LU-CBD 6-1e** Promote new major governmental, cultural, and educational facilities in proximity to the Downtown area, where appropriate.

**LU-CBD 6-1f** Promote historic neighborhoods, historically significant structures and sites, and the development and retention of residential uses adjacent to the Central Business District area, and elsewhere as appropriate.

**LU-CBD 6-1g** Promote appropriately located and scaled high-density residential uses within and in proximity to the Central Business District to support Downtown services and retail and provide incentives to attract new commercial and other support services to the Downtown.

**LU-CBD 6-1h** Support development and redevelopment of street level retail or other pedestrian-oriented land uses, such as galleries, restaurants, and cinema within the Central Business District.

**LU-CBD 6-1i** Promote the revitalization of the Historic Central Business District for the development of a diversity of arts-related uses and special cultural events.

**LU-CBD 6-1j** Identify public-private partnerships and funding mechanisms necessary to enhance building facades and streetscapes within the Central Business District.

**LU-CBD 6-1k** Support land use, transportation, circulation, and urban design improvements that will enhance the historic and cultural quality within the Central Business District area and that will link this activity center with the U.S. Port of Entry, the Pan American Highway, adjacent commercial/industrial areas.

**LU GOAL 7: Promote commercial and industrial development and redevelopment that will contribute to Douglas' overall economic vitality, job creation, environmental quality, and community livability.**

#### *Commercial and Industrial Development (LU-CID)*

**LU-CID Objective 7-1:** Provide opportunities for commercial and industrial uses adjacent to major transportation corridors, the regional airport, and existing industrial clusters, provided that proper development standards are applied to avoid the establishment of incompatible land uses.

#### *Policies:*

**LU-CID 7-1a** Support opportunities for commercial and industrial development in locations served by existing infrastructure when appropriate design elements and/or land use transitions can be utilized to mitigate negative impacts to adjacent less intensive land uses.

**LU-CID 7-1b** Encourage the establishment of expansion, redevelopment, and relocation incentives for clean industries which are industries that have little or no impact on the area's air quality, groundwater quality and supply, and waste disposal.

**LU-CID 7-1c** Promote the rehabilitation and adaptive reuse of former industrial buildings, and the reclamation and redevelopment of abandoned industrial sites.

**LU-CID 7-1d** Promote the reclamation of former landfill, vacant commercial and industrial sites for potential recreational reuse.

**LU-CID 7-1e** Encourage use of landscaping buffers that reduce visual impact and require minimal irrigation while also considering compatibility with Crime Prevention Through Environmental Design (CPTED) principles.

**LU-CID 7-1f** Explore water supply allocation and conservation policies that consider sustainable environmental and economic benefits among candidate commercial and industrial uses.

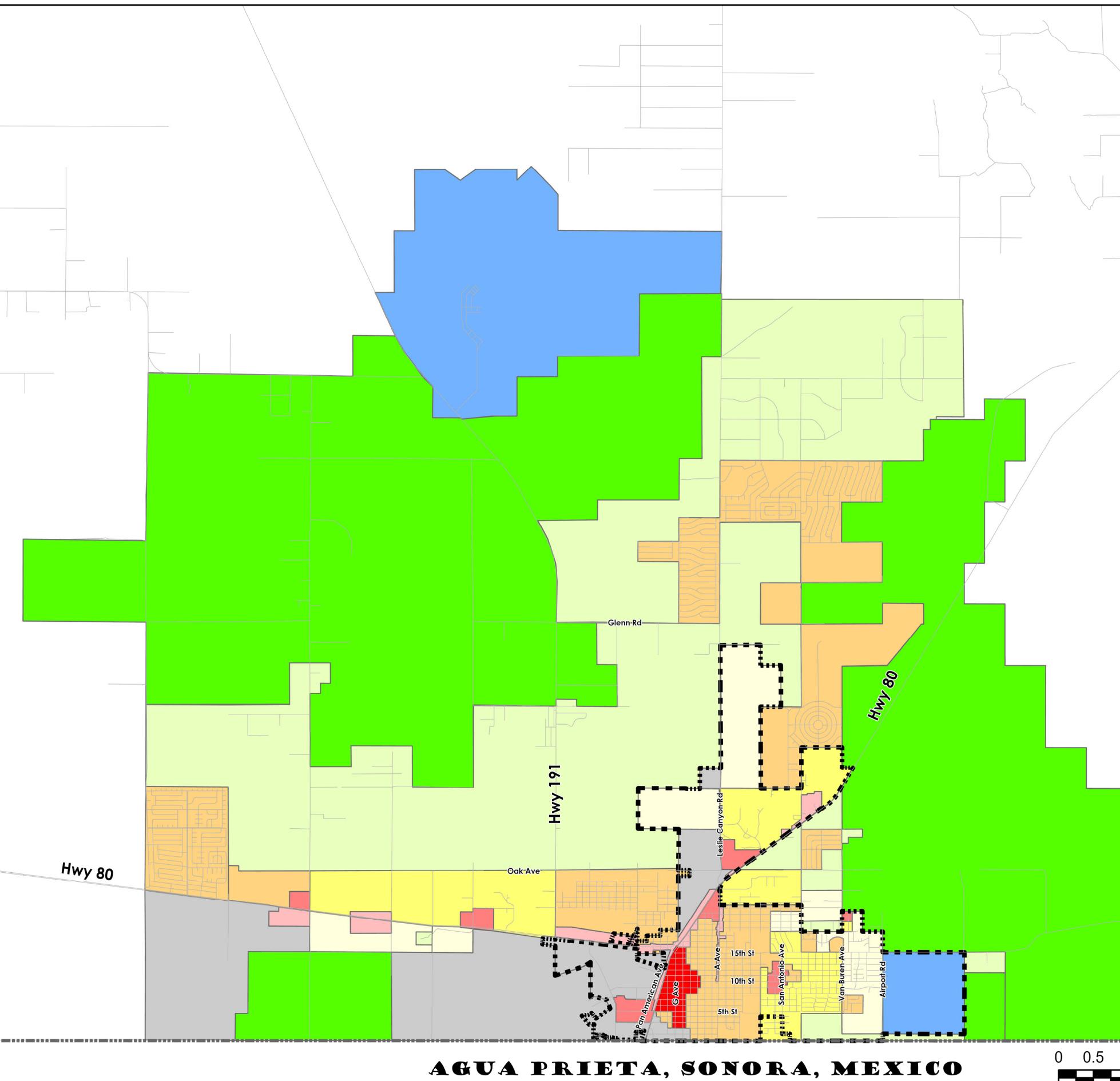
Land Use Implementation Strategies		
Goal	Objective	Responsibility
Provide a balance of land uses that will preserve and enhance neighborhoods, promote economic development, encourage redevelopment at appropriate locations and protect environmentally sensitive areas.	Update the Douglas Zoning Ordinance to provide consistency with the goals, objectives and policies of the General Plan.	Planning Department
	Develop and adopt an Annexation Policy that provides appropriate criteria and strategies for the annexation of suitable lands.	City Council
Provide sufficient land to support a mix of housing types and opportunities throughout the city to meet the diverse needs of persons of all income	Identify ways to apply density bonuses and other development incentives for residential development or redevelopment projects that preserve significant cultural, historical or natural features and provide enhanced open space areas.	Planning Department

levels and ages.		
	Establishment of regional service corridors, and community commercial service areas in proximity to residential areas in order to support nonresidential activities and minimize auto use and air pollution.	Public Works
Promote and attract high-quality residential development while protecting established residential neighborhoods and supporting compatible development.	Update the zoning ordinance to require adequate landscape buffers to protect residential neighborhoods from incompatible land uses, while considering Crime Prevention Through Environmental Design (CPTED) principles.	Planning Department
Promote the resolution of conflicts between incompatible land uses.	Investigate the use of regulatory and cost-effective financial redevelopment incentives to resolve critical land use incompatibilities throughout the City.	Economic Development
	Adopt implementation mechanisms to promote the resolution of conflicts between incompatible land uses.	Planning Department / Public Works
Support appropriate locations for commercial and office land uses, including infill development and redevelopment.	Support appropriate locations for commercial and office uses, including infill development and redevelopment within the established growth areas.	Planning Department
Support a Central Business District that is an attractive gathering center serving civic, public, commercial, entertainment, cultural and community purposes.	Enhance Douglas Downtown Business District retail core as the primary regional activity center for finance, culture, and government, complemented by a mixture of adjacent land uses that support a variety of housing types compatible with the character of established historic residential neighborhoods.	Planning Department/ Economic Ellsworth
	Promote new major governmental, cultural, and educational facilities in proximity to the Downtown area, where appropriate.	City Council/ Public Works
	Work towards upgrades to neighborhood infrastructure, including sidewalks and street lighting, that are compatible with the historic character, for neighborhoods located in or	Public Works

	adjacent to the Historic District.	
	Identify public-private partnerships and funding mechanisms necessary to enhance building facades and streetscapes within the Central Business District.	Economic Development
Promote high-scale commercial and industrial development and redevelopment that will contribute to Douglas' overall economic vitality, environmental quality, and community livability.	Encourage the establishment of expansion, redevelopment, and relocation incentives for clean industries that have little or no impact on the area's air quality, groundwater quality and supply, and waste disposal.	Public Works
	Provide opportunities for high-scale commercial and industrial uses adjacent to major transportation corridors, regional airport, and existing industrial cluster, provided that proper standards are required to avoid the establishment of incompatible land uses.	Planning Department/ Economic Development



# Future Land Use Map



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# CHAPTER 3

## GROWTH AREAS ELEMENT



### Introduction

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

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

The adoption of the Canada-United States-Mexico Agreement (CUSMA) to replace NAFTA in 2018, intends to provide more equity for American workers, includes improved rules of origin for automobiles, trucks, other products, and provides disciplines on currency manipulation. The CUSMA is supposed to benefit American farmers, ranchers, and agribusinesses by modernizing and strengthening food and agriculture trade in North America. U.S. intellectual property

protections, digital trade, anticorruption and an increased focus on good regulatory practices and ensuring benefits for small and medium sized enterprises are also part of CUSMA.

Its border location makes the City of Douglas a very unique place with very distinctive assets, resources and needs. As a unique community located on the U.S./Mexico border, the City of Douglas Growth Areas Element considers employment-oriented development currently taking place in its sister City, Agua Prieta, Sonora, Mexico. This element also considers highway expansion plans within the State of Sonora, Mexico and the addition of a potential new Commercial Land Port of Entry (LPOE). Such plans will provide additional connectivity between Hermosillo and Douglas, and will positively impact the economic development potential of the city and the region, thus adding a new area for potential growth into the city.

In 1996, the City established the Douglas Focused Future Strategic Plan for economic development. More recently, the city has been working closely with representatives from the City of Agua Prieta in the coordination of new U.S./Mexico ports of entry to continue improvements and expansion to the existing port and discussions on a new commercial port to the west.

This element includes policies and strategies designed to:

1. Provide a rational pattern of land development with a more economical expansion of infrastructure in key areas of the city;
2. Promote the public and private construction of timely and financially sound infrastructure expansion to direct increased development in specific areas of the city;
3. Take advantage of the strategic location of Douglas within the bi-national and regional economy, and anticipate Douglas' response to growth and development due to the transportation corridor expansions occurring in the state of Sonora, Mexico, which will increase highway connectivity and development in Douglas.
4. Work in coordination with the development of the new port of entry.

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

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

## Determining Where Growth Occurs

In determining where growth is expected to occur in Douglas, it is important to know not only where growth has occurred in the past, but how and why this growth has happened. Geography, ownership patterns, accessibility, capacity, availability and distance from existing infrastructure such as developed roads and utilities have been the primary determiners of whether and when a particular property is likely to be developed.

Given these facts, it is possible to make some general predictions of where growth is likely to occur in the next five, 10 and 20 years. It is also reasonable to create goals, objectives and policies that will serve to develop a rational pattern of land development and to make the infrastructure expansion more efficient and economical. This is a strategy of the *Growth Area Element* as put forth in the Growing Smarter legislation.



## **Growth Areas Component**

The 2024 Douglas General Plan Study Area boundary is seen as specific areas of the city where directed development and focused interest should be placed for either increased land intensity, employment opportunities or infrastructure expansion. As a result, 7 Growth Areas were identified for the City of Douglas in the 2024 General Plan Update.

The seven (7) Growth Areas are shown on the City of Douglas Growth Areas Plan Map and are defined as: Central Core (Downtown), Western Reach, La Perilla-Northern Spike, Commercial Enterprise Employment, Railroad – Pirtleville-Sulpher Springs, Borderlands Southeast, Douglas Mini Airport and Northern Peak-BDI. A set of policies has been established for each of the Growth Areas which address the current development issues in them and look at the broader policy issues facing each Growth Area.

The seven (7) Growth Areas in the City of Douglas were established to reflect diverse land use patterns in the different areas of the City and at the edges where annexations are expected to use the planned growth area locations as direction as a basis to:

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

## **Identified Growth Areas**

The Growth Areas component of this element identifies the seven (7) Growth Areas and provides broad policy guidance for each area. The Land Use Element provides policies in greater detail for these areas. Growth areas are identified as opportunities for impactful city redevelopment and investment.

While Growth Areas outline specific areas for growth and revitalization, a growth area designation should not be the sole determinant in land use decision making. The Growth Areas Element should be used in tandem with all the other elements, to inform and balance environmental, economic and infrastructure factors. Growth Areas are not intended to be restrictive. Development may be proposed and approved regardless of whether it is inside a designated growth area.

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

The Central Core Growth Area of Douglas contains many structures now experiencing revitalization and comprises a substantial part of the economic activity within the city. This area contains many of the community's most dynamic and historic neighborhoods and sites. Some of which have undergone renovations, including historic preservation efforts, and are still very viable. Others would need further investment to spur revitalization.

Very few opportunities exist for infill projects within this area due to the lack of vacant land. However, there are a few existing condemned buildings of which are unable to be restored of which the demolition of such structures would provide some opportunities for new infill development.



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

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

### **Commercial Enterprise Employment Growth Area:**

The Commercial Enterprise Employment Growth Area is a mix of developed and undeveloped commercial and industrial lands of varying sizes within City limits. The investment in this Growth Area may be best tailored to planned area developments linking to economic development incentive programs and initiatives. This area is bordered by and contains some vast Freeport McMoran tracts.



### **Douglas Muni Airport Growth Area:**

The Douglas Muni Airport Growth Area contains the airport and Airport Park, and will focus infrastructure investment to serve a mix of economic development, transportation and recreation land uses, possibly tailored through planned area development where a mix of uses would be possible which support each other and higher density residential is preferred adjacent to employment uses.



### **La Perilla – Northern Spike Growth Area:**

The La Perilla-Northern Spike Growth Area contains the Douglas Golf Course, La Perilla Estates, the County Fairgrounds, and growth in this area would be residential as well as local neighborhood commercial uses at key arterial intersections, and along State Highway 80. Infrastructure improvements would also be beneficial here to upgrade the existing system.



### **Northern Peak -BDI Growth Area:**

The Northern Peak Growth -BDI Area is located north of Highway 80 somewhat centered around Highway 191. This growth area is prime for annexation in Douglas and would require infrastructure improvements and extensions. This area would need development investment and is prime for residential, some mixed use, and commercial uses while allowing for transition from the existing farm and ranch lands.



### **Railroad – Pirtleville – Sulphur Springs Growth Area:**

The RPSS Growth Area contains the Railroad Addition neighborhood, the north side of Highway 80 to Highway 191 at the west end of the area, and goes north to around Saddle View Road, and then east to include Sulphur Springs Road. This area has some large tracts that may be available for annexation and development, with some areas of Pirtleville already provided with City water and sewer services.

### **Westward Reach Growth Area:**

The Westward Reach Growth Area is located on the west side of the city adjacent to the proposed new Land Port of Entry (LPOE). This area would benefit and succeed from office, commercial and industrial type uses which support the land port of entry and further serve as secondary uses or compliment the larger manufacturing or industrial uses which may locate here. Some higher density residential uses would be appropriately located here with buffers from the more intensive uses.



The 7 Growth Areas outlined above determine areas of significant interest in the future goals of the city for private and public investment to grow and encourage economic development opportunities associated with employment, commercial and residential development. Areas outside these growth areas are still supported through development opportunities and future investment. These growth areas are purely meant as a guide to direct developers and opportunities to grow the City's economic base and future land intensity and density goals where most appropriate.

## GOALS, OBJECTIVES AND POLICIES

**GA GOAL 1: Develop a Community Facilities Management Strategy (CFMS) that will help to monitor and manage the infrastructure and services required to adequately serve the existing and anticipated population.**

### **Community Facilities Management Strategy (GA-CFMS)**

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

#### ***Policies:***

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

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

**GA-CFMS 1-1c** Establish a central “clearinghouse” where all facility maintenance, replacement, and extension plans are housed.

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

**GA-CFMS Objective 1-2:** Establish a cost accounting program which can identify and track the true cost of public improvements on a geographic basis.

#### ***Policies:***

**GA-CFMS 1-2a** Integrate the cost accounting program into the annual reporting process of the CFMS.

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

**GA GOAL 2: Maintain the Central Core Growth Area as the primary activity center for finance, culture and government complemented by the mixture of land uses that supports Downtown housing and is compatible with Downtown's historic residential neighborhoods while promoting consistency with other elements of the General Plan.**

**Central Core (GA-CC)**

**GA-CC Objective 2-1:** Establish focus areas within the Central Core Growth Area that are consistent with the Community Facilities Management Strategy, and the goals, objectives, and policies of this General Plan.

***Policies:***

- GA-CC 2-1a** Identify buildings and structures that need to be demolished and funding mechanisms to carry on demolition plans.
- GA-CC 2-1b** Promote land use, transportation, circulation and urban design improvements that will better connect the Central Core Growth Area with Chino Road, the Pan American Highway Commercial Corridor to the U.S./Mexico Raul Castro Port of Entry, and the Douglas Airport.
- GA-CC 2-1c** Support commercial revitalization that builds on transportation and circulation improvements and that establishes appropriate links to adjacent residential neighborhoods.
- GA-CC 2-1d** Promote the continued viability of historic neighborhoods, historically significant structures and sites, and the retention of residential uses within the Central Core Growth Area, and identify funding mechanisms to support building preservation plans and adaptive reuse.
- GA-CC 2-1e** Explore opportunities to promote the rehabilitation and revitalization of existing commercial areas experiencing downturn, where feasible, and support development which utilizes these existing facilities while minimizing the need for additional public facilities and infrastructure.
- GA-CC 2-1f** Continue to explore opportunities to improve traffic flow along the existing corridors through capacity improvements, innovative technologies, land use coordination, and promotion of alternate modes of travel (pedestrian/bicycle) while considering the impact of these corridors on adjacent neighborhoods.

**GA GOAL 3: Provide the infrastructure and services required to adequately serve the existing and anticipated residential/commercial, commercial/industrial, and commercial corridor uses within Growth Areas, while providing appropriate standards for land use compatibility, fair-share cost of new development, compact development and protection of environmentally sensitive areas.**

**Focus Area Services & Infrastructure (GA-FASI)**

**GA-FASI Objective 3-1:** Establish focus areas within designated Growth Areas that are consistent with the Community Facilities Management Strategy, and the goals, objectives, and policies found in this General Plan.

***Policies:***

**GA-FASI 3-1a** Develop a long-range Capital Improvement Program as part of the CFMS to coordinate the construction of required infrastructure and/or public facilities.

**GA-FASI 3-1b** Support compact development patterns which minimize the need for additional public facilities.

**GA-FASI 3-1c** Promote policies, programs, and improvements which support a compact, multi-modal, commercial corridor development along State Highway 80, the Pan American Highway, and Chino Road Extension.

**GA-FASI 3-1d** Investigate, as part of the CFMS, the establishment of a “Concurrency” ordinance, an “Adequate Public Facilities” ordinance, or a “Service Area Boundaries” ordinance to require public facilities to be in place or to be properly phased to meet the demand of new development.

**GA-FASI 3-1e** Continue to proactively identify those areas with the greatest potential for growth.

**GA GOAL 4: Plan for the phased provision of the infrastructure and services required to adequately serve the existing and anticipated residential/commercial land uses within the Growth Areas near the Potential Annexation Areas.**

**Phased Annexation Services & Infrastructure (GA-PASI)**

**GA-PASI Objective 4-1:** Comply with *GA-FASI Objective 3-1* of any Growth Area in the City of Douglas Potential Annexation Areas adjacent to City limits.

***Policies:***

**GA-PASI 4-1a** Designate lands located north and south of the State Highway 80 Commercial Corridor within the Potential Annexation Areas of Douglas as appropriate to County designations unless specific opportunities and private resources are present.

**GA-PASI 4-1b** Establish zoning standards for the tiered commercial land use designation uses at the intersection of arterial and/or collector roads.

**GA GOAL 5: To promote managed, economically sound and orderly growth that supports a variety of land uses, conserves natural resources, reduces automobile dependency, and provides for the logical expansion of infrastructure and service capacities.**

**Infill Growth (GA-I)**

**GA-I Objective 5-1:** Encourage infill development to occur in the designated Growth Areas to promote the most cost efficient and logical expansion of public services and infrastructure.

***Policies:***

**GA-I 5-1a** Encourage the expansion of infrastructure, redevelopment and infill through the use of private enterprise, neighborhood projects, redevelopment districts, and Infill Incentive Districts.

**GA-I 5-1b** Target public investments and infrastructure improvements with the use of assessment districts and improvement districts within Downtown, the east side commercial center, and A Avenue corridor growth areas that are surrounded by or adjacent to existing infrastructure.

**GA-I 5-1c** Consider incentives for new development such as lower permit fees and development impact fees in Growth Areas where and when appropriate.

**GA-I 5-1d** Preserve existing stable and distinct neighborhoods within Growth Areas by providing buffering and transitioning land uses.

## **Jurisdictional Coordination (GA-JC)**

**GA-JC Objective 5-2:** Work with other jurisdictions to ensure that all development that occurs within the City's water service boundary is in accordance with City development standards.

### ***Policies:***

**GA-JC 5-2a** The Municipal Utilities Commission may recommend and the City Council may require any development outside the city limits requesting a water extension and/or a water meter to meet City requirements.

**GA-JC 5-2b** The City and Cochise County should work together for a coordinated improved street system, including paved streets, curb, gutter and sidewalk, wherever feasible.

**GA-JC 5-2c** Coordinate with the State Land Department on preparing plans and the timing of development for State Trust lands which support the Douglas General Plan 2024.

**GA-JC 5-2d** The City and the Douglas Airport Authority should work together to identify methods to mitigate potential conflicts between the airport and nearby uses, such as requiring the recording of aviation easements for properties lying within two miles of the Airport boundary which are located inside aircraft over flight zones.

## **Transportation Choices (GA-TC)**

**GA-TC Objective 5-3:** Encourage a planned mixture of land uses that provides for a choice of transportation modes which reduces automobile dependency, provides for needed public open space and creates a sense of place.

### ***Policies:***

**GA-TC 5-3a** A mixture of housing types, densities, prices, rents and designs should be provided in growth areas with higher density near improved collector streets and close to commercial and public service areas.

**GA-TC 5-3b** Encourage commercial development to occur around identifiable nodes and discourage strip commercial development.

**GA-TC 5-3c** Approve major new developments only in Growth Areas where there is adequate infrastructure, including roads, water, wastewater management, fire protection and utilities.

**GA-TC 5-3d** Encourage the locating of new high-intensity employment along major highway corridors that are able to support additional traffic

**GA-TC 5-3e** Encourage the development of a balanced multimodal transportation system that is not exclusively dependent on private automobiles, with jobs, housing and commercial activity in close proximity for pedestrian connections.

**GA-TC 5-3f** Encourage growth along multimodal transportation corridors to facilitate employee-to-employment connections.

**GA-TC 5-3g** Discourage high-density developments outside of designated Growth Areas.

Growth Area Implementation Strategies		
Goal	Strategy	Responsibility
Develop a Community Facilities Management Strategy (CFMS) that will help to monitor and manage the infrastructure and services required to adequately serve the existing and anticipated population.	Develop plans for the maintenance, replacement, and extension of community facilities, as set forth in the Cost of Development Element.	Public Works
	Establish a central “clearinghouse” where all facility maintenance, replacement, and extension plans are housed.	Public Works
	Establish a Monitoring Plan as part of the Community Facilities Management Strategy that allows the City to determine the cost of new development.	Public Works
	Integrate the cost accounting program into the annual reporting process of the CFMS.	Public Works

	Develop plans for the maintenance, replacement, and extension of community facilities, as set forth in the Cost of Development Element.	Public Works and Planning Department
Maintain the Central Core Growth Area as the primary activity center for finance, culture and government complemented by the mixture of land uses that supports Downtown housing and is compatible with Downtown's historic residential neighborhoods while promoting consistency with other elements of the General Plan.	Identify buildings and structures that need to be demolished and funding mechanisms to carry on demolition plans.	Public Works and Planning Department
Provide the infrastructure and services required to adequately serve the existing and anticipated residential/commercial, commercial/industrial, and commercial corridor uses within Growth Areas, while providing appropriate standards for land use compatibility, fair-share cost of new development, compact development and protection of environmentally sensitive areas.	Develop a long-range Capital Improvement Program as part of the CFMS to coordinate the construction of required infrastructure and/or public facilities in growth areas.	Public Works
	Investigate, as part of the CFMS, the establishment of a “Concurrency” ordinance, an “Adequate Public Facilities” ordinance, or a “Service Area Boundaries” ordinance to require public facilities to be in place or to be	Public Works

	properly phased to meet the demand of new development.	
	Designate lands located north and south of the State Highway 80 Commercial Corridor within the Potential Annexation Areas of Douglas as appropriate to County designations unless specific opportunities and private resources are present.	Economic Development/ City Council
Plan for the phased provision of the infrastructure and services required to adequately serve the existing and anticipated residential/commercial land uses within the Growth Areas near the Potential Annexation Areas.	Establish zoning standards for the tiered commercial land use designation uses at the intersection of arterial and/or collector roads.	Planning Department
To promote managed, economically sound and orderly growth that supports a variety of land uses, conserves natural resources, reduces automobile dependency, and provides for the logical expansion of infrastructure and service capacities.	Encourage infill development to occur in the designated Growth Areas to promote the most cost efficient and logical expansion of public services and infrastructure.	Economic Development
	Target public investments and infrastructure improvements with the use of assessment districts and improvement districts within Downtown, the east side commercial center, and A Avenue corridor growth areas that are surrounded by or adjacent to existing infrastructure.	Public Works
	Coordinate with the State Land Department on preparing plans and the timing of development for State Trust lands which support the Douglas General Plan 2024.	Planning Department

	The City and the Douglas Airport Authority should work together to identify methods to mitigate potential conflicts between the airport and nearby uses, such as requiring the recording of aviation easements for properties lying within two miles of the Airport boundary which are located inside aircraft over flight zones.	Planning Department
	Approve major new developments only in Growth Areas where there is adequate infrastructure, including roads, water, wastewater management, fire protection and utilities.	Public Works/ Planning Department

# Growth Areas Map

gend

Legend:

- International Border
- Street Centerlines
- Douglas Municipal limits
- 5th Areas 2024
- 5th ID
- Central Core
- Western Reach
- <all other values>

Wth Areas 2024

thID

# AGUA PRIETA, SONORA, MEXICO

# CHAPTER 4

## PUBLIC FACILITIES & SERVICES

### ELEMENT

#### Introduction

Public Facilities and Services include the city provided services and departments which are necessary for the city to operate including but not limited to City Hall. Police, fire, emergency services, water and sewage infrastructure, refuse disposal, stormwater drainage conveyances, local utilities, rights-of-way, easements and facilities all enable the city to function effectively and ensure that residents and workers in Douglas are being provided for so they can live, work and play in the city.

#### Fire Service

The Douglas Fire Department has one fire station located central to the city. The station is fully staffed and the department operates a range of vehicles including but not limited to: structural fire engines, ladder truck, ambulances, air and power support, hazardous materials response trailer and command vehicles. The department proves a range of services in addition to being first responders such as: business inspections, CPR classes, home inspections, wildland firefighting and public education for schools.

The Douglas Fire Department serves the City of Douglas for fire response and over 6,200 square miles for any hazardous materials and technical rescue response needed.

The Fire Department responds to over 3,000 incidents per year. All members of Douglas Fire Department are Firefighter I and II certified and the department has an Insurance Services Organization rating of 4X.



## Police

The Douglas Police Department continues to provide outstanding law enforcement services and operates out of one main station near the heart of downtown Douglas at the intersection of Highways 80 and 191 in the historic building located at: 300 14<sup>th</sup> Street. The department operates both a patrol and an animal humane division. Support services to the department include: communications, investigations division and the property and evidence division.



**The Patrol Division** is staffed over two main shifts providing 24/7 response coverage in the bike, traffic and special response teams.

### *Squads*

Patrol is made up of 4 squads with each supervised by a sergeant:

### *Bike Patrol*

The Douglas Police Department does not have a dedicated bike patrol unit. However, there are a number of bike certified officers who engage in bike patrol when staffing levels allow or when they are needed to address a specific problem within the community.

### *Traffic Division*

The Traffic Division is currently comprised of one motorcycle officer and one police aide. The Traffic Division is responsible for traffic enforcement; accident investigation and reconstruction; special event planning and traffic control; and Post-Storage Hearings.



### *Special Response Team*

The Douglas Police Department has a Special Response Team (SRT) comprised of officers from the Patrol and Investigations Division who serve part-time. The SRT is a tactical team responsible for high-risk and emergency situations.

### *The Humane Division*

The Douglas Police Department is responsible for the enforcement of state law and city ordinance for the lawful and humane treatment of all animals within the city limits. They also manage the Douglas Animal Shelter and strive to reunite animals with their owners, facilitate adoptions for turn-ins and suitable strays, and network with area rescues and shelters to find placement for animals that might otherwise face euthanasia.



## Library

The Douglas Public Library operates both as a separate City department and as a member of the Cochise County Library District (a partnership of seven city and five branch libraries throughout the county) to provide educational and informational opportunities to all residents.

The library provides residents of all ages with bilingual collections in a variety of formats to meet their educational and informational needs and offers programs and services to enhance their quality of life, including access to public computers and the internet via the library's networked, wireless, and hotspot services. Library cards are available at no cost to residents, and collections, programs, and services are available at no charge.

Additional library services include free computer classes; free individualized computer tutorials; free meeting spaces available to nonprofit civic groups, organizations, or clubs for civic, cultural, educational, and informational meetings; free on-site tours (general, instructional, and Spanish-language) to elementary and secondary school classes, adult education classes, and local clubs and organizations tailored to the needs of the group; free access to research databases; free off-site literacy presentations; and free nationwide Interlibrary Loan services.

In combination with its collections and services, the library also offers a variety of weekly programs for adults, teens, and children, including story hours, book discussions, movies, crafts, STEAM activities, Chess Club, after-school snacks, nutrition classes, and the outdoor Story Walk experience and, in addition, organizes the annual Summer Reading Program for area school children and those visiting Douglas for the summer.

The Friends of the Douglas Public Library, an organized group open to all, lends support, either financial or volunteer, to enhance the library's collections, programs, and services and assists the library with the promotion of literacy. Through book sales and daily sales of books, book bags, and other items, the Friends help sponsor the Summer Reading Program, special events, and guest speakers and assist with the purchase of library furniture, equipment, and materials.

## Water



Water is provided to all areas within Douglas by the municipal water system. All of the water in our system is pumped from deep groundwater wells from the Douglas Basin AMA.

The Water Services Division of Public Works maintains and operates the city's water supply and infrastructure. Douglas delivers quality water to residents by using the latest technology and anticipating future needs. The department is comprised of a team of technical and administrative personnel dedicated to providing excellent service and providing residents with city water.

## Wastewater

Wastewater treatment and disposal is provided by the city and serves the incorporated areas of Douglas.

The Wastewater & Sewer Services Division of Public Works collects and treats domestic sewage and wastewater, which is vital to public health and clean water. It is among the most critical factors responsible for general good health. Sewers collect wastewater from homes, businesses, and industries and deliver it to wastewater treatment facilities before discharge.

A significant type of domestic sewer design is sanitary sewers. The Douglas sanitary sewers are installed to collect wastewater only and do not provide widespread drainage for large amounts of runoff from precipitation events. However, sanitary sewers are typically built with some allowances for higher flows when excess water enters the collection system during storm events.

The City completed a new wastewater treatment plant in 2019 to upgrade the capacity from 2.0 to 2.6 million gallons per day (GPD) as well as upgrade treatment processes for the city

In 2021 Douglas also expanded the Bay Acres Sewer and Wastewater Treatment Plan System which upgraded the plant capacity to 3.1 million GPD.

## Solid Waste

The Douglas Sanitation Division of Public Works is responsible for collecting more than 6,000 tons per year of residential, commercial refuse, recyclables (cardboard), and bulk trash annually for more than 5,000 households. Refuse and bulk trash are delivered to a local Refuse Transfer Station owned and operated by Cochise County Facilities and Solid Waste. The city provides bi-weekly residential collection services. Commercial services can be provided by private waste management companies who may provide commercial and dumpster rental. Special pickups are provided. They are pre-arranged and require a fee from the city.



### *Landfill Operation*

The sanitary landfill is operated by Cochise County and a local transfer station in Douglas is located at: 90 W 9<sup>th</sup> Street to collect local Douglas trash before being transported to the landfill.

## Streets

The Douglas Streets Division of Public Works is responsible for resurfacing and patching potholes of roadways of public streets, and considering other street improvements that are designed in compliance with federal and state standards. Street standards and manuals are updated and maintained by the Public Works Department to provide more detail and direction for expansion.



## Development Services

The Douglas Development Services Division of the Neighborhood Services & Grants Department provides direct customer service, planning services, zoning administration and amendment services, building plan review and inspection services, and code compliance and enforcement

services in coordination with other departments that affect the development, maintenance, evolution, and repair of our physical environment.

## GOALS, OBJECTIVES AND POLICIES

**PFS GOAL 1:** **Provide adequate, safe, and efficient water services and facilities benefitting all residents and properties in the City.**

### Water Facilities & Services (PFS-H2O)

**PFS-H2O Objective 1-1:** Enhance and extend public water services including distribution, collection and treatment systems to urbanized and newly developing areas of the city.

#### *Policies:*

**PFS-H2O 1-1a** Adopt a Water Expansion fee for new development as a component of the funding required for the Capital Improvement Program.

**PFS-H2O 1-1b** Maintain and update the City of Douglas Water Distribution and Storage Plan to identify and prioritize necessary infrastructure and service improvements to support current customers, future growth and development, and sufficient fire flows.

**PFS- H2O 1-1c** Extend water lines into areas that have been annexed into the city, or have agreed to annex into the city to be connected to city services.

**PFS- H2O 1-1d** Work with the County and ADWR to ensure municipal water is able to meet potable water standards and provide safe drinking water to the residents of Douglas.

**PFS- H2O 1-1e** Adopt best practices for measuring and reducing potable water consumption where non-potable water sources may safely meet needs.

**PFS- H2O 1-1f** Incorporate xeriscaping into City properties to improve groundwater recharge where functional use of turf and shallow rooted type trees is not needed and can also be removed.

**PFS- H2O 1-1g** Prepare forecasting models for future water demand and supply on existing underdeveloped properties to prepare for potential higher density infill and reuse projects for future CIP to be accommodated for.

**PFS GOAL 2:** **Provide adequate, safe, and efficient wastewater services and facilities benefitting all residents and properties in the City, including the processing of effluent for non-potable re-use water.**

**Wastewater Facilities & Services (PFS-WW)**

**PFS-WW Objective 2-1:** Enhance and extend public wastewater services including distribution, collection and treatment systems to urbanized and newly developing areas of the city.

***Policies:***

**PFS-WW 2-1a** Adopt a Wastewater Expansion fee for new development as a component of the funding required for the Capital Improvement Program.

**PFS-WW 2-1b** Maintain and update the City of Douglas Wastewater Treatment and Collection System Master Plan to identify and prioritize necessary infrastructure and service improvements to support current customers and future growth and development.

**PFS- WW 2-1c** Extend sanitary sewer lines into areas that have been annexed into the city, or have agreed to annex into the city to be connected to city services.

**PFS- WW 2-1d** Prepare forecasting models for future sewer demand on existing underdeveloped properties to prepare for potential higher density infill and reuse projects for future CIP to be accommodated for.

**PFS GOAL 3:** **Provide adequate, safe, and efficient solid waste services and facilities benefitting all residents and properties in the City, and external customers.**

**Solid Waste (PFS-SW)**

**PFS-SW Objective 3-1:** Enhance and extend solid waste collection service to urbanized and newly developing areas of the city.

***Policies:***

**PFS-SW 3-1a** Maintain solid waste collection service to ensure full coverage of the urbanized areas of the city.

- PFS-SW 3-1b** Conduct capacity assessments as needed to plan for identification and acquisition of future solid waste refuse locations.
- PFS-SW 3-1c** Determine secure funding sources for operations, maintenance, and eventual replacement of solid waste collection vehicles.
- PFS-SW 3-1d** Offer large derelict appliance pick-up service on a schedule staggered with existing solid waste collection route service.
- PFS-SW 3-1e** Offer a “Brush and Bulk” pick up twice a year to encourage clean up and reduce illegal dumping

**PFS-SW Objective 3-2:** Increase the role of recycling in relieving demand for solid waste refuse station capacity.

***Policies:***

- PFS-SW 3-2a** Consider ways of supporting the capacity for public or private recycling programs to reduce the amount of solid waste disposed of at the city refuse station.
- PFS-SW 3-2b** Encourage awareness of recycling as a strategy to advance resilience and reduce waste.
- PFS-SW 3-2c** Work to support recycling at the City facilities to encourage community engagement.

**PFS GOAL 4:** **Provide for adequate street improvement and maintenance services to increase transportation mode choice safety.**

**Streets Maintenance & Improvements (PFS-SMI)**

**PFS-SMI Objective 4-1:** Restore and sustain the city’s ability to maintain, repair, and construct the full profiles of streets as appropriate.

***Policies:***

- PFS-SMI 4-1a** Ensure that asphalt and concrete supplies are available to support maximum capacity for planned maintenance, construction, and incidental repairs of streets from roadway centerlines to back of sidewalk.

**PFS-SMI 4-1b** Prioritize improvements of public rights-of-way based on capital facilities planning, existing conditions, engineering standards, safety regulations for all users, and accident and usage data.

**PFS GOAL 5:** **Provide adequate, effective and efficient police services and facilities to reduce crime and increase community safety.**

**Police Department (PFS-PD)**

**PFS-PD Objective 5-1:** Provide enhanced police services to allow the city to grow while maintaining a high level-of-service (LOS).

***Policies:***

**PFS-PD 5-1a** Consider case clearance rates for various types of reported crimes and incidents as the best measure of LOS in guiding capital and operating budgeting proposals and decision-making.

**PFS-PD 5-1b** Upgrade the Police Station and service equipment to provide for new technologies and enhanced operations to improve LOS, and document workload from the front desk to the field.

**PFS-PD 5-1c** Encourage funding for professional training opportunities among Police Department staff to improve LOS and advance individual certifications and departmental accreditation efforts.

**PFS-PD 5-1d** Seek to provide additional satellite police stations to assist in keeping response times low in all parts of the city, especially as it grows via annexation and infill development.

**PFS-PD 5-1e** Connect Police Department LOS, activity data, and accreditation criteria with capital and staffing needs.

**PFS GOAL 6:** **Provide adequate, effective and efficient fire and life safety services and facilities to lower risks of death, injuries, and catastrophic damage.**

**Fire Department (PFS-FD)**

**PFS-FD Objective 6-1:** Provide enhanced fire services to allow the city to grow while maintaining a high level-of-service (LOS).

***Policies:***

**PFS-FD 6-1a** Consider response times for various types of fire and life safety emergencies as the best measure of LOS in guiding capital and operating budgeting proposals and decision-making.

**PFS-FD 6-1b** Upgrade the Fire Station and service equipment to provide for new technologies and enhanced operations to improve LOS.

**PFS-FD 6-1c** Encourage professional training opportunities among Fire Department staff to improve LOS and advance individual certifications and departmental accreditation efforts.

**PFS-FD 6-1d** Seek to provide additional satellite fire stations to assist in keeping response times low in all parts of the City, especially as it grows via annexation and infill development.

**PFS-FD 6-1e** Connect Fire Department LOS, activity data, and accreditation criteria with capital and staffing needs.

**PFS GOAL 7:** **Provide adequate, effective and efficient public transit services and facilities**

**Transit Service (PFS-TS)**

**PFS-TS Objective 7-1:** Provide dependable, high quality transit service to local and regional destinations to increase ridership.

***Policies:***

**PFS-TS 7-1a** Maintain transit fleet vehicles to ensure dependable and timely service for all routes.

**PFS-TS 7-1b** Conduct transit service capacity and ridership area expansion studies as needed to determine appropriate locations for routes, facilities, as well as fleet and staffing needs.

**PFS-TS 7-1c** Ensure that all transit fleet vehicles and facilities meet the mobility needs of all riders and employees.

**PFS-TS 7-1d** Develop a transit center that meets the needs of our community, and transit staff in providing excellent service.

**PFS-TS 7-1e** Provide updated information to residents, customers, and businesses regarding transit service routes, fares, and passes.

**PFS-TS 7-1f** Work with businesses and employment centers on expanding transit pass availability and transit service information throughout the service area.

**PFS GOAL 8:** **Provide excellent and accessible library resources and meeting spaces for residents and visitors of Douglas.**

**Library (PFS-LIB)**

**PFS-LIB Objective 8-1:** Continue to provide library services for residents, business owners, and visitors of all ages to be able to read, learn, view, listen, use and develop technology skills and engage in community life.

***Policies:***

**PFS-LIB 8-1a** Maintain and update collections of both physical and digital print, visual, and audio materials.

**PFS-LIB 8-1b** Maintain cutting-edge information technology so that staff, residents, and visitors can access online resources to perform research, complete activities of daily living, and become better informed about library services, local news, and national/international events.

**PFS-LIB 8-1c** Maintain programming activities for children and adults to enhance literacy, promote learning, and provide enrichment for all.

**PFS-LIB 8-1d** Maintain, update, and initiate new services in relation to community needs and library best practices.

**PFS GOAL 9:** **Consider the role of education in the library as both essential to resident's personal career development and the whole community's economic development.**

**Education (PFS-EDU)**

**PFS-EDU Objective 9-1:** Continue to provide educational and career advancement opportunities for residents to grow and excel and provide a strong workforce for Douglas.

***Policies:***

**PFS-EDU 9-1a** Continue to support the educational classes and opportunities offered at the library, the community college, and at other locations.

**PFS-EDU 9-1b** Work with the schools to offer opportunities for career advancement and classes to partner with the local colleges and businesses to better prepare residents for new opportunities.

**PFS GOAL 10:** **Provide the most timely and effective planning, permitting, inspection and code compliance services possible.**

**Development Services (PFS-DS)**

**PFS-DS Objective 10-1:** Ensure that the City of Douglas meets state requirements for compliance with planning, zoning, building construction, and property maintenance regulations.

***Policies:***

**PFS-DS 10-1a** Amend the General Plan, Zoning Code, Building Code and other Municipal Codes as needed to be compliant with State Laws, and with local needs as appropriate.

**PFS-DS 10-1b** Ensure that all proposals, applications, reviews, investigations, and enforcements are handled with fairness and consistency, and with supporting documentation as part of any decision-making process.

**PFS-DS 10-1c** Consider cost recovery in fees for the range of services and labor provided by Development Services to ensure sufficient staffing and technical resources are available to provide timely service and proper documentation of applications, reviews, investigations, inspections and reports.

Public Facilities & Services Implementation Strategies		
Goal	Strategy	Responsibility
Provide adequate, safe, and efficient water and wastewater services and facilities benefitting all residents and properties in the city.	Adopt a Water and Wastewater Expansion fee for new development as a component of the funding required for the Capital Improvement Program	Public Works
	Update the City of Douglas Water and Wastewater Distribution and Storage Plan.	Public Works
	Adopt best practices for measuring and reducing potable water consumption where non-potable water sources may safely meet needs.	Public Works
	Prepare forecasting models for future water and wastewater demand and supply on existing underdeveloped properties to prepare for potential higher density infill and reuse projects for future CIP to be accommodated for.	Public Works
Provide adequate, safe, and efficient solid waste services and facilities benefitting all residents and properties in the City, and external customers.	Conduct capacity assessments as needed to plan for identification and acquisition of future solid waste refuse locations.	Sanitation
	Determine funding sources for operations, maintenance, and eventual replacement of solid waste collection vehicles.	Sanitation
	Offer large derelict appliance pick-up service on a schedule staggered with existing solid waste collection route service.	Sanitation
Provide for adequate street improvement and maintenance services to increase transportation mode choice safety.	Prioritize improvements of public rights-of-way based on capital facilities planning, existing conditions, engineering standards, safety regulations for all users, and accident and usage data.	Public Works
Provide adequate, effective and efficient police services and facilities to reduce	Upgrade the Police Station and service equipment to provide for new technologies and enhanced operations to improve LOS, and document workload from the front desk to the	Police Department

crime and increase community safety.	field.	
	Connect Police Department LOS, activity data, and accreditation criteria with capital and staffing needs.	Police Department
Provide adequate, effective and efficient fire and life safety services and facilities to lower risks of death, injuries, and catastrophic damage.	Upgrade the Fire Station and service equipment to provide for new technologies and enhanced operations to improve LOS.	Fire Department
	Seek to provide additional satellite fire stations to assist in keeping response times low in all parts of the City, especially as it grows via annexation and infill development.	Fire Department
	Connect Fire Department LOS, activity data, and accreditation criteria with capital and staffing needs.	Fire Department
Provide adequate, effective and efficient public transit services and facilities.	Conduct transit service capacity and ridership area expansion studies as needed to determine appropriate locations for routes, facilities, as well as fleet and staffing needs.	Public Works/Transit
	Develop a transit center that meets the needs of our community, and transit staff in providing excellent service.	Public Works/Transit
Provide excellent and accessible library resources and meeting spaces for residents and visitors of Douglas.	Maintain and update collections of both physical and digital print, visual, and audio materials.	Library
	Work with the schools to offer opportunities for career advancement and classes to partner with the local colleges and businesses to better prepare residents for new opportunities.	Library
Provide the most timely and effective planning, permitting, and code compliance services possible.	Amend the General Plan, Zoning Code, Building Code and other Municipal Codes as needed to be compliant with State Laws, and with local needs as appropriate.	Planning Department

# CHAPTER 5

## TRANSPORTATION & CIRCULATION ELEMENT



### Introduction

The transportation/circulation element recognizes the existing and proposed road network and highway facilities, the Douglas Municipal Airport, existing and proposed U.S/Mexico ports of entry, and all community gateways and scenic corridors. These are elements of the external circulation network, and are linked to the basic internal circulation network through major streets, bikeways and pedestrian paths to improve accessibility and to create attractive options to move people, goods, and services throughout Douglas and the region.

Future development within the City will place particular importance on transportation linkages to major activity centers such as the Central Business District, the industrial and commercial corridor areas. Increased density in activity centers increases opportunities for pedestrian linkages to bikeways and walkways to improve circulation options and reduce dependency on the automobile and further the overall air quality goals of the region.

The city will continue to promote a circulation/ transportation system that provides mobility options for all with easy access to various parts of the city. Development of a safe and efficient multimodal transportation system is encouraged by focusing on safe vehicular, bicycle, and pedestrian ways of travel. While this element recognizes that private automobiles will likely be the mode of travel for the vast majority in the foreseeable future, however efforts will be made to minimize traffic congestion and ensure alternatives are available.

Future land use and transportation systems should be planned in a coordinated, continuous, and comprehensive manner. Air quality will be improved by promoting land use patterns that reduce travel miles and facilitate transportation alternatives. Auto, bicycle and pedestrian travel should be a thoughtful consideration when evaluating land use planning projects and site plans. New roadway design should be sensitive to the built and natural environment.

The primary goals of the City of Douglas transportation/circulation element is to improve the mobility of people and goods, protect the natural environment, enhance the quality of life of the community, , and sustain public support for the transportation efforts. The factors considered in the update of the transportation and circulation element include:

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

In order to meet these goals, this element seeks to protect and enhance the transportation corridors through various implementation measures and objectives to update the city code, enhance integration and connectivity of transportation systems, and promote efficient system management and operation and multimodal transportation systems.



## Existing Conditions

As a border city abutting the U.S. - Mexico border, Douglas is a very popular commercial 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. Access to Douglas is from U.S. Route 191, U.S. Route 80 and the Bisbee-Douglas International Airport which is a public-use airport, but not does currently serve passengers commercially.

Douglas is southeast of Phoenix by 232 miles, southeast 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.

## Douglas Rides Program

Douglas Rides 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.



## Roadways

Douglas has several main arterials and collectors within the General Plan Study Area. Recently the Downtown Revitalization Plan further detailed the pedestrian and streetscape goals for improvement to Downtown Douglas to include streetscape plans and shade, lighting and parking. For this project the project limits encompass G Avenue from 9<sup>th</sup> Street to 12<sup>th</sup> Street and 10<sup>th</sup> Street from G Avenue to D Avenue.

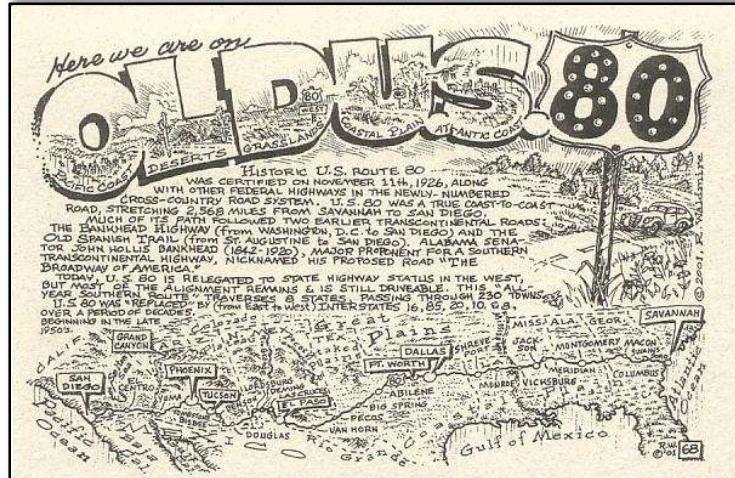
Additionally, the 2040 Cochise County Long Range Transportation Plan calls out several roadways within Douglas for improvement or widening/ upgrade plans in the future such as Leslie Canyon Road, Sulphur Springs, Washington Avenue, Oak Avenue and the proposed new future port of Douglas.

### Pan American Ave/ HWY 191

Pan American Ave continues south into Mexico from US Route 80 and is the Port of Entry location currently in Douglas. This roadway brings tourism, goods and trade into Douglas and the rest of Arizona and the US. Newer commercial development has been focused along this corridor.

### US Historic Route 80

Intersecting the north and south U.S. Route 191 is U.S. Route 80 running east and west. This route 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 is 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 once connected Georgia to California however it has been slowly decommissioned as new highways have replaced its routes. It is now just 72 miles in length but lives on in southern Arizona and as of 2018 became a designated Historic Arizona Road.



## City of Douglas Street Classification System

The City has its own set of functional classifications that are used for planning and programming purposes and further designates the right of way design and maximum widths for each type within their own engineering standards. Below are the lists of roadway classification types with the city.

- **Major Arterial:** A roadway tying together two or more traffic generating areas used primarily for through movement of traffic between separate areas and regional connectors
- **Minor Arterial:** A principal traffic artery connecting residential and commercial areas that conveys traffic from Major Arterials to local roads
- **Collector:** A connecting street between two arterial streets that provides access to local streets
- **Local:** Provides access to parcels and provides access between residential and more intense roadways.

## Land 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. This port will be undergoing upgrades and roadway expansions to accommodate the high number of crossings.



Due to the high commercial crossing demand at the Raul Hector Castro Land Port of Entry, a future port of entry is being proposed to the west within the General Plan study area. 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 that 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.

## Douglas Municipal Airport

The Douglas Municipal Airport is owned by the City of Douglas and is located just east of the city. The airport, although open to the public, is no longer international nor served by commercial airlines. The airport provides opportunities for future mixed-use, employment, commercial and industrial uses in the space to continue for aviation or grow with limited aviation opportunities. This area will likely develop as a larger planned development and the City should encourage high intensity uses to capitalize on the history and allowed uses of the site for economic and employment growth.



## Bicycle & Pedestrian Circulation

It is important for all to be able to move efficiently throughout the city and that includes pedestrians and bicyclists as well. These can include providing improvements such as: bike lanes, sidewalks, paved roadway shoulders, multi-use trails, activated crosswalks with lights, and other opportunities in the future.



The transportation and circulation element intent is to be able to fill in the missing mile between transportation systems such as the ones above to ensure all residents, tourists and workers are able to get to their destinations in a safe and efficient manner.

## GOALS, OBJECTIVES AND POLICIES

**TRANS GOAL 1: Improve the mobility of people and goods throughout the city while supporting better alternatives to automobile transportation, including bicycle- and pedestrian-friendly streets, and improved roadways (landscape, lighting, and sidewalks).**

### **Multi-Modal Options (TRANS-MMO)**

**TRANS-MMO Objective 1.1:** Provide efficient, effective, convenient, accessible, and safe transportation options for travel to employment, education, and other desired destinations.

#### ***Policies:***

- TRANS-MMO 1-1a** Work to provide multiple integrated transportation alternatives within Douglas which should include: automobile, bicycle, and pedestrian modes.
- TRANS-MMO 1-1b** Request more than one mode of travel in transportation improvement projects.
- TRANS-MMO 1-1c** Support a continuous system of functional segments and points of convenient transfer from one mode to another.
- TRANS-MMO 1-1d** Manage the performance of all modal systems to best mitigate traffic congestion and to attain safe operating conditions.
- TRANS-MMO 1-1e** Effectively operate and maintain transportation facilities and infrastructure including infrastructure to support Electric Vehicle charging stations.
- TRANS-MMO 1-1f** Develop and adopt a Scenic Corridor Overlay as part of the City Zoning Code that establishes minimum setbacks for buildings and structures and includes specific criteria for access and circulation, linear park, multi-purpose trails, and landscape amenities development along impactful visual corridors into the City.
- TRANS-MMO 1-1g** Encourage secondary access in all areas that plan to develop over 100 residential lots or commercial and industrial areas.
- TRANS-MMO 1-1h** Enhance access for people with impaired mobility. Ensure that people with disabilities are provided with equal access to work, home

and community destination by enforcing applicable state and federal laws.

**TRANS-MMO 1-1i** Incorporate taxi, Uber, and/or ride share services to destinations into, out of and throughout Douglas.

**TRANS-MMO 1-1j** Coordinate with the Cochise County Airport Authority to expand and develop helicopter landing area or heliport for the Douglas Municipal Airport.

**TRANS GOAL 2: Promote circulation safety throughout the city.**

**Circulation Safety (TRANS-CS)**

**TRANS-CS Objective 2-1:** Support an effective, well-planned system of roadways that establishes a functional, safe, and aesthetic hierarchy of streets and incorporates multimodal access.

***Policies:***

**TRANS-CS 2-1a** Evaluate the most recently-adopted Five-Year Transportation Program and the Douglas Transportation Study as needed to accommodate existing and future demands for transportation and to facilitate a sustainable transportation system, prevent congestion, and provide for the safe and efficient transport of people and goods.

**TRANS-CS 2-1b** Monitor and report transportation system demand, operating conditions, and performance for all modes and use management systems.

**TRANS-CS 2-1c** Promote efficient and convenient multimodal access to public places having high concentration of trips, including the airport, schools, parks, recreation areas, monuments, historic sites and attractions, U.S./Mexico ports of entry, major community gateways, the Douglas Golf Course and Club and the Central Business District

**TRANS-CS 2-1d** Provide for a street functional classification system that is based on type, use, and visual quality, which includes scenic corridors.

**TRANS-CS 2-1e** Integrate vehicular circulation within neighborhoods to improve bicycle and pedestrian connectivity to key destinations, including recreation areas, adjacent services, transit facilities, and schools.

**TRANS-CS 2-1f** Design streets with connecting pedestrian facilities of sufficient width to provide safe accessible use and opportunities for shade and shelter for pedestrian rest areas.

**TRANS-CS 2-1g** Design neighborhood streets using appropriate traffic calming techniques and street widths to sustain the quality of life in these neighborhoods.

**TRANS-CS 2-1h** Provide planning, design, construction, and operation of new/updated transportation facilities and services to maintain safe operation conditions including improved transit vehicle storage and driver facilities.

**TRANS-CS 2-1i** Ensure that roadways are properly designed, maintained and upgraded to minimize safety and traffic congestion issues.

### **Bicycle Facilities (TRANS-BF)**

**TRANS-BF Objective 2-2:** Plan for bicycle facilities throughout the city that provide safe and efficient means of transportation and recreation.

#### ***Policies:***

**TRANS-BF 2-2a** Promote bicycle travel as an alternate mode of transportation.

**TRANS-BF 2-2b** Promote a system of bicycle facilities that provide a continuous, connective, safe, and accessible system.

**TRANS-BF 2-2c** Promote bicycle racks and storage as part of new buildings design.

### **Pedestrian Facilities (TRANS-PF)**

**TRANS-PF Objective 2-3:** Plan and encourage the use of pedestrian facilities as a critical element of a safe and livable community to meet the transportation and recreational needs of the community.

#### ***Policies:***

**TRANS-PF 2-3a** Promote the construction of accessible pedestrian facilities with all street construction and reconstruction for all private residential, commercial and industrial development, and all public development in urban and suburban areas.

- TRANS-PF 2-3b** Develop a program for the installation of pedestrian facilities in already developed urban areas where they do not currently exist.
- TRANS-PF 2-3c** Design pedestrian facilities that are safe, comfortable and aesthetically pleasing.
- TRANS-PF 2-3d** Identify specific pedestrian mobility and accessibility challenges and develop measures for implementation for necessary improvements.
- TRANS-PF 2-3e** Connect neighborhoods, activity centers and recreational sites with sidewalks, trails and bikeways.
- TRANS-PF 2-3f** Reduce physical barriers between neighborhoods to encourage accessibility.

**TRANS GOAL 3: Adopt and apply standards for vehicular parking appropriate to the vehicles, adjacent land uses, intensities of land uses, and the availability and encouragement of other modes of transportation.**

#### **On-Street Parking (TRANS-ONSP)**

**TRANS-ONSP Objective 3-1:** Reduce conflicts among vehicle through-traffic and vehicles entering and exiting parking spaces on-street.

##### ***Policies:***

**TRANS-ONSP 3-1a** Where accidents occur with regularity, evaluate on-street parking demand and parking space design periodically to improve safe access.

**TRANS-ONSP 3-1b** Ensure sufficient on-street parking supply for drivers of vehicles with Americans with Disabilities Act access needs.

#### **Off-Street Parking (TRANS-OFSP)**

**TRANS-OFSP Objective 3-2:** Off-street parking designs and construction are to provide sufficient ingress, egress, circulation and emergency response access from streets.

##### ***Policies:***

**TRANS-OFSP 3-2a** Ensure during development review that parking lot designs meet standards in providing ingress, egress, circulation and emergency response access areas.

**TRANS-OFSP 3-2b** Recognize that certain areas of the City with pre-existing development are not and cannot be compliant with certain City and ADA parking standards, as with Downtown, and A Avenue area.

**TRANS-OFSP 3-2c** Consider alternative transportation mode access arrangements where off-street parking demand and area for meeting standards is not sufficient.

Transportation & Circulation Implementation Strategies		
Goal	Objective	Responsibility
Improve the mobility of people and goods throughout the city while supporting better alternatives to auto transportation, including bicycle- and pedestrian-friendly streets, and improved roadways (landscape, lighting, and sidewalks).	Develop and adopt a Scenic Corridor Overlay as part of the City Zoning Code that establishes minimum setbacks for buildings and structures and includes specific criteria for access and circulation, linear park, multi-purpose trails, and landscape amenities development along impactful visual corridors into the City.	Development Services
<i>Airport</i>	Coordinate with Cochise County Airport to expand and develop helicopter landing area or heliport.	Economic Development/ Development Services
Promote circulation safety throughout the city.	Evaluate the most recently-adopted Five-Year Transportation Program and the Douglas Transportation Study as needed to accommodate existing and future demands for transportation and to facilitate a sustainable transportation system, prevent congestion, and provide for the safe and efficient transport of people and goods.	Public Works
<i>Streets</i>	Monitor and report transportation system demand, operating conditions, and performance for all modes and use management systems.	Public Works
<i>Streets</i>	Provide for a street functional classification system that is based on type, use, and visual quality, which includes scenic corridors.	Public Works
<i>Multi-Modal Options</i>	Provide planning, design, construction, and operation of new/ updated transportation	Public Works

	facilities and services to maintain safe operation conditions including improved transit vehicle storage and driver facilities.	
<i>Pedestrian Facilities</i>	Identify specific pedestrian mobility and accessibility challenges and develop measures for implementation of necessary improvement plans.	Public Works
<i>Pedestrian Facilities</i>	Develop a program for the installation of pedestrian facilities in already developed urban areas where they do not currently exist.	Public Works
Adopt and apply standards for vehicular parking appropriate to the vehicles, adjacent land uses, intensities of land uses, and the availability and encouragement of other modes of transportation.	Where accidents occur with regularity, evaluate on-street parking demand and parking space design periodically to improve safe access.	Public Works/ Development Services



# General Plan Streets & Circulation Map

## Legend

- International Border
- Street Centerlines
- Douglas Municipal Limits
- Principal Arterials
- Minor Arterials
- Urban Collectors
- Major Rural Collectors
- Minor Rural Collectors

2024 General Plan Study Area  
Alias  
Douglas Study Area

0 0.5 1 2 3 4 Miles

AGUA PRIETA, SONORA, MEXICO

# CHAPTER 6

## RECREATION & OPEN SPACE ELEMENT

### Introduction



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

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

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

### Existing Open Space and Trail System

Currently, the city owns 102 acres of developed park open space, not including the Douglas Municipal Golf Course and Club. The Recreation and Open Space Plan Map shows open space, existing parks, and proposed multi-purpose trails.

## Level of Service Standards for Parks, Recreation and Open Space



Level of Service (LOS) Standards provides a bench mark for a community to use in determining service demands and needs. LOS standards are given in this plan to show the needs for park space. The LOS number represents the acreage of developed park space per 1,000 residents, not including the Douglas Municipal Golf Course. The recommended LOS for the entire Douglas General Plan Study Area using the 2020 census figure of 16,531 population was 4.0-acres of park space per 1,000 residents. Currently the City has a LOS of 2.53 acres of parks per 1,000 residents based on the 2024 population.

The benefit of using LOS is that it provides an unbiased number to use in forecasting park needs and locating and developing park space. LOS standards allow us to compare current park facilities over time as population increases with residential growth and annexations. The enjoyment of various recreational activities gives cause to consider more specific standards to determine needs for space, structures, equipment, and maintenance. The City is currently working on updating the Parks and Recreation Master Plan which will provide further details on the recommended LOS for facilities, park spaces and resource-based outdoor recreation activities (camping, picnicking, bicycling, and hiking) to which Douglas should aspire to.

To keep up with the projected population growth and to meet the recommended LOS standards, the city will need to develop and add a total of sixty-seven (67) acres of developed parks to the system by the year 2033. In addition to the core developed park acreage, the city provides an additional 256.85 acres of golf course, linear and special use parks. There are and will continue to be a need for specialized parks that may be incorporated into existing or planned parks, or serve as stand-alone facilities. Some of these types of facilities include BMX bicycle tracks, indoor swimming pool, outdoor amphitheater, indoor running track, indoor basketball courts, water park, a dog park, a soccer complex or others.



## Open Space

The acquisition of open space by the city is guided by how it would serve the community as a whole. The emphasis for acquisition should be large parcels, in areas of unique geographical formation, areas with limited development potential due to slope or flooding potential, or areas of archeological significance.

Another reason for property acquisition is for flood control purposes. In the purchase of these types of sites, consideration should be given to acquiring larger sites that may also accommodate park and recreation uses. Development of flood control parcels into parks and other attractive open space areas will enhance the beauty of the community and remove the unsightliness of the parcels.

## Trails

Pedestrian and non-motorized multi-use trails should be encouraged with new development and to enhance existing community connections. Urban trails and multi-use paths of either concrete or asphalt are typically designed wider, 8-12 feet, with two feet wide graded shoulders on each side. They generally have a two-percent cross slope with a maximum grade of five-percent. These paths must also meet ADA requirements. Design speed, sight distance, and roadway intersections are important aspects for the design of these paths. A well-designed trail greatly minimizes the amount of trail maintenance and reconstruction required through normal use and/or heavy rains.



## Existing Park Facilities

**Table 1** is an inventory of existing park facilities by park type, size and amenities within the Douglas General Plan Study Area.

**Table 1: Existing Park Facilities as of 2024**

Park Name	Park Type	Other Amenities
<b>Memorial Park</b>	Pocket	Benches, Trees, Memorial, and bus stop.
<b>Joe Causey Park</b>	Community	Parking lot, playground, turf, baseball field, restrooms, picnic table and grills
<b>Airport Park</b>	Community	Parking lot, lighted turf, restrooms, playground,
<b>Raul Castro Park</b>	Community	Basketball court, playground, benches
<b>Skate Park</b>	Special Use	Skate Park
<b>Pan American Park</b>	Neighborhood	Restroom, Shade and tables
<b>Placita Del Sol Park</b>	Neighborhood	Shade area, tables
<b>Speer Park</b>	Neighborhood	Picnic Tables and grill, basketball court, playground, restrooms,
<b>Termite Field Park</b>	Community	Park and Fields
<b>Veterans Memorial Park</b>	Community	Picnic Tables and grill, playground, restrooms, basketball courts, tennis courts, 3 baseball fields, turf, airplane, handball courts, swimming pool, parking area
<b>Paseo de las Americas</b>	Linear	Open Space Linear Park
<b>Visitor Center</b>	Linear	Skate Park, parking,
<b>Calvary Cemetery</b>	Cemetery	Gated and landscaping
<b>17<sup>th</sup> Street Park</b>	Neighborhood	Playground, Picnic Table and Grill, Basketball Half-Court



## Recreation Programs

Current recreational programs offered by the City of Douglas include youth, adult and senior activities. The department also organizes special events such as Get Out and Play, Movie Night, D-Hill 5K Run, Douglas Days Summer Camps and much more. All of these programs are intended to serve the diverse population of the Douglas area. Programs are broken down into age groups, with activities planned for every group from toddlers to seniors. User fees are kept to the minimum needed to cover direct costs of the programs, to keep them as affordable and accessible as possible. User fees for recreational programs are set to cover the direct costs of the program such as instructors and equipment.



## GOALS, OBJECTIVES AND POLICIES

**ROS GOAL 1:** Create a balanced, accessible and integrated system of open spaces and recreational opportunities to serve the current and future residents and visitors of the City of Douglas.

### Develop Comprehensive System (ROS-DCS)

**ROS-DCS Objective 1-1:** Develop a comprehensive park, open space, recreation facilities and trail system.

#### *Policies:*

**ROS-DCS 1-1a** Plan for the connection of open space, natural areas, parks, trails, bike paths and recreation areas to minimize conflicts with built and natural environment.

**ROS-DCS 1-1b** Adopt Level of Service (LOS) standards for each resource-based and user-oriented outdoor recreation facility for cost recovery.

**ROS-DCS 1-1c** Encourage private dedications of land as permanent natural areas or open space.

**ROS-DCS 1-1d** Require new development to provide trail connectivity to existing trail network.

**ROS-DCS 1-1e** All new developments shall link their recreation facilities and natural areas to the community open space networks, trail system, and adjacent neighborhoods.

**ROS-DCS 1-1f** Trails shall ultimately connect to regional public preserves and the regional trail network, where possible.

**ROS-DCS 1-1g** Develop an integrated parks, open space, and trails system that will promote a sense of community identity and high quality of life for all residents as well as wildlife habitat and movement corridors.

**ROS-DCS 1-1h** Provide an interconnected multi-use trail system that includes opportunities for hiking, biking and equestrian uses where appropriate.

**ROS-DCS 1-1i** Provide equitable opportunities for all residents to pursue recreational activities.

**ROS-DCS 1-1j** Work with developers during early planning stage and the plan review process to set aside key open space corridors or linkages through dedications, conservation easements, or open space designations.

**ROS-DCS 1-1l** Stipulate that open space, required as a component of Planned Area Developments, should be protected by Covenants, Conditions and Restrictions or by agreement with the City or with another public entity.

**ROS-DCS 1-1m** Work with schools where possible to maximize safe use of existing open spaces that could be accessible to neighborhood residents.

### **Adopt Master Plan (ROS-MP)**

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

#### ***Policies:***

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

**ROS-MP 1-2b** Flood zone areas, drainage, retention and utility easements and parcels, watercourses and drainageways should be improved and maintained as parks, open space and greenbelts whenever feasible.

**ROS-MP 1-2c** Concentrate Park development efforts on neighborhood parks and play lots to provide developed park space within walking and bicycling distance of area residents.

**ROS-MP 1-2d** Coordinate with a wide variety of partners, public and private, to create, sustain, and continue recreation programs and special events that support economic, cultural and social community development.

**ROS-MP 1-2e** Create a typology of parks, such as pocket, community, and regional, with appropriate design and maintenance principles to ensure sustainability of each park or amenity.

#### **Funding Acquisitions, Development, Operations & Maintenance (ROS-FUND)**

**ROS-FUND Objective 1-3:** Identify and use where appropriate various funding sources for the acquisition, development, operation and maintenance of parks, recreational programs, open space and trails.

##### ***Policies:***

**ROS-FUND 1-3a** Acquire property for parks, open space or trails through a variety of means, including land donations, General Fund budgeting, general obligation bonds, land trades, grant programs, cooperative agreements with other governmental agencies, purchases for other public facilities and the Arizona Preserve Initiative.

**ROS-FUND 1-3b** Fund construction of parks and trails through the General Fund budgeting, grant funds and general obligation bonds.

**ROS-FUND 1-3c** Keep user fees to the minimum needed to cover direct costs of the programs in order to make them as affordable and accessible as possible.

**ROS-FUND 1-3d** Consider direct and documented volunteerism in decision-making on fee waiver requests for parks use.

**ROS-FUND 1-3e** Conduct a feasibility study for a potential future recreation facility in Douglas.

**ROS-FUND 1-3f** Continually update the lifestyle asset management plan for the Parks and Recreation Department.

**ROS-FUND 1-3g** Continually update the lifestyle asset management plan for the ongoing maintenance of the trail system.

**ROS-FUND 1-3h** Empower and train current and future parks and recreation employees to meet the emerging needs of the community.

**ROS-FUND 1-3i** Adopt a total cost of ownership approach for future community service park and facility development.

### **Safe, Attractive, Secure Parks and Open Spaces (ROS-SAS)**

**ROS-SAS Objective 1-4:** Provide safe, secure and attractive park and open space areas.

#### ***Policies:***

**ROS-SAS 1-4a** Parks should be safely accessible by pedestrians and bicyclists.

**ROS-SAS 1-4b** New Park facilities will incorporate low-maintenance features to address maintenance and vandalism issues.

**ROS-SAS 1-4c** Limit active open space in areas that may pose natural or man-made environmental hazards such as flood plains, but encourage passive open space uses.

**ROS-SAS 1-4d** Explore the possibility of working with private organizations toward developing an adopt-a-park or adopt-a-trail program to assist with maintenance.

**ROS-SAS 1-4e** Monitor Park space to determine which facilities are overused or abused.

**ROS-SAS 1-4f** Work to improve sidewalks and trail to improve access around the city.

**ROS-SAS 1-4g** Utilize the Parks Master Plan as a guide to implement improvements that are mindful in environmental stewardship to protect park resources for future generations.

**ROS-SAS 1-4h** Work to implement solar energy generating systems into public spaces and shade structures while providing park facilities.

**ROS GOAL 2:** **Ensure that recreation and open spaces do not overuse limited potable water resources.**

### **Water Conservation (ROS-WC)**

**ROS-WC Objective 2-1:** Water use should be limited to functional vegetation in open spaces such as, but not limited to, native species or creating a shade canopy.

***Policies:***

***ROS-WC 2-1a*** Open spaces should be planned with drought-resistant xeriscaping, and irrigation limited to functional recreation activity area.

***ROS-WC 2-1b*** Follow water reuse and conservation best practices adopted by the City at City parks.

***ROS-WC 2-1c*** Seek new technologies to improve water conservation methods and watering applications to avoid unnecessary water use.

<b>Recreation and Open Space Implementation Strategies</b>		
<b>Goal</b>	<b>Strategy</b>	<b>Responsibility</b>
Create a balanced, accessible and integrated system of open spaces and recreational opportunities.	Adopt Level of Service (LOS) standards for each resource-based and user-oriented outdoor recreation facility identified on Table 1 and Table 2 for cost recovery.	Parks and Recreation Department
	Develop an integrated parks, open space, and trails system that will promote a sense of community identity and high quality of life for all residents as well as wildlife habitat and movement corridors.	Parks and Recreation Department
	Develop a plan for ownership and maintenance of a dedicated trail system.	Parks and Recreation Department
	Develop and adopt a Comprehensive Parks, Open Space, Recreation Facilities and Trail System Master Plan for the City of Douglas that includes strategies for the acquisition of open space, identifies all existing and planned recreation resources, and considers a regional system of open space and recreation resources.	Parks and Recreation Department
	Acquire property for parks, open space or trails through a variety of means including land donations, General Fund budgeting, general obligation bonds, land trades, grant programs, cooperative agreements with other governmental agencies, purchases for other public facilities and the Arizona Preserve Initiative.	Parks and Recreation Department/ City Council/ Finance Department

	Monitor Park space to determine which facilities are overused or abused.	Parks and Recreation Department
	Explore the possibility of working with private organizations toward developing an adopt-a-park or adopt-a-trail program to assist with maintenance.	Parks and Recreation Department/ City Council/ Finance Department
	Fund construction of parks and trails through the General Fund budgeting, grant funds and general obligation bonds.	Parks and Recreation Department/ Finance Department

# CHAPTER 7

## COST OF DEVELOPMENT ELEMENT

### Introduction

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

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

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



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

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

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

1. Identify various mechanisms that are allowed by law and that can be used to fund and finance additional public services necessary to serve the development, including bonding, special taxing districts, development fees, in lieu fees, facility construction, dedications and service privatization.
2. Identify policies to ensure that any mechanisms that are adopted by the City under this element result in a beneficial use to the development, bear a reasonable relationship to the burden imposed on the City to provide said additional services to the development and otherwise are imposed according to law.

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

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

**Table 1**  
**Recommended Level of Service (LOS) Standards for Public Services**

<b>Service</b>	<b>Minimum Performance Standard</b>
<b>Transportation</b>	Level of Service “C” for all arterial and collector routes.
<b>Water Supply</b>	Deliver potable water that meets national and state water quality standards, and with sufficient quantity, to meet our community’s daily demand of 4.0 mgd (million gallons per day) as provided in the City of Douglas Water System Master Plan.
<b>Wastewater Collection &amp; Treatment</b>	System design to accommodate a minimum Wastewater Average Duty Factor of 63.0 gpd (gallons per day) per capita, as provided in the City of Douglas Wastewater Collection and Treatment System Master Plan. Collect, treat, and dispose of wastewater from the community, and meet all federal and state water quality standards. The current hydraulic flowrate of the wastewater system is 3,000,000 gpd and 10 cubic tons of wastewater residuals.

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

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

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

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

Under Arizona statutes, there are a number of options available to Douglas to fund infrastructure and public facilities that are necessary to service new development. An overview of these mechanisms follows.



## Paying for Growth

The City of Douglas may utilize a number of funding strategies for new infrastructure, equipment and facilities needed for appropriate growth. The city collects development fees and impact fees for specific services or utilities in conjunction with building permit activity. These fees may be used to pay for needed expansions of services directly or may pay for bonds issued by the City for funding expansion projects. Other mechanisms available to the city for funding expansion of services include but are not limited to:

### ***Primary and Secondary Property Tax***

Primary Property taxes are calculated based on the limited property value (LPV) and are used to pay for the basic maintenance and operation of government entities, such as counties, cities, towns, and school districts.

Secondary taxes are calculated using full cash value (FCV), and are used to pay for bonded indebtedness of a local jurisdiction, voter approved overrides of tax limits, and taxes levied by special taxing districts.

#### ***Transaction Privilege (Sales) Tax***

The Arizona transaction privilege tax is commonly referred to as a “sales tax”; however, the tax is on the privilege of doing business in Arizona and is not a true sales tax. This tax is levied on the seller, not the purchaser. The seller may pass the burden of the tax on to the purchaser; however, the seller is ultimately liable to Arizona for the tax. Aside from the state tax rate, the City may impose a transaction privilege or sales tax within its jurisdiction to fund the costs of a variety of public services. The city currently has a sales tax of 3.8%.

#### ***Specialty Industry Tax***

Specialty industry taxes, such as bed taxes have been used to fund a variety of public services and facilities around the State of Arizona. Cities do not need legislative authorization or voter approval to enact a specialty industry tax, while counties must have legislative authorization. Advantages of the specialty industry tax are that the local residents do not pay the tax and voter ratification is not required. Douglas currently has 3.8% tax on bars, restaurants, cocktail lounges, and similar establishments where food and beverages are served, commonly referred as the restaurant and bar tax. The city assesses an additional 4% bed tax on lodging uses.

#### ***Improvement Districts***

Improvement Districts are for projects that provide specific community benefit such as roadways, water, sewer, streetlights and parking facilities. Declining property values however, have resulted in numerous defaults in improvement district payments which have caused some municipalities to absorb defaulted costs and auction property in an attempt to recoup the defaulted assessments.

#### ***Community Facilities Districts***

Community Facility Districts (CFD) may be used for specific public improvements including roadways, water and sewer, pedestrian ways and malls, landscaping, lighting systems, traffic control, public buildings and sites, schools and sites, parks and sites, and public recreational facilities. Community Facility Districts must rely on the revenue generated by the property tax generated in the district and cannot turn to the City’s general fund if there is a shortfall in revenue. This source of funding is often used when a large commercial development is anticipated that will generate sufficient revenues to fund the public infrastructure funded by the CFD.

#### ***User Fees***

User fees are assessed for the specific use of a service or activity. An example is a fee charged for admission fees charged for recreation facilities and programs. A user fee can be employed to defray a portion or the entire cost of a project. The advantage of a user fee is that the person using the specific service incurs the charge. In Douglas user fees are most associated with recreational activities.

### ***Development Agreements***

Development agreements are permitted under A.R.S. 9-500.5 for municipalities. Development agreements permit contractual arrangements between the City and property owner(s) regulating the permitted uses, density, maximum height, and other aspects of the land subject to the agreement typically in exchange for improvements. Advantages of development agreements are that they are voluntary and, therefore, mutually agreeable to all parties involved in the negotiations. Also, they can enable the city to attain planning goals at minimal or without costs.

### ***Development Impact Fees***

The Arizona State law requires documentation of projects to be financed by development impact fees prior to their levy and collection, and that the monies collected are actually committed within five years to a project of “direct benefit” to the development which paid the fees. In addition, the amount of development impact fees must bear a reasonable relationship to the burden imposed upon the municipality to provide additional necessary public services to the development. A development should receive a beneficial use from the results of the fees.



### ***Dedications***

A dedication is a conveyance of land by a private owner in the nature of a gift or grant and the acceptance of that land by a public entity. Streets in a subdivided development are usually acquired through a dedication to the public of the property comprising the streets. Other dedications may include land for parks and recreational facilities, school sites, bike paths, or local transit facilities. Dedications may be received by the city and do not require immediate improvements to the area being dedicated if it is not in line with the current City budget or Capital Improvements Plan (CIP).

### ***General Obligation Bonds***

General obligation bonds spread the benefits and burdens of the fund uniformly throughout the community and can be used for almost any capital purpose. This includes cost intensive capital improvements such as roads, parks, and sewer facilities and equipment. General obligation bonds require voter approval to authorize the issuance of the bonds.

### ***Motor Vehicle In-Lieu Revenue***

Motor vehicle license taxes are collected by the state. The City receives its share of the vehicle license tax collected based upon its population in relationship to the total incorporated population of the county. This revenue source has been highly erratic and susceptible to economic change, and is greatly impacted by the current status of car sales and inventory.

### ***Permit Fees***

Permit fees include fees collected from building permits, zoning fees and a variety of other programs to fund department operations. These fees typically do not cover the costs of the services provided; however, it is encouraged that a permit review fee analysis is conducted every few years to ensure it is not significantly underfunding the departments.

### ***Revenue Bonds***

Revenue bonds are issued by a municipality and backed by a dedicated revenue stream. Improvements to existing sewer facilities are often made utilizing revenue bonds because there is a steady revenue stream from the utility users to attract bond buyers. Revenue bonds do not require voter approval and the constitutional debt cap do not apply to the issuance of revenue bonds. Municipalities with population of 75,000 or less may issue revenue bonds for utilities and recreational facilities, which include swimming pools, parks, playgrounds, municipal golf courses, and ball parks.

## **Cost Classification**

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

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

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

## GOALS, OBJECTIVES AND POLICIES

**COD GOAL 1: Equitably assess and manage the fiscal and capital impacts resulting from new development.**

### **Level-of-Service (COD-LOS)**

**COD-LOS Objective 1-1:** Develop a methodology for determining the need and assessing the costs of new facilities, infrastructure and services required to serve new development.

#### ***Policies:***

**COD-LOS 1-1a** Seek to recover costs for providing City facilities and services as required for new developments within Douglas.

**COD-LOS 1-1b** Establish Level of Service (LOS) standards for each facility type identified for cost recovery.

**COD-LOS 1-1c** Establish the service area for each public facility and determine the facility needs and costs for the service area, based upon established LOS standards and population projections.

**COD-LOS 1-1d** Develop a responsive time frame for cost recovery of the facilities identified in each service area.

**COD-LOS 1-1e** Identify costs of expansion of city operations and facilities to maintain service level expectations.

**COD-LOS 1-1f** Develop and monitor leading indicators of growth and changes in land use ratios in the city.

**COD-LOS 1-1g** Conduct periodic analyses of LOS standards and adjust the standards as necessary to meet the city's service goals and obligations.

**COD-LOS 1-1h** Continue to work with the Douglas Unified School District evaluating impacts on school capacity to monitor community needs.

**COD-LOS 1-1i** Adopt the City's Capital Budget program annually as well as a five-year program.

**COD-LOS 1-1j** Identify strategies for redevelopment and infill and enhancing existing public services for city residents and visitors.

## **Cost Recovery (COD-CR)**

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

### ***Policies:***

**COD-CR 1-2a** Use the best methods to fund and finance new public facilities and services.

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

**COD-CR 1-2c** Identify and use a variety of sources to finance necessary city services, facilities, equipment and infrastructure that meet community needs, including consideration of levying a primary property tax, if approved by the voters.

**COD-CR 1-2d** Continue to require new development pay for its fair, proportionate share of service and infrastructure costs.

**COD-CR 1-2e** Periodically review development impact fees to ensure that the city collects sufficient monies to construct additional infrastructure needed to serve new residents and businesses developing in Douglas.

## **Fairness & Public Interest (COD-FPI)**

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

### ***Policies:***

**COD-FPI 1-3a** Work to determine and recover fair share costs, which are defined as the total capital cost (facilities and equipment) minus developer credits and funds dedicated to a project as set forth in the city’s approved Capital Improvements Program.

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

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

**COD-FPI 1-3d** Actively coordinate with local school districts, charter schools and institutions of higher learning in the planning, construction and rehabilitation of joint use facilities.

**COD-FPI 1-3e** Encourage public/private partnerships, and development agreements.

#### **Essential Nexus (COD-NEX)**

**COD-NEX Objective 1-4:** Provide that the fair share charged to a project includes only those costs associated with that project and does not require the developer to improve service levels of existing deficiencies in public facilities.

##### ***Policies:***

**COD-NEX 1-4a** Conduct studies to determine future benefits associated with revenues generated from the Growth Areas, as defined in the Growth Areas Element.

**COD-NEX 1-4b** Identify costs of expansion of city operations and facilities to maintain service level expectations.

**COD-NEX 1-4c** Form special improvement districts to provide for improvements such as utility undergrounding, and storm drainage updates in specific areas.

#### **Updating & Improving Existing Infrastructure (COD-UIE)**

**COD-UIE Objective 1-5:** Continue to update and improve all city infrastructure in existing and new development within Douglas.

##### ***Policies:***

**COD-UIE 1-5a** Request infrastructure improvements with any zoning approval.

**COD-UIE 1-5b** Encourage infrastructure improvements that meet City development standards in County areas subject to annexation.

**COD-UIE 1-5c** Encourage dedication of open space; parks and park sites in connection with development.

Cost of Development Element Implementation Strategies		
Goal	Strategy	Responsibility
Equitably assess and manage the fiscal and capital impacts resulting from new development.	Seek to recover costs for providing City facilities and services as required for new developments within Douglas.	Public Works/ City Council/ Finance
	Establish Level of Service (LOS) standards for each facility type identified for cost recovery.	Public Works/ City Council
	Establish the service area for each public facility and determine the facility needs and costs for the service area, based upon established LOS standards and population projections.	Public Works/ Finance
	Identify and use a variety of sources to finance necessary City services, facilities, equipment and infrastructure that meet community needs, including consideration of levying a primary property tax, if approved by the voters.	Public Works/. City Council/ Finance
	Establish, and regularly review, a weighted measure which will be applied consistently to assign a greater share of cost to new developments as they move away from areas of existing service, increase in size, and absorb a greater portion of the benefits and services necessitated by the development.	Public Works
	Establish development incentive areas or other incentives, such as Infill Incentive Districts, which may allow reduced cost recovery obligations for projects to foster development activity within those areas.	Public Works/ Planning Department/ Economic Development
	Identify costs of expansion of city operations and facilities to maintain service level expectations.	Public Works
	Form special improvement districts to provide for improvements such as utility undergrounding, and storm drainage updates in specific areas.	Public Works

# CHAPTER 8

## ENVIRONMENTAL & HISTORICAL RESOURCES ELEMENT



### Introduction

Environmental and Historical Resource Planning focuses on the city's resources and natural amenities in Douglas from the surrounding environment and public health of the community as well as the man made resources. The Environmental & Historical Resources element works closely with the Recreation and Open Space, the Transportation and Circulation and the Land Use elements of this General Plan.

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

## Air Quality

Air Quality within the City of Douglas area is consistently rated good with low pollution levels and occasional days in the moderate category. Smoke from the burning of fields and fireplaces in Mexico are seasonal and may travel into the area on windy days. Winter rains and summer monsoon storms impact the variability of airborne dust throughout the state.

As the population has grown, so will automobile traffic and construction. Additionally, being in Arizona dust is a high factor in air quality. During drier months and monsoon season air quality general goes down across the state due to dust in the air. Monitoring of air quality should be done better to notify community members on days where car pooling should be encouraged due to a high pollution advisory day within the area to minimize air quality impacts on dry windy days.

## Water Quality

The primary water source for Douglas is ground water from pumping six (6) municipal wells, which begins as precipitation in mountain areas and is filtered into the Douglas Basin AMA. In early 2019, the Arizona Department of Environmental Quality (ADEQ) conducted an inspection of the Douglas water distribution system and they received a report of being in full compliance of all standards.

The most recently published 2022 drinking water quality report for Douglas, ADEQ gave a “high-risk” designation for the degree to which this public water system drinking water source(s) are protected. A designation of high risk indicates there may be additional source water protection measures which can be implemented on the local level. This does not imply that the source water is contaminated, nor does it mean that contamination is imminent. Rather, it simply states that land use activities or hydrogeologic conditions exist that make the source water susceptible to possible future contamination. Residents can help protect this water source by practicing good septic system maintenance, taking hazardous household chemicals to hazardous material collection sites, and limiting pesticide and fertilizer use.



The wells are widely separated to minimize the risk of any potential local contamination or naturally occurring quality problems. Each of the wells is individually tested to ensure compliance with all applicable standards and regulations. Not all wells are necessary to provide daily needs, but all are run periodically to keep them in operating condition. The average daily usage in our community in the wintertime is 2.7 million gallons per day. Peak usage in our community in the

summertime is approximately 4.0 million gallons per day. Each well is equipped with its own gas chlorinator to provide sufficient amount of chlorine for protection from bacteria. The City of Douglas continues to work diligently to achieve compliance with all safe drinking water standards and regulations. On March 15 2022, the Arizona Department of Environmental Quality (ADEQ) conducted an inspection of our Water Distribution System and the report confirmed that we are in full compliance. We are committed to providing high quality drinking water to all customers..

#### *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 hard rock aquifer. The hard rock 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 into 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.

## **Natural Resource and Environment**

Douglas is within a 30-minute drive to three riparian wildlife refuges, Whitewater Draw Wildlife Area, Leslie Canyon National Wildlife Refuge, and San Bernadino National Wildlife Refuge. This proximity allows locals to enjoy birds without leaving town! In recent years, over 40 species have been identified at 8th Street Park, an eBird hotspot for ravens, hawks, thrashers, kingbirds, hummingbirds, robins, and more.

#### *Wildlife Habitats*

##### *The Sky Islands*

The isolated mountain ranges in southeastern Arizona reaching up to 6,000 feet above the surrounding desert floor area create the sky islands. Vegetation zones transition as the elevation rises making unique mountain habitats. Plants and animals have adapted to specific conditions over many generations making them endemic to their locale. 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 Chiricahua range is one of the largest sky islands in the US at approximately 40 miles long and 20 miles wide with a peak of 9,700 ft. The variety of ecosystems in the Chiricahuas support a diversity of deciduous and evergreen trees. Prominent species at lower elevations are manzanita, Arizona sycamore, and alligator juniper. Higher up are Apache and pinon pine, and Douglas fir. In shady canyons with water there are Sycamores, Cottonwoods, and Willows. When it comes to the Fauna, in North America over half of the species of birds are found in the Chiricahua Mountains making this an extremely popular birding destination and is designed as an Important Bird Area (IBA) as determined by an international organization which signifies that the mountain is of world importance for some species. It is a breeding area for some of these species, or a migratory route, or a seasonal home. Over 200 species have been documented.

There are also over 180 ant species and around 500 species of bees found in the Chiricahua Mountains. The area is home to the Chiricahua squirrel as well as mountain lion, jaguar, mule deer, collared peccary, big horn sheep, badgers, coyotes, jackrabbits, skunks, fox and bats.

### *Mule Mountains*

Surrounded by the desert basin, the mountains' total area is approximately 500 square miles made up of deep canyons and steep slopes. There was widespread mining and logging during the 1800s and early 1900s. The once flourishing forest is now a completely different landscape from its natural state. One of the mines along the east side is the former Lavender Pit, opened in 1950 and production over 24 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 causing deforestation in the area. Underground water was redirected, and surface flow was also irreversibly changed by pit excavation and tons of waste rock and tailings piles. Though thoroughly changed, the Mule Mountains are still islands in the desert and have microclimates and diverse ecosystems sustained by the topography. The landscape consists of 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 Miscionei*, big horn sheep, badgers and coyote can be found.

## **Flora & Fauna**

Over 283 species of birds, riparian wildlife and mammals call Douglas home. The City's 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 Leather Petal, 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.



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.



## Historical Resources



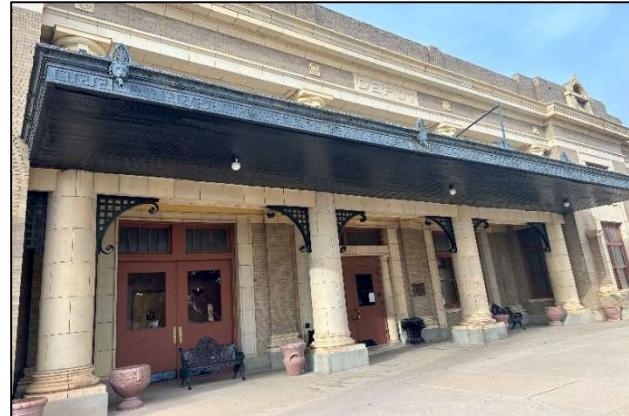
Douglas's historical structures and places are a key part of the city's character when visiting and are major historical resources to the city. Douglas has a large presence of historic structures located in close proximity to each other which give the community its unique character and charm which draw people to visit every year. Many of these buildings have been rehabilitated and invested in as they are still in use today while some are vacant or underutilized. It is the intent of the City to encourage reuse of these amazing structures and highlight their history while maintaining their architectural and building integrity for their reuse and reinvestment in bringing these places back to life for a thriving tourism economy.

Many historic buildings and areas of significance to the history of Douglas are present and it is important to continue to value them and hopefully be able to categorize them and identify them for future historical references and encourage reactivity in those places with reinvestment through private owners, grants and other assistance to preserve the history of Douglas.

A few of those historical resources are following:

### *Douglas Depot*

In 1913 construction was completed on the Southwestern Railroad Depot as an expansion of the mining industry needing efficient transportation. Though not used for passenger travel often, the 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. Today the Depot hosts the Douglas Police Department and stands as a triumph to the time's architecture and history of the Depot.



### *The Gadsden Hotel,*

In 1976 The Gadsden Hotel was the first in Douglas to make it on the National Register of Historic Places. The Gadsden Hotel is an impressive five story building with a grand entrance dominated by a white marble staircase, Tiffany-stained glass, murals of desert scenes, decorative gold leaf on the ceiling and dark red tile of the floor. The historic hotel has been featured in many magazines with many stories about the visitors and infamous stories of John Wayne, Amelia

~~Each a Pacific Electric Villa Rica~~ and ~~horses~~ gallops horse up the grand staircase. This hotel also boasts as an attractive hotel for visitors to stay in when visiting Douglas especially in the infamous room 333.



### *San Bernardino Ranch*

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 the purchasing of various

private homesteads. Along with selling, buying and raising cattle, there were over 500 acres of fruits and vegetables during its peak years. 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 American ranch life history.



## GOALS, OBJECTIVES AND POLICIES

**ENV GOAL 1: Promote a high level of environmental quality with a safe, healthy and enjoyable environment for Douglas residents.**

### Air Quality (ENV-AQ)

**ENV-AQ Objective 1-1:** Support efforts to attain high standards of air quality in Douglas.

#### *Policies:*

**ENV-AQ 1-1a** Utilize Transportation System Management (TSM) techniques (e.g. synchronized traffic signals, efficient traffic flow and turning movements) to minimize automobile generated air pollution.

**ENV-AQ 1-1b** Promote other modes of transportation such as bikeways, trails and walkways as an alternative to automobiles.

**ENV-AQ 1-1c** Encourage land use configurations in all new or revitalized development projects that minimize vehicle trips and trip lengths.

**ENV-AQ 1-1d** Continue to promote and expand, as needed, the Douglas RIDES system.

**ENV-AQ 1-1e** Encourage employers with over 25 employees to develop trip reduction programs such as carpooling, and transit pass subsidies.

**ENV-AQ 1-1f** Monitor air quality at construction projects and enforce existing City dust control ordinance.

### Water Quality (ENV-WQ)

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

#### *Policies:*

**ENV-WQ 1-2a** Continue to maintain and periodically update the Water System and Wastewater System Master Plans.

**ENV-WQ 1-2b** Require the use of wastewater systems for all types of development to minimize the potential for groundwater contamination within City limits.

**ENV-WQ 1-2c** Investigate the cost effectiveness of developing infrastructure necessary at development sites on a neighborhood and/ or system-wide scale to treat and deliver reclaimed water and encourage its use for non-potable purposes including landscape irrigation, wastewater flow, and industrial purposes.

**ENV-WQ 1-2d** Continue to devote time and resources toward public education on the benefits of water conservation, rainwater catchment and wastewater reclamation.

**ENV-WQ 1-2e** Develop a plan for groundwater recharge within the next 10 years.

**ENV-WQ 1-2f** Conserve groundwater resources by utilizing water conservation techniques, water conserving appliances in homes, businesses and industrial uses and encourage appropriate drought tolerant landscaping.

**ENV-WQ 1-2g** Conserve groundwater resources by utilizing wastewater reclamation techniques, filtration systems, and reclaimed water distribution systems in homes, businesses and industrial uses and encourage appropriate use of non-potable quality water.

**ENV-WQ 1-2h** Protect area aquifers from degradation from non-point pollution sources by continuing to monitor well sites for pollution contaminants.

**ENV-WQ 1-2i** Support innovative wastewater reclamation demonstration projects that conserve groundwater and include features that may be replicated in site level developments and system-wide treatment facilities.

### **Energy Conservation (ENV-EC)**

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

#### ***Policies:***

**ENV-EC 1-3a** Encourage development plans that incorporate energy conservation through Transportation System Management (TMS) techniques, use of active and passive solar energy systems, appropriate building orientation, thoughtful site planning design taking into account solar orientation and landscape shading including implementing solar systems into shade structures.

**ENV-EC 1-3b** Apply and upgrade energy conservation techniques in municipal facilities and operating procedures.

**ENV-EC 1-3c** Encourage the development of a City recycling program.

### **Archeological and Historical Resources (ENV-AHR)**

**ENV-AHR Objective 1-4:** Protect the archaeological and historical resources of the city.

#### ***Policies:***

**ENV-AHR 1-4a** Strive to identify and preserve all significant artifacts, archaeological sites and features within the City.

**ENV-AHR 1-4b** Identify and promote opportunities for adaptive reuse of underutilized historic structures.

**ENV-AHR 1-4c** Identify grants and other financial assistance programs to help rehabilitate and make habitable historic and significantly important buildings in Douglas.

**ENV-AHR 1-4d** Create revitalization and historic building design requirements to allow historic properties to be updated without requiring negative impacts to the historic façade due to the historical building's design and structure.

### **Natural Habitat Preservation (ENV-NHP)**

**ENV-NHP Objective 1-5:** Maintain naturally vegetated corridors as connections allowing unimpeded movement of wildlife.

#### ***Policies:***

**ENV-NHP 1-5a** Establish sufficient trails, wildlife corridors, riparian corridors and other linear linkages between large open space areas.

**ENV-NHP 1-5b** Provide an effective means for the safe and uninterrupted movement of wildlife through riparian corridors at all infrastructure and roadway crossings (i.e. bridges, ramps, overpasses, oversized culverts).

**ENV-NHP 1-5c** Limit development in areas that may pose natural or built environmental hazards, such as floodplains.

**ENV-NHP 1-5d** Preserve existing native species landscaping along washes, wildlife and riparian corridors to promote the use of such areas by native wildlife.

### **Environmentally Sensitive Land Management (ENV-SLM)**

**ENV-SLM Objective 1-6:** Protect environmentally sensitive lands in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which would be easily disturbed or degraded by human activities and developments.

#### ***Policies:***

**ENV-SLM 1-6a** During the Site Plan Review Process, require site plans to designate landscape and open space.

**ENV-SLM 1-6b** Develop a Wash Setback Ordinance to protect riparian and wash corridors.

**ENV-SLM 1-6c** Recognize and protect areas of significant natural vegetation (such as areas along washes and riparian corridors).

**ENV-SLM 1-6d** Street grids should respond to topography. Cuts and fills should be avoided where possible. Curvilinear streets may have to be used in some instances.

**ENV-SLM 1-6e** Encourage the preservation of the native landscape wherever feasible.

### **Community Character and Appearance (ENV-CCA)**

**ENV-CCA Objective 1-7:** Continue to create and maintain a consistent, high level of community character and appearance throughout Douglas.

#### ***Policies:***

**ENV-CCA 1-7a** Encourage well designed landscaping for residential, commercial, office and industrial uses through the utilization of design guidelines.

**ENV-CCA 1-7b** Develop visual resource corridors to protect views to and from prominent landscape features such as mountains, washes and rivers.

**ENV-CCA 1-7c** Support the development of multi-purpose trails along major washes and riparian corridors.

**ENV-CCA 1-7d** Recognize and protect areas of significant natural vegetation (such as areas along washes and riparian corridors.

**ENV-CCA 1-7e** Adopt a City ordinance that includes landscape and maintenance standards and requires mandatory curbs and sidewalk adjacent to new development for better community connections where feasible.

**ENV-CCA 1-7f** Promote the paving and improvement of unpaved and dilapidated streets through a Low-Cost Maintenance Paving Program and through Improvement District projects.

**ENV-CCA 1-7g** Continue adequate solid waste collection and disposal which complies with Arizona Environmental Regulations, minimizes solid waste, and provides opportunities for recycling.

**ENV-CCA 1-7h** Implement education programs to raise awareness of impacts of littering on Douglas's environment.

**ENV-CCA 1-7i** Enforce the Public Nuisances and Property Maintenance Ordinance and Anti-Noise Ordinance to abate trash, weeds, unkempt buildings, offensive noises, inoperable vehicles and other potentially hazardous or offensive uses.

**ENV-CCA 1-7j** Continue to enforce the Outdoor Lighting Code to promote dark skies.

Environmental Planning Implementation Strategies		
Theme	Strategy	Responsibility
<i>Air Quality</i>	Utilize Transportation System Management (TSM) techniques (e.g. synchronized traffic signals, efficient traffic flow and turning movements) to minimize automobile generated air pollution.	Public Works
<i>Air Quality</i>	Promote other modes of transportation such as bikeways, trails and walkways as an alternative to automobiles.	Public Works/ Parks and Rec
<i>Air Quality</i>	Encourage land use configurations in all new or revitalized development projects that minimize vehicle trips and trip lengths.	Development Services/ Public Works
<i>Air Quality</i>	Continue to promote and expand, as needed, the Douglas RIDES system.	Transit

<i>Air Quality</i>	Monitor air quality at construction projects and enforce existing City dust control ordinance.	Public Works/ Development Services
<i>Water Quality</i>	Continue to maintain and periodically update Water System and Wastewater System Master Plans.	Public Works
<i>Water Quality</i>	Develop a plan for groundwater recharge within the next 10 years.	Public Works
<i>Water Quality</i>	Investigate the cost effectiveness of developing infrastructure necessary to treat and deliver reclaimed water and encourage its use for non-potable purposes including landscape irrigation and industrial purposes.	Public Works
<i>Energy Conservation</i>	Apply and upgrade energy conservation techniques in municipal facilities and operating procedures.	Public Works/ City Council
<i>Archeological and Historical Resources</i>	Identify and promote opportunities for adaptive reuse of underutilized historic structures.	Public Works/ Development Services
<i>Archeological and Historical Resources</i>	Identify grants and other financial assistance programs to help rehabilitate and make habitable historic and significantly important buildings in Douglas.	Public Works/ Economic Development/ Development Services
<i>Archeological and Historical Resources</i>	Create revitalization and historic building design requirements.	Public Works/ Development Services
<i>Natural Habitat Preservation</i>	Establish sufficient trails, wildlife corridors, riparian corridors and other linear linkages between large open space areas.	Parks and Rec
<i>Environmentally Sensitive Land Management</i>	Develop a Wash Setback Ordinance to protect riparian and wash corridors.	Public Works/ Development Services
<i>Community Character and Appearance</i>	Develop visual resource corridors to protect views to and from prominent landscape features such as mountains, washes and rivers	Development Services/ Parks and Rec
<i>Community Character</i>	Adopt a city ordinance that includes landscape and maintenance standards and requires mandatory curbs and sidewalk adjacent to	Development Services

	new development for better community connections	
<i>Community Character</i>	Implement education programs to raise awareness of impacts of littering on Douglas's environment.	Parks and Rec/ PIO

# CHAPTER 9

## WATER RESOURCES ELEMENT

### Introduction

The City of Douglas receives 100 percent of its water supply from the wells which pump from the Douglas/Agua Prieta groundwater basin. This aquifer underlies the Sulphur Springs Valley between the Dragoon and Mule Mountains to the west and the Swisshelm, Pedrogosa and Perilla Mountains to the east and covers 1,200 square miles.

The local watershed is a broad alluvial valley in the Chihuahuan Desert surrounded by mountains. The basin extends into Mexico making groundwater issues an international concern. There are two aquifers; one is alluvial consisting of gravel, silt, and clay in the center; and a second is bedrock in the perimeter mountainous and foothill areas. Precipitation is the primary source of recharge into this area.

### Douglas Water Supply Master Plan



The City of Douglas Water System Master Plan, which was conducted as a cost-shared study between the U.S. Army Corps of Engineers and the City of Douglas under the authority of Section 219 of the Water Resources development Act of 1992, provides existing and projected water resources infrastructure, water supply, and well production. The analysis included in the Water System Master Plan and in the Existing Conditions Report of this General Plan provides the framework for the Water Resources Element. The Douglas Water Supply Master Plan outlines the City's options and strategies for meeting future water demands. The Master Plan also provides stages and phasing for capital improvements related to the water supply system's infrastructure needs.

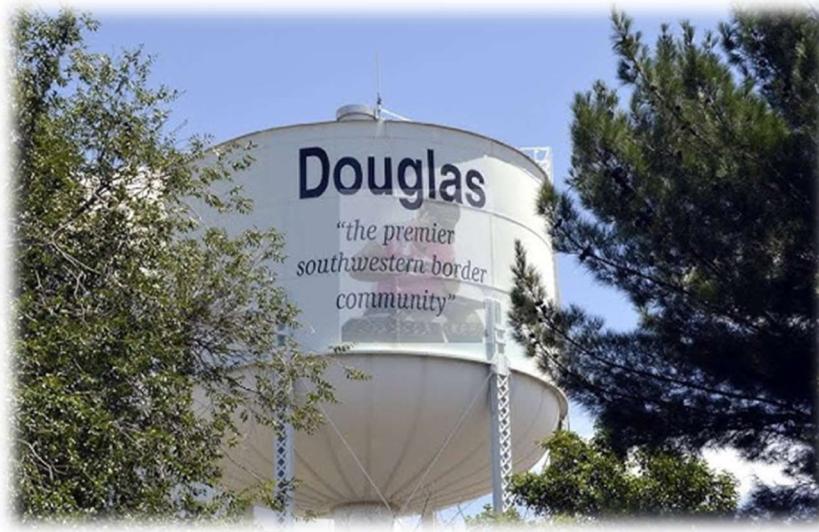
The Vision for Douglas, with respect to water resources, is an urbanized community which is both respectful of and responsive to its unique physical setting. Douglas recognizes that preservation of water resources will promote the positive community image which will, in turn, encourage economic development.

## Douglas Basin Active Management Area (AMA)

Agricultural water demands have steadily increased. In 2022 voters requested that the Douglas basin become an Active Management Area. This initiated data collection by the Arizona Dept. of Water Resources, reporting by well owners, and certain restrictions on drilling new wells and deepening existing wells among other things.

The Douglas Basin AMA was designated on December 1, 2022 after a petition was filed by residents on August 30, 2022, to the Cochise County Board of Supervisors to designate the Douglas Groundwater Basin as an AMA through an election. An Active Management Area (AMA) is an area within Arizona that is subject to certain statutory and administrative regulations regarding the withdrawal and use of groundwater. Currently, there are six AMAs in Arizona – Prescott, Phoenix, Pinal, Tucson, Santa Cruz and Douglas. All but the Douglas AMA were designated by statute.

As part of the approval, only lands that were legally irrigated in the five years preceding the date of the petition filing (August 30, 2022) may be irrigated within the basin. For this subject, “Irrigate” means to apply water to two or more acres of land to produce plants or parts of plants for sale or human consumption, or for use as feed for livestock, range livestock or poultry.



The deadline to apply as a grandfathered groundwater rights as part of the Douglas Basin was extended to September 3, 2024. The public then will have 180 days to submit their written objections to any of the applications submitted. After the objection period ends, ADWR then will begin to send out certificates of grandfathered groundwater rights.

## Water Quality

The Arizona Department of Environmental Quality (ADEQ) issues permits to protect groundwater and surface water quality, and monitors and assesses surface water quality using its own staff resources and water stations. Water quality in Douglas is recorded as being good quality tap water.

## **Groundwater**

Groundwater is the only source of water within Douglas. Primary groundwater storage areas include the Douglas Groundwater Basin. The city operates 6 active wells, one new proposed well and one well under rehabilitation in the basin as part of the municipal water system.

## **Enhanced Stormwater Recharge**

Evaluation for the feasibility of increasing/improving reliability of local water supplies through modification of stormwater management systems should additionally be reviewed for future implementation and coordination into design projects. These efforts would likely increase the efficiency of local groundwater recharge by capturing flows that would otherwise leave the area as flood flows and be replenished in the Douglas Basin.

## **Effluent/Reclaimed Water**

Effluent is the water collected in a sanitary sewer for treatment at a sewage treatment facility. Use of reclaimed water has been researched but is not currently being utilized in Douglas due to the expense to implement such a system at this time. Continued research into this type of water should be evaluated as new and less expensive technologies become available. The city should seek funding opportunities to explore, implement and maintain such technologies.

## **Low Impact Development (LID) and Stormwater Capture**

Green spaces, pervious surfaces and green infrastructure all help manage stormwater for flood control. Pollutants can be filtered naturally by increasing runoff infiltration into soils through LID installations. LID practices can result in the beneficial use of stormwater as a supplemental source for landscape irrigation. Community and secondary benefits include overall water conservation, urban heat reduction, improvements in public health and the aesthetic benefits of green spaces.

Some examples of LID uses are:

- 1) Permeable Pavements;
- 2) Curb Openings;
- 3) Sediment Traps;
- 4) Stormwater Harvesting;
- 5) Vegetated or Rock Bioswales;
- 6) Low or No Water Use Landscaping.

LID should be further explored as the city is able to create or look at new standards of development and or design opportunities in new plans and projects.

## Flood Zones

The Federal Emergency Management Agency (FEMA) has defined floodplains for most watercourses (whether perennial, intermittent, or ephemeral) on maps showing the surface-water elevations during 100-year floods. Much of Douglas is located within Flood Zone X with some areas following the Palm Grove Wash, Rose Avenue Channel and Rattlesnake Hill Wash as Zone A and Zone AO focused along the railroad.



*Source: Arizona Department of Water Resources, City of Douglas, Arizona, Flood Zone, 2024 Floodplain Manager Viewer*

## Water Education and Outreach

The city should continue to promote water conservation and education for future water supplies. Educating the public, developers and City staff is important. It is also important to incorporate conservation elements into development projects and encourage the use of reclaimed water, gray water, and rainwater systems wherever possible. Technologies and methods are constantly emerging that can help us reduce our consumption of this precious resource and should always be researched and new technologies researched for possible implementation.

Low flow technologies and desert landscaping help alleviate water demand in growing communities. Outreach to schools and the public at events and through online resources can help benefit the long-term water resources for Douglas.

## GOALS, OBJECTIVES AND POLICIES

**H2O GOAL 1: Manage a coordinated System of Water and Wastewater utility service facilities and resources to adequately serve existing and future land uses.**

### **Current & Future Demands (H2O-CFD)**

**H2O-CFD Objective 1-1:** Satisfy current and future water demands through sustainable and renewable water resources for the next 100 years.

#### ***Policies:***

**H2O-CFD 1-1a** Maintain and update the City of Douglas Water Supply System Master Plan that supports the General Plan.

**H2O-CFD 1-1b** Pursue the acquisition of additional renewable water resources such as groundwater recharge and reclaimed water programs, as appropriate to Douglas.

**H2O-CFD 1-1c** Adopt a Water Resource Expansion fee for new development as a component of the funding required for new water resources.

**H2O-CFD 1-1d** Require new developments to employ low-water-use landscaping including drip irrigation.

### **Extend Distribution & Treatment (H2O-EDT)**

**H2O-EDT Objective 1-2:** Enhance and extend public water service including distribution and potable treatment systems in both urbanized and newly developing areas.

#### ***Policies:***

**H2O-EDT 1-2a** Maintain and update the City of Douglas Water Infrastructure Capital Improvements section on the Water Supply System Master Plan that supports the General Plan.

**H2O-EDT 1-2b** Continue to meet and exceed the water quality requirements of the Clean Water Act and all other regulatory requirements.

**H2O-EDT 1-2c** Continue to build and maintain a water distribution system which supports adequate fire suppression and enhances life safety and property protection.

**H2O-EDT 1-2d** Encourage new developments to use only reclaimed water to irrigate landscapes, parks, common areas and any outdoor water features.

**H2O-EDT 1-2e** Request that new developments use drought tolerant landscaping, and irrigate with reclaimed wastewater, gray water, and/or water harvested from runoff or rain water collection.

### **Water Conservation (H20-WC)**

**H2O-WC Objective 1:** Take a proactive approach towards water conservation through the development of water conservation strategies.

#### ***Policies:***

**H2O-WC 1-3a** Establish a water conservation program that educates residents on appropriate water conservation strategies and partners with local water conservation groups.

**H2O-WC 1-3b** Strengthen relationships with Cochise County and Agua Prieta to establish an ongoing dialogue regarding groundwater protection and conservation.

**H2O-WC 1-3c** Introduce the use of xeriscape and plants with low water needs in the city.

**H2O-WC 1-3d** Establishing water reuse and recycling programs such as effluent management for irrigation of agricultural areas, parks and golf clubs.

**H2O-WC 1-3e** Employ water-wise landscaping in all City facilities.

**H2O-WC 1-3f** Encourage residents to conserve water through the use of low-water-use fixtures, toilets and appliances as well as graywater harvesting and rainwater harvesting for residential irrigation and uses suitable for non-potable water.

Water Element Implementation Strategies		
Goal	Strategy	Responsibility
Manage a coordinated System of Water and Wastewater utility service facilities and resources to adequately serve existing and future land uses.	Maintain and update the City of Douglas Water Supply System Master Plan that supports the General Plan.	Public Works
	Pursue the acquisition of additional renewable water resources such as groundwater recharge and reclaimed water programs, as appropriate to Douglas.	Public Works
	Adopt a Water Resource Expansion fee for new development as a component of the funding required for new water resources.	Public Works
	Maintain and update the City of Douglas Water Infrastructure Capital Improvements section on the Water Supply System Master Plan that supports the General Plan.	Public Works
	Establish a water conservation program that educates residents on appropriate water conservation strategies and partners with local water conservation groups.	Public Works
	Introduce the use of xeriscape and plants with low water needs in the city.	Public Works/ Planning Dept.
	Establishing water reuse and recycling programs such as effluent management for irrigation of agricultural areas, parks and golf clubs.	Public Works
	Employ water-wise landscaping in all city buildings and facilities.	Public Works/ City Council

# CHAPTER 10

## ECONOMIC DEVELOPMENT ELEMENT



### Introduction

Economic Development connects all the other elements, as good economic development is the result of the other elements working well together and thus growing the community in a successful and economically sustainable way. Without continued economic growth, the city would not be able to provide all the opportunities, growth and improvement to its residents. This element provides guidance to decision-makers, developers, businesses and the public when considering specific economic projects and other decisions affecting the community's economic and fiscal health. Although not required as part for the General Plan Update, this element was added due to the high importance of the chapter to the City of Douglas's future and the desire to instill goals and policies for the city. Economic development is also tied to the Land Use, Circulation, Public Facilities, Growth Areas and Cost of Development Elements. Community feedback gathered during the public process for this General Plan placed value on growing the community employment base with a variety of job opportunities and having more opportunities for education and advancement.

The city recognizes the profound existing economic contributions made by existing businesses and facilities already operating in the City and seeks to expand and diversify the local consumer and employment opportunities.

## Employment

According to the United States Census Bureau the highest employed industries shown in Table 1 consists of a total 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, 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 1: Employment Industries in Douglas**

	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%
<b>Total Employed Population 16 Years +</b>	<b>6,336</b>	<b>100%</b>

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

## Workforce

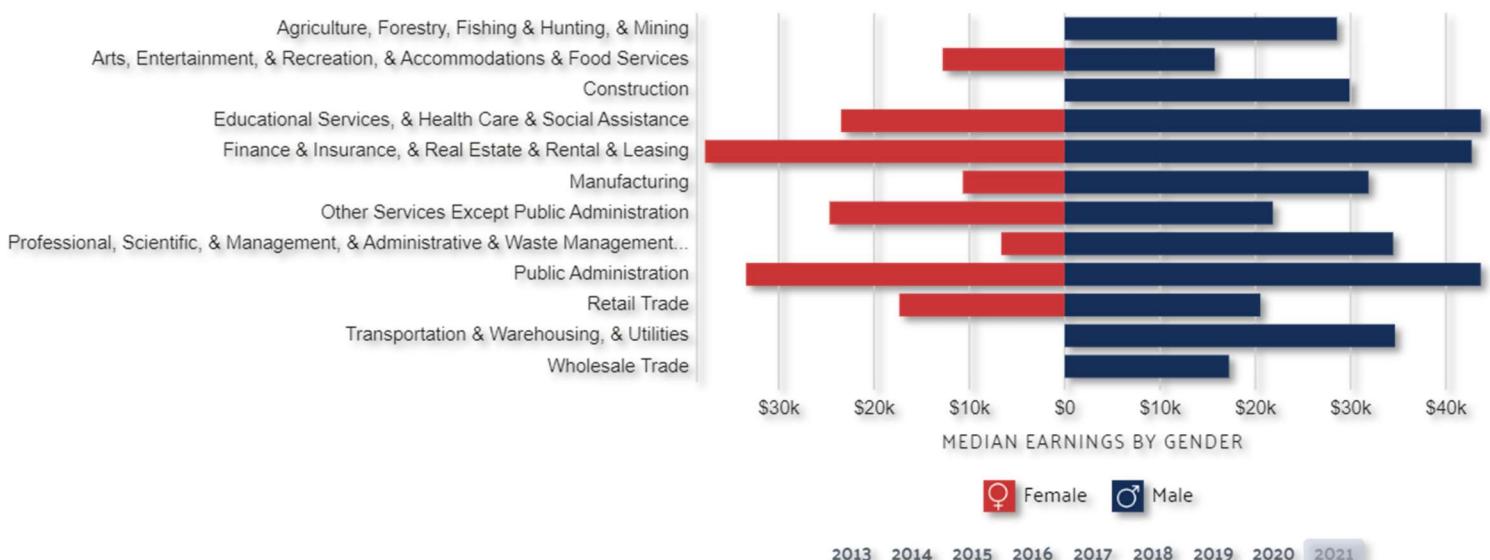
The Arizona Office of Economic Opportunity for the Labor Force in Douglas details the statistics for employed, unemployed and the unemployment rates percentage over the last 22 years. Though 2022 shows less employed than 12 years prior, it is important to keep in mind that the 2010 population had 1,821 more residents.



	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*

Figure 1 below 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.



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.

## Economic Development Opportunities

The City of Douglas has a strong economic base of civil servant jobs focused around education, healthcare and public administration. In order to grow and provide a stronger revenue stream for the city, Douglas needs to reach out to employers and businesses who serve a greater regional area which focuses around capitalizing on its unique location. By having a targeted plan, the city can successfully work to attract larger employers and employment opportunities to the city and further grow the workforce and provide a positive benefit to the community by being able to provide greater services, amenities, shopping and educational opportunities through reinvestment into Douglas.



### *Downtown*

The downtown area has several nationally recognized historic buildings, some of which have been rehabilitated, some in the process and many more which are currently in a state of disrepair and/or are being underutilized. 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 the first on the National Register in Douglas. Rehabilitation is underway on the iconic and important piece of history in Douglas and its partnership with the city will only grow tourism and interest in the downtown.



Encouraging rehabilitation and reuse of these buildings will further engage reinvestment in the downtown area surrounding G Avenue and will show interest in the downtown area and encourage new businesses to invest in Douglas.

The City should take an active role in leading and providing redevelopment to grow a positive downtown business climate. With targeted investment and direction, the city can greatly impact the type of development and where the new growth should occur. This plan should be thoughtful and be sure not to take away from any other investment going on within the city, but add to the existing business and economic development climate. Jobs typically created in the downtown are a mix of retail and restaurant uses, along with some office/employment with City and County government positions.

### *Commercial*

Taking advantage of the proximity to the border, Douglas provides retail opportunities for its local residents as well as its sister city, Agua Prieta, across the border. Pan American Avenue links the two and commercial activity is focused around this main corridor and along Highway 80 as it travels north, east and west into Arizona and new areas of commercial activity are developing along 3<sup>rd</sup> and 5<sup>th</sup> Streets on the west side of Pan American Avenue. Smaller local commercial activity is also situated along Highway 80 west as it leaves town and captures those on their way to Bisbee, Tucson and New Mexico.

Continued focus on the west side of Douglas will likely occur as the future of a new Land Port of Entry gets closer to fruition and brings more commercial and trade connections.



### *Industrial and Office*

Douglas stands poised as a prime location for burgeoning office and industrial commerce, particularly with the impending Land Port of Entry (LPOE). The rising demand for warehousing and distribution facilities across Arizona presents a significant opportunity, given Douglas's advantageous proximity to the Mexico border.

The prospect of a new commercial land port underscores the potential for growth in warehousing and distribution, facilitating seamless transit of goods between the United States and Mexico. Existing companies are prime candidates for expansion, with incentives to establish new offices, manufacturing facilities, and warehousing centers including cold storage facilities, capitalizing on the benefits of international trade.



### *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. 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.

### *Tourism*

With more than 60 historic landmarks, including buildings, homes, ranches, and sites of life history, Douglas stands as a beacon of heritage and cultural richness. Revered for its diverse tapestry of history, art, culture, and outdoor experiences, Douglas captivates travelers, drawing them from far and wide. As a cornerstone of the local economy, tourism plays a pivotal role in

Douglas's prosperity. Furthermore, with Arizona boasting robust tourism statistics, attracting millions of visitors each year to explore its varied landscapes and attractions, Douglas finds itself at the threshold of tapping into this expansive tourism market. By strategically positioning itself, Douglas can leverage its unique offerings to attract visitors seeking an authentic and enriching experience. Through collaborative efforts and innovative promotion, Douglas can seize the opportunity to emerge as a unique destination within the state, fostering sustainable economic growth and enhancing the quality of life for its residents.



## GOALS, OBJECTIVES AND POLICIES

**ED GOAL 1: Foster a resilient and diverse economy in Douglas, leveraging local and regional assets to offer a range of commercial services and higher-paying employment opportunities.**

**Policies:**

**ED 1.1** Focus economic development initiatives and programs primarily on the following targeted economic sectors:

- Logistics and distribution
- Maquiladora
- Industrial manufacturing
- Aviation and Defense Testing
- Agribusiness
- Technology sector

**ED 1.2** Develop and implement an adaptive Economic Development Strategic Plan tailored to current market dynamics, offering targeted strategies for expanding development and job creation within priority economic sectors. Conduct thorough analyses of local and regional markets to identify emerging industries with high growth potential.

**ED 1.3** Establish an international trade corridor adjacent to the new commercial port of entry, enhancing connectivity and facilitating trade to bolster economic growth and investment opportunities.

**ED 1.4** Direct bi-national economic development efforts towards leveraging the strengths of the maquiladora industry and maximizing the benefits of the Free Trade Zone (FTZ) to stimulate cross-border commerce and economic prosperity.

**ED 1.5** Market and promote the location and impact of both ports of entry to prospective industries that can capitalize on a combination of assets, such as transportation, logistics, and distribution companies.

**ED 1.6** Foster a culture of innovation and entrepreneurship by actively encouraging new business ventures to establish roots in Douglas, positioning the city as an attractive destination for pioneering startups and forward-thinking enterprises.

**ED GOAL 2: Position Douglas as the region's prime business hub by delivering exceptional services and fostering an environment conducive to entrepreneurial success with incentives.**

**Policies:**

**ED 2.1** Provide a consistent and user-friendly regulatory environment that meets the needs of existing and future businesses.

**ED 2.2** Maintain proactive support for individuals and businesses, offering guidance and assistance in navigating regulatory requirements and permit processes effectively, fostering a conducive environment for entrepreneurial endeavors.

**ED 2.3** Sustain strong relationships with the business community by regularly communicating with key businesses to assess and improve customer service as part of Douglas' competitive advantage.

**ED GOAL 3: Cultivate a vibrant economy in Douglas by offering appealing career paths, fostering entrepreneurial growth, and attracting private investment.**

**Policies:**

**ED 3.1** Facilitate partnerships with educational institutions to deliver tailored workforce training courses and programs, aligning curriculum with industry needs to equip individuals with relevant skills for career advancement.

**ED 3.2** Foster collaborative innovation districts by bringing together educational institutions, businesses, and non-profit organizations to drive continuous learning, research, entrepreneurial development, and product innovation, fostering a dynamic environment conducive to economic growth.

**ED 3.3.** Implement a structured business retention and expansion program to proactively engage with existing businesses, providing support and resources to enhance their competitiveness and longevity within the Douglas community.

**ED 3.4** Cultivate a vibrant entrepreneurial ecosystem by facilitating networking opportunities and support networks, fostering collaboration and shared success among aspiring entrepreneurs and established businesses.

**ED 3.5** Embrace innovation and emerging technologies, positioning Douglas as a forward-looking community receptive to new industry opportunities, thereby fostering the growth of creative startups and collaborative innovation districts.

**ED 3.6** Leverage partnerships with public and private entities to develop and implement comprehensive workforce development initiatives, addressing skill gaps and meeting the evolving needs of businesses, thereby ensuring a skilled and adaptable workforce for sustained economic prosperity.

**ED 3.7** Promote partnerships with local schools and institutions to engage students and enhance workforce skills.

**ED GOAL 4: Strategically equip Douglas with incentives, resources, and policies to drive forward economic development initiatives effectively.**

**Policies:**

**ED 4.1** Explore and identify economic incentive best practices as additional tools to the existing programs, along with set criteria for implementation.

**ED 4.2** Actively promote and encourage employers to apply for incentives.

**ED 4.3** Offer streamlined development review and approval processes, such as fast-tracking plans and permits, for projects that help Douglas accomplish its economic development goals.

**ED 4.4** Establish and maintain a comprehensive database of state and federal funding sources and programs aimed at supporting businesses, providing access to financing, training, and other essential services to meet diverse business needs and promote growth.

**ED GOAL 5: Elevate Douglas' identity and profile in the State of Arizona economic development arena and market globally.**

**Policies:**

**ED 5.1** Create a compelling brand identity and messaging strategy that targets existing firms and key decision-making audiences that impact/influence business expansion, location, and startup decisions.

**ED 5.2** Develop a global branding and marketing campaign to promote the Douglas, AZ trade corridor as an attractive destination for investment and trade.

**ED 5.3** Implement a multi-channel marketing campaign targeting key domestic and international stakeholders.

**ED 5.4** Create a unique sign identification campaign to direct those visiting from Mexico and the US to the economic and tourism activities within Douglas.

**ED GOAL 6: Transform Downtown Douglas into a vibrant community hub that enriches the city experience for both residents and visitors alike.**

**Policies:**

**ED 6.1** Enhance the visual appeal of the downtown area by improving streetscapes, public spaces, and building facades to create an inviting atmosphere.

**ED 6.2** Develop and adopt a comprehensive conceptual planning study outlining a cohesive vision and actionable steps for the revitalization of Downtown Douglas.

**ED 6.3** Facilitate the preparation of development-ready sites within Downtown Douglas, aligning with the vision established in the conceptual planning study to attract and incentivize consistent development.

**ED 6.4** Cultivate a distinct brand and identity for Downtown Douglas to foster a strong sense of place and community pride.

**ED 6.5** Explore innovative funding mechanisms and foster public-private partnerships to finance enhancements and development initiatives in Downtown Douglas.

**ED 6.6** Collaborate closely with the Industrial Development Authority in Douglas to leverage resources in the redevelopment efforts aimed at revitalizing Downtown.

**ED GOAL 7: Maintain the integrity of Douglas's historic buildings, structures, and cultural heritage for future generations through preservation initiatives.**

**Policies:**

**ED 7.1:** Pursue Certified Local Government status through the Arizona State Historic Preservation Office.

**ED 7.2:** Develop and adopt a Historic Preservation ordinance for the protection of buildings and structures of historic significance.

**ED 7.3:** Develop and adopt cultural resource protection standards and requirements pertaining to the assessment and treatment of cultural resources within Douglas.

**ED GOAL 8: Establish strategic partnerships with private sector entities, investors, and financiers to facilitate collaborative project development, fostering a framework that outlines risk-sharing and revenue-sharing mechanisms for mutual benefit.**

**Policies:**

**ED 8.1:** Identify potential private sector partners, investors, and financiers interested in collaborating on economic development initiatives in Douglas.

**ED 8.2:** Develop standardized frameworks for Public-Private Partnership (P3) collaboration, outlining clear guidelines for risk-sharing and revenue-sharing mechanisms to ensure equitable distribution of responsibilities and benefits.

**ED 8.3:** Provide incentives and support mechanisms, such as tax incentives or streamlined regulatory processes, to encourage private sector participation in P3 projects that align with Douglas's economic and community development goals.

**ED 8.4:** Establish monitoring and evaluation mechanisms to track the progress and performance of P3 partnerships, ensuring accountability, effectiveness, and adherence to established frameworks and objectives.

Economic Development Implementation Strategies		
Goal	Objective	Responsibility
Foster a resilient and diverse economy in Douglas, leveraging local and regional assets to offer a range of commercial services and higher-paying employment opportunities.	Develop and implement an adaptive Economic Development Strategic Plan tailored to current market dynamics, offering targeted strategies for expanding development and job creation within priority economic sectors. Conduct thorough analyses of local and regional markets to identify emerging industries with high growth potential.	Economic Development
	Establish an international trade corridor adjacent to the new commercial port of entry, enhancing connectivity and facilitating trade to bolster economic growth and investment opportunities.	Economic Development/ City Council
	Market and promote the location and impact of both ports of entry to prospective industries that can capitalize on a combination of assets, such as transportation, logistics, and distribution companies.	Economic Development/ City Council
Position Douglas as the region's prime business hub by delivering exceptional services and fostering an environment conducive to entrepreneurial success.	Maintain proactive support for individuals and businesses, offering guidance and assistance in navigating regulatory requirements and permit processes effectively, fostering a conducive environment for entrepreneurial endeavors.	Economic Development/ Public Works

	Foster strong relationships with the business community by regularly communicating with key businesses to assess and improve customer service as part of Douglas' competitive advantage.	Economic Development
Cultivate a vibrant economy in Douglas by offering appealing career paths, fostering entrepreneurial growth, and attracting private investment.	Implement a structured business retention and expansion program to proactively engage with existing businesses, providing support and resources to enhance their competitiveness and longevity within the Douglas community.	Economic Development
	Create collaborative innovation districts by bringing together educational institutions, businesses, and non-profit organizations to drive continuous learning, research, entrepreneurial development, and product innovation, fostering a dynamic environment conducive to economic growth.	Economic Development/ Planning Department
	Partner with local schools and institutions to engage students and enhance workforce skills.	Economic Development/ City Council
	Facilitate partnerships with educational institutions to deliver tailored workforce training courses and programs, aligning curriculum with industry needs to equip individuals with relevant skills for career advancement.	Economic Development
	Cultivate a vibrant entrepreneurial ecosystem by facilitating networking opportunities and support networks, fostering collaboration and shared success among aspiring entrepreneurs and established businesses.	Economic Development
	Leverage partnerships with public and private entities to develop and implement comprehensive workforce development initiatives, addressing skill gaps and meeting the evolving needs of businesses, thereby ensuring a skilled and adaptable workforce for sustained economic prosperity.	Economic Development/ City Council/ Planning Department
Strategically equip Douglas with incentives,	Offer streamlined development review and approval processes, such as fast-tracking plans	Planning Department/

resources, and policies to drive forward economic development initiatives effectively.	and permits, for projects that help Douglas accomplish its economic development goals.	Public Works
	Establish and maintain a comprehensive database of state and federal funding sources and programs aimed at supporting businesses, providing access to financing, training, and other essential services to meet diverse business needs and promote growth.	Economic Development
Elevate Douglas' identity and profile in the State of Arizona economic development arena and market globally.	Create a compelling brand identity and messaging strategy that targets existing firms and key decision-making audiences that impact/influence business expansion, location, and startup decisions.	Economic Development
	Develop a global branding and marketing campaign to promote the Douglas, AZ trade corridor as an attractive destination for investment and trade.	Economic Development
	Implement a multi-channel marketing campaign targeting key domestic and international stakeholders.	Economic Development
	Create a unique sign identification campaign to direct those visiting from Mexico and the US to the economic and tourism activities within Douglas.	Economic Development
Transform Downtown Douglas into a vibrant community that provides experiences for both residents and visitors .	Develop and adopt a comprehensive conceptual planning study outlining a cohesive vision and actionable steps for the revitalization of Downtown Douglas.	Economic Development/ Planning Department
	Facilitate the preparation of development-ready sites within Downtown Douglas, aligning with the vision established in the conceptual planning study to attract and incentivize consistent development.	Economic Development/ Planning Department/ Public Works
	Cultivate a distinct brand and identity for Downtown Douglas to foster a strong sense of place and community pride.	Economic Development
	Collaborate closely with the Industrial Development Authority in Douglas to leverage	Economic Development

	resources in the redevelopment efforts aimed at revitalizing Downtown.	
Maintain the integrity of Douglas's historic buildings, structures, and cultural heritage through preservation initiatives.	Pursue Certified Local Government status through the Arizona State Historic Preservation Office.	Economic Development/Planning Department/ City Council
	Develop and adopt a Historic Preservation ordinance for the protection of buildings and structures of historic significance.	Planning Department/ City Council
	Develop and adopt cultural resource protection standards and requirements pertaining to the assessment and treatment of cultural resources within Douglas.	Public Works/ Planning Department/ City Council
Establish strategic partnerships with private sector entities, investors, and financiers to facilitate collaborative project development, fostering a framework that outlines risk-sharing and revenue-sharing for mutual benefit.	Identify potential private sector partners, investors, and financiers interested in collaborating on economic development initiatives in Douglas.	Economic Development/Planning Department/ City Council
	Develop standardized frameworks for Public-Private Partnership (P3) collaboration, outlining clear guidelines for risk-sharing and revenue-sharing mechanisms to ensure equitable distribution of responsibilities and benefits.	Economic Development/ City Council
	Provide incentives and support mechanisms, such as tax incentives or streamlined regulatory processes, to encourage private sector participation in P3 projects that align with Douglas's economic and community development goals.	Economic Development/ City Council
	Establish monitoring and evaluation mechanisms to track the progress and performance of P3 partnerships, ensuring accountability, effectiveness, and adherence to established frameworks and objectives.	Economic Development

# CHAPTER 11

## HOUSING ELEMENT



### Introduction

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

Douglas has been influenced by Spanish, Mexican, and Territorial periods, each adding different cultural elements to the local architecture. New technologies and site design are encouraged to promote energy efficiency and high-quality design that evokes a sense of place, displays an appropriate scale, and creates a positive visual identity and image for Douglas.

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

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

1. **Infill and Reinvestment** – Includes well-planned growth, the management of sprawl, and revitalization of established and historical neighborhoods.
2. **People-Oriented Neighborhoods** – Includes designing new neighborhoods and investing in old neighborhoods to promote a mix of commercial and residential uses, a pedestrian focus, landscaping and aesthetics, and interaction among residents.
3. **Equitable Opportunity** – Includes the distribution of resources (based on need) reducing social and economic inequality.
4. **Safe Neighborhoods** - Includes how safe people feel in their neighborhoods, crime, policing, and the establishment of ongoing crime prevention programs.

In 1990, the federal government adopted the National Affordable Housing Act. This legislation created new federal housing programs and consolidated planning and reporting requirements for several programs which are administered by the U.S. Department of Housing and Urban Development (HUD). Beginning in 1995, cities, counties and states were required to develop a five-year Housing Plan and update it each year with an annual strategy for investing funds. The five-year Housing Plan contains a description of community needs, goals and priorities in the areas of affordable housing, human services, public facilities, and other programs designed to improve the quality of life for low- and moderate-income residents. The City of Douglas through funding secured from the State of Arizona Department of Commerce, Division of Housing and Infrastructure, adopted the City of Douglas Housing Plan in January 1998. In January 2023, the City of Douglas transferred its Section 8 Housing Choice Voucher program to the Housing Authority of Cochise County which now oversees it.

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



## GOALS, OBJECTIVES, and POLICIES

**HSG GOAL 1:** **Ensure residents of Douglas can find decent, safe and sanitary housing.**

**Decent, Safe, Sanitary Housing (HSG-DSS)**

**HSG-DSS Objective 1-1:** Work with developers, land owners and landlords to promote housing that is decent, safe and sanitary.

***Policies:***

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

***HSG-DSS 1-1b*** Enforce applicable building and safety codes.

***HSG-DSS 1-1c*** Devise strategies for ensuring that all mobile homes, including rentals and owner-occupied units, comply with applicable building and safety codes.

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

***HSG-DSS 1-1e*** Support the development of programs that aid low- and moderate-income residents in transitioning to viable living units that are up to code.

**HSG GOAL 2:** **Improve the safety and habitability of existing housing stock.**

**Existing Housing Stock (HSG-EHS)**

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

***Policies:***

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

***HSG-EHS 2-1b*** Encourage the enhancement of existing housing stock by supporting the revitalization of substandard housing units.

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

**HSG-EHS 2-1d** Promote the maintenance and enhancement of housing and public facilities.

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

**HSG-EHS 2-1f** Continue to work with a variety of entities to support the increase of affordable housing opportunities through private, public, and non-profit partnerships. in the community to increase housing opportunities.

**HSG GOAL 3:** **Evaluate housing assistance needs to track outcome of city efforts and implement additional funding mechanisms for new and existing programs.**

**Housing Assistance Prioritization and Implementation (HSG-API)**

**HSG-API Objective 3-1:** Maximize existing housing resources in the community.

***Policies:***

**HSG-API 3-1a** Coordinate with Cochise County's housing program to ensure that Douglas residents in need are connected with access to housing.

**HSG-API 3-1b** Promote projects and programs that aim to increase access, safety, and affordability for infrastructure needs for new housing.

**HSG-API 3-1c** Encourage the use of energy efficient design in new housing and support programs to increase the energy efficiency of older residential units.

**HSG-API 3-1d** Provide appropriate incentives for infill development utilizing tax incentives, density bonuses and design options to make infill more appealing for redevelopment.

**HSG GOAL 4:** **Provide for a variety of opportunities for safe, decent and affordable and attainable housing to meet the needs of existing and future residents of Douglas.**

## **Housing Mix, Availability, and Services (HSG-MAS)**

**HSG-MAS Objective 4-1:** Promote equitable residential development through diversity in housing type.

### ***Policies:***

**HSG-MAS 4-1a** Create zoning incentives that encourage the development of diverse housing types, including smaller, more affordable units and three- and four-bedroom units suitable for families with children.

**HSG-MAS 4-1b** Encourage a mix of housing types and opportunities and compatible residential infill in a range of prices and housing products throughout the city.

**HSG-MAS 4-1c** Research implementing reduced on-site parking requirements to encourage higher densities and lower housing costs in appropriate areas where public transit is available or the area is walkable to commercial and employment areas.

**HSG-MAS 4-1d** Encourage mixed-density housing development that increases the housing supply while promoting housing affordability and diversity by type.

**HSG-MAS 4-1e** Encourage overlay zoning or other innovative approaches to increasing housing supply and infill development.

**HSG-MAS 4-1f** Encourage and promote appropriate incentives for infill development of affordable housing and workforce housing.

**HSG-MAS 4-1g** Encourage higher density residential development adjacent to commercial and employment areas.

## **Home Ownership (HSG-OWN)**

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

### ***Policies:***

**HSG-OWN 4-2a** Encourage and leverage first-time homebuyer programs offered by government agencies, and private- public partnerships.

**HSG-OWN 4-2b** Promote the development of quality low- and moderate-income single-family homes within designated infill incentive districts.

**HSG-OWN 4-2c** Promote inclusionary housing/zoning strategies such as density bonuses to increase the production of affordable housing within large-scale residential projects.

**HSG-OWN 4-2d** Encourage financial assistance programs that serve to increase home ownership for low- and moderate-income residents.

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

**HSG-OWN 4-2f** Ensure attainable housing opportunities are available to serve the local employees of the city, schools, police and fire.

### **Neighborhood Revitalization (HSG-NR)**

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

#### ***Policies:***

**HSG-NR 4-3a** Develop a program to assist in the redevelopment or rehabilitation of dilapidated and vacant housing stock with financial assistance through programs such as grants, scholarships and/ or donations.

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

### **Special Needs Housing (HSG-SN)**

**HSG-SN Objective 4-4:** Promote and support the provision of adequate housing opportunities for special needs individuals and groups.

#### ***Policies:***

**HSG-SN 4.4a** Identify partners who can analyze the housing needs of the special needs population in Douglas.

**HSG-SN 4.4b** Adopt regulations to encourage the development of housing for special needs individuals and groups.

**HSG-SN 4.4c** Consider special needs housing dispersal requirements to promote diversity throughout the City.

**HSG-SN 4.4d** Continue to work with appropriate federal, state, regional and local housing providers to ensure that fair housing laws are enforced and the City is encouraging provision of a diversity of housing choices and opportunities available for all.

**HSG GOAL 5:** **Make housing available to residents of all income levels.**

**Affordable Housing (HSG-AFF)**

**HSG-AFF Objective 5-1:** Establish a community-wide goal for the provision of a variety of housing stock types affordable to all families and households in Douglas.

**Policies:**

**HSG-AFF 5-1a** Continue to support strategies for the provision of providing affordable housing to all segments of the population.

**HSG-AFF 5-1b** Consider current conditions and long-term trends in population and housing characteristics, the housing market, and construction when considering housing projects.

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

**HSG-AFF 5-1d** Encourage developers to designate at least 15 percent of all new units (rental or owner-occupied) specifically as low-income housing.

**HSG-AFF 5-1e** Encourage the development of an ordinance or other mechanism to designate a set-aside number of affordable housing units in all new housing or to establish a fee contribution in lieu of a set-aside of units to be used on future city housing projects.

**HSG-AFF 5-1f** Look to develop a local housing fund to assist home owners and seek funding from diverse sources, including federal, state, local, and private, to continue and expand current programs and to provide alternate sources to be tapped in the event that current funding decreases.

**HSG-AFF 5-1g** Update the City Code and development standards to enable Accessory Dwelling Units (ADU's) are permitted within the single-family residential categories according to new state legislative requirements.

**HSG-AFF 5-1h** Update the City Code, development standards, and adopt Building Codes to enable a variety of safe, innovative housing types to be constructed and located in Douglas.

Housing Element Implementation Strategies		
Goal	Strategy	Responsibility
Ensure residents of Douglas can find decent, safe and sanitary housing.	Explore funding sources to assist property owners in bringing housing units into compliance with applicable building and safety codes, so that the cost of upgrades do not price the units out of the range of current residents.	Neighborhood Resources
	Devise strategies for ensuring that all mobile homes, including rentals and owner-occupied units, comply with applicable building and safety codes.	Public Works
Improve the safety and habitability of existing housing stock.	Seek partnerships and cooperation from lending institutions in pursuing low-interest loan programs targeted to rehabilitation of and improvements to older residential structures.	Neighborhood Resources/ City Council
Evaluate housing assistance needs to track outcome of city efforts and implement additional funding mechanisms for new and existing programs.	Coordinate with Cochise County's housing program to ensure that Douglas residents in need are connected with access to housing.	Neighborhood Resources
	Provide appropriate incentives for infill development utilizing tax incentives, density bonuses and design options to make infill more appealing for redevelopment.	Development Services/ City Council
Provide for a variety of opportunities for safe, decent and affordable and attainable housing to meet the needs of existing and future residents of Douglas.	Create zoning incentives that encourage the development of diverse housing types, including smaller, more affordable units and three- and four-bedroom units suitable for families with children.	Development Services
	Research implementing reduced on-site parking requirements to encourage higher densities and lower housing costs in appropriate areas where	Development Services

	public transit is available or the area is walkable to commercial and employment areas.	
	Look to provide programs that offer counseling on the responsibility of home ownership, debt management, home loan information, and technical assistance to potential home owners from all segments of the population.	Neighborhood Resources
	Develop a program to assist in the redevelopment or rehabilitation of dilapidated and vacant housing stock with financial assistance through programs such as grants, scholarships and/ or donations.	Development Services/ Public Works
	Identify funding for right-of-way landscaping along with road maintenance in older mature neighborhoods where landscaping has deteriorated.	Public Works
	Adopt regulations to encourage the development of housing for special needs individuals and groups.	Neighborhood Resources/ Development Services
Make housing available to residents of all income levels.	Update the City Code and development standards to enable Accessory Dwelling Units (ADU's) are permitted within all residential categories according to state legislative requirements.	Development Services
	Update the City Code, development standards, and adopt Building Codes to enable a variety of safe, innovative housing types to be constructed and located in Douglas.	Development Services
	Look to develop a local housing fund to assist home owners and seek funding from diverse sources, including federal, state, local, and private, to continue and expand current programs and to provide alternate sources to be tapped in the event that current funding decreases.	City Council/ Neighborhood Resources