



# City of Nogales General Plan

## Transportation/Circulation Element

Although primarily based on the *Unified Nogales Santa Cruz County Transportation Plan 2010*, prepared by the Arizona Department of Transportation (ADOT), this element takes into consideration a variety of previous studies, initiatives at the federal, state and regional levels, and the complexities of being Arizona's largest Port of Entry along the US/Mexico border.

It also takes into consideration the impact of trade using surface transportation between the United States and its North American Free Trade Agreement (NAFTA) partners, Canada and Mexico. The Bureau of Transportation Statistics (BTS), a part of the U.S. Department of Transportation's Research and Innovative Technology Administration (RITA), reported May 29, 2008 that such impact was 1.5 percent higher in March 2008 than in March 2007, reaching \$70.8 billion.

On October 27, 2003, an initial FAST (Free and Secure Trade) lane was opened in El Paso/Juarez. In 2004, FAST lanes were provided to six additional border crossing points: Otay Mesa, CA; Calexico, CA; Nogales, AZ; Laredo, TX; Pharr, TX; and Brownsville, TX. These border crossing points account for ninety-one (91) percent of the trade crossing the US/Mexico border. Also, southbound lanes were made available at these same locations.

The US/Mexico Binational Bridges and Border Crossing Group (BBBXG) discusses planned or ongoing border crossing projects along the 1,952 mile US/Mexico border. This group is co-chaired by the Department of State and the Mexican Secretariat of Foreign Relations (SRE), and attended by federal agencies with an interest in border crossings such as:

1. Customs and Border Protection (CBP);
2. Department of Homeland Security (DHS);
3. General Services Administration (GSA);
4. Animal Plant Health Inspection Service (APHIS);
5. Food and Drug Administration (FDA);
6. Federal Highway Administration (FHWA);
7. Federal Railroad Administration (FRA); and
8. International Boundary and Water Commission (IBWC).

In addition to these agencies, the respective departments of transportation and border authorities of the Border States and their corresponding agencies in Mexico are also members of BBBXG. Being the federal agency responsible for the Presidential permitting process of border crossings, which essentially grants U.S. federal permission to build or modify an international border crossing, the State Department is the U.S. co-chair for BBBXG.

The BBBXG holds at least annual meetings at locations along the border, rotating between the states and countries. These meetings generally consist of three separate sections: Separate U.S. and Mexican delegation meetings where general issues are discussed and respective positions formulated; a public session where bridge and land border crossing sponsors or promoters make presentations on their projects to the entire group; and a government-only technical session, where the binational group discusses the status of ongoing border crossing projects and related issues.



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When time permits, the BBBXG conducts a "border walk" or visit a local planned or existing international port of entry. The State Department has announced that it would prefer only one border-wide BBBXG meeting per year, while hosting two or more regional BBBXG meetings annually.

The Department of Homeland Security (DHS) was directed to implement the U.S. Visitor Immigrant Status Indicator Technology (US VISIT) program at all land ports of entry by December 31, 2005. The US VISIT program tracks all entries and exits to and from the United States. According to DHS, the program collects, maintains, and shares information, including biometric identifiers, through a dynamic system, on foreign nationals to determine whether the individual should be prohibited from entering the U.S.; can receive, extend, change, or adjust immigration status; has overstayed or otherwise violated the terms of their admission; should be apprehended or detained for law enforcement action; or needs special protection/attention. The goals of this program are to: (1) enhance national security; (2) Facilitate legitimate trade and travel; and (3) Deploy the program in accordance with existing privacy laws and policies.

Of the total 26,985,507 passengers and pedestrians entering the U.S. through an Arizona Port of Entry, from October 2008 to September of 2009, a total of 12,759,132, or 47 percent, entered the U.S. through the Nogales Port of Entry. During the same period, a total of 6,777,825 passengers and pedestrians, or 25 percent, entered the U.S. through the San Luis Port of Entry, the next port of entry in Arizona with the highest passenger and pedestrian traffic. Of the total 341,185 commercial trucks entering the U.S. through an Arizona Port of Entry from October 2008 to September of 2009, a total of 273,716 commercial trucks, or 80 percent, entered the U.S. through the Nogales Port of Entry.

These figures make the City of Nogales preferred port of entry in the state of Arizona. While this fact presents an opportunity to attract commerce, tourism and visitors to the City of Nogales, the variables

involved create an intricate web of complexities impacting the Nogales transportation network. While the City faces the wear and tear of a large metropolitan area, it counts with small community resources to address the multiplicity of impacts caused by its location as a key international port of entry in of the US/Canada/Mexico economic trade corridor.

To take competitive advantage of its strategic location in a bi-national economy, provide a state-of-the-art transportation infrastructure, improve traffic circulation and provide a safe, efficient and convenient multimodal transportation network, Nogales must:

1. Attract a larger number of visitors to its downtown and commercial areas to increase revenues streaming from retail and services;
2. Participate in studies that address the traffic impact of these visitors on the road infrastructure;
3. Support studies that identify the number of dollars entering the state of Arizona and Santa Cruz County economy as a result of visitors entering the U.S. through the Nogales Port of Entry;
4. Recapture a portion of the dollars entering the economy and dedicate a portion of this recapture to the establishment of a safe, efficient and convenient multimodal transportation network;
5. Provide safe, convenient, and efficient access to the different planning areas within the City; and
6. Create successful strategic partnerships with:
  - U.S. Department of Homeland Security (DHS);
  - U.S. Customs and Border Protection (CBP);
  - U.S. Port Authority;
  - U.S. Department of Transportation (DOT)
  - Binational Bridges and Border Crossing Group (BBBXG)



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- Arizona Department of Transportation (ADOT);
- Ayuntamiento de Nogales, Sonora;
- CANAMEX;
- Arizona Office of Tourism;
- Arizona Department of Commerce;
- Santa Cruz County Department of Transportation;

These strategic partnerships are necessary to ensure that Nogales receives the regional, state, federal and international support necessary to maintain its road infrastructure while benefiting from the large number of visitors entering the state and the region via any Nogales ports of entry.

DOT reports that ADOT in the near future will be putting together a Regional Border Master Plan that will include all of the state's Border Transportation projects including projects at existing and future ports of entry. DOT encourages the City of Nogales and Nogales' stakeholders to participate in that process.

During a recent bi-national meeting in Yuma, private sector representatives from Sonora again expressed their hopes to develop the Puerta de Anza. As part of this General Plan update, the *Instituto Municipal de Investigacion y Planeacion del Gobierno Municipal de Sonora* was contacted. The institute's plan includes a new port of entry to be located east of DeConcini port of entry in close proximity to the Anza trail. These plans have been in effect for several years without manifesting. However, increase coordination among stakeholders from *Ambos Nogales* may create the synergies necessary for this to occur. Some property owners on the Arizona side support this regional, state, national and international initiative. In Nogales, Sonora, a master plan was prepared that includes a variety of uses, including commercial, work force residential, and institutional uses.

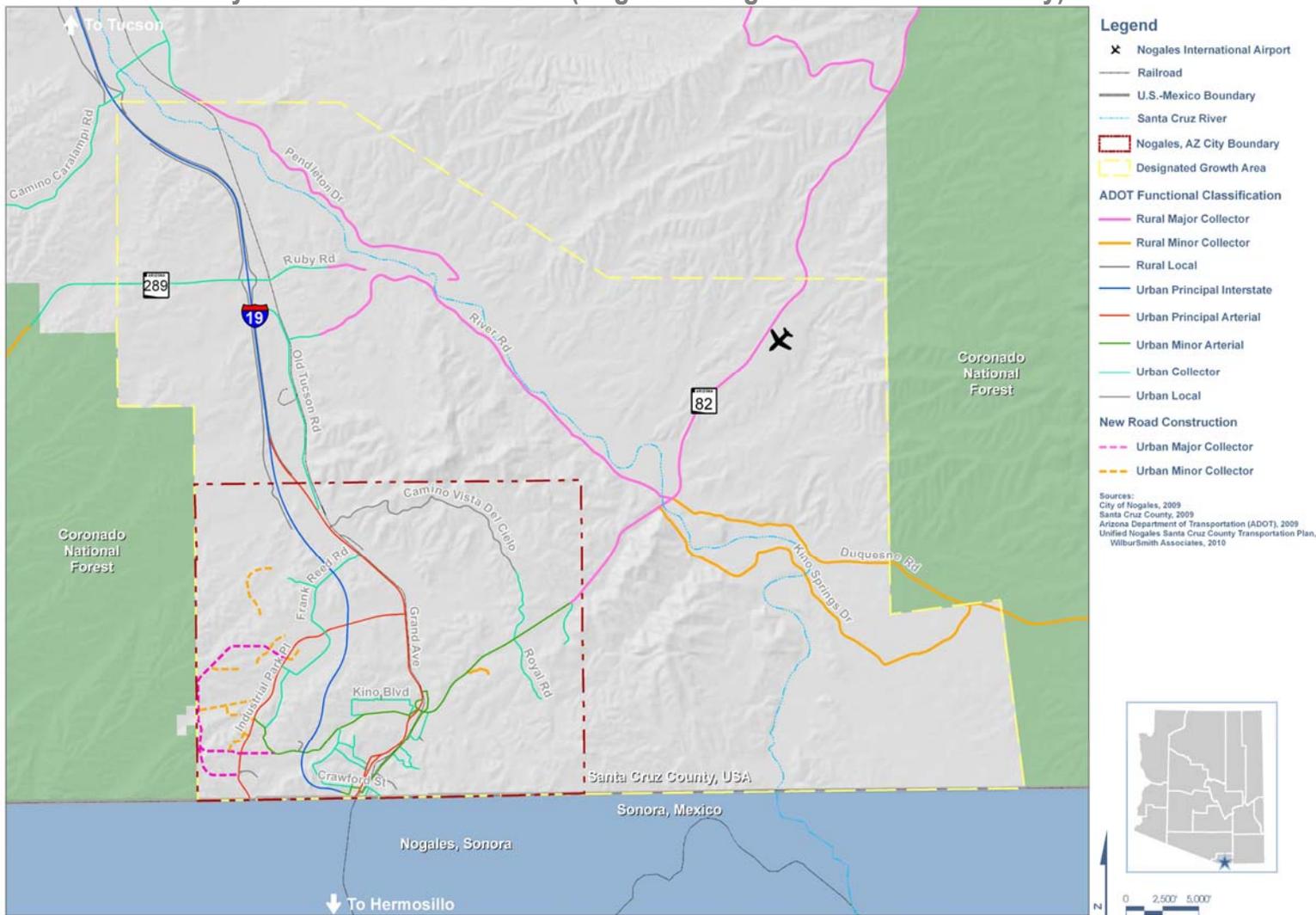


*Pedestrian-safe at Grade and Bridge Crossing Options at Morley Avenue and Court Street Explored During the General Plan Design Charrette*



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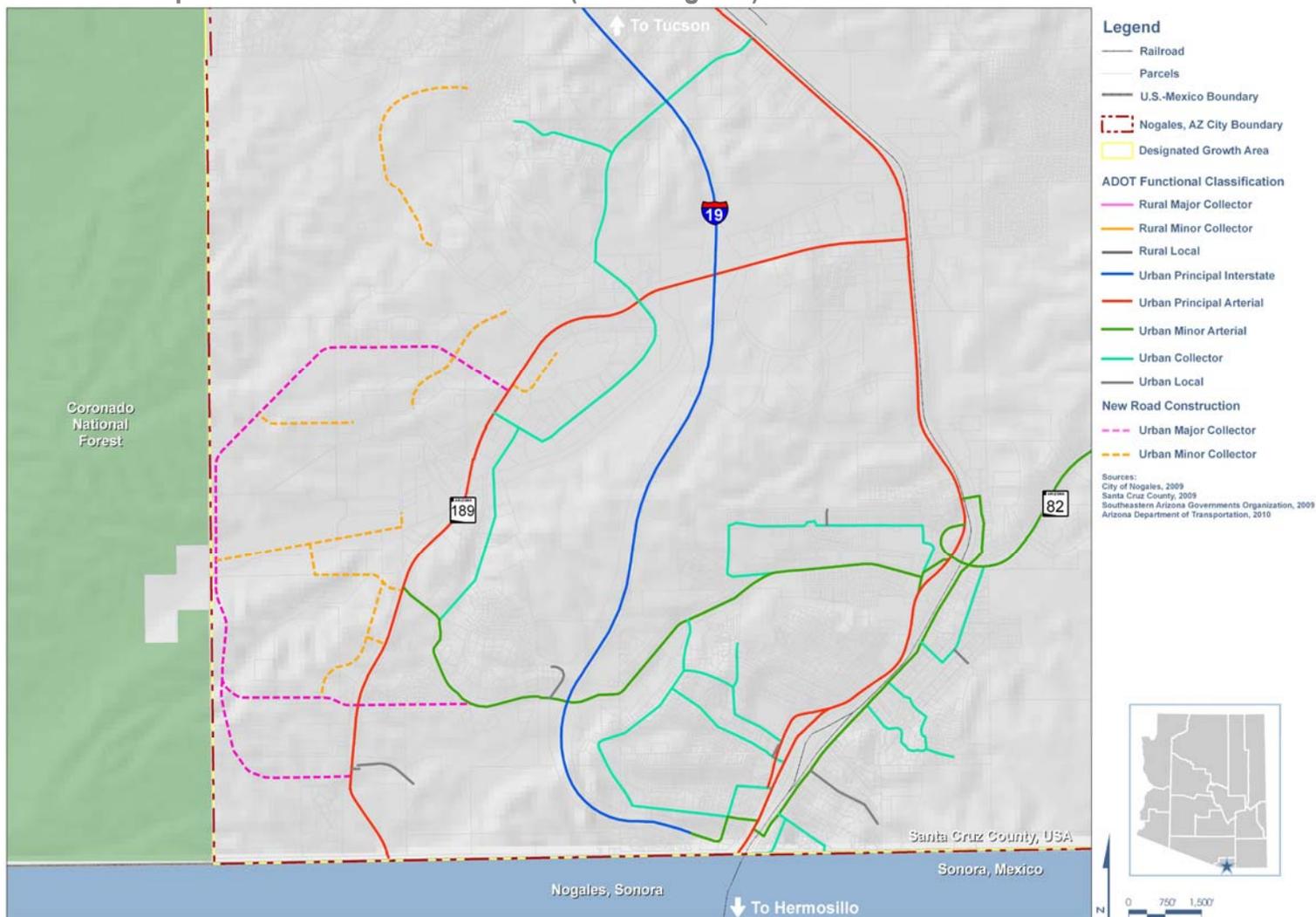
Exhibit 6: Roadway Functional Classification (Nogales Designated Growth Boundary)





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Exhibit 7: Proposed New Road Construction (West Nogales)

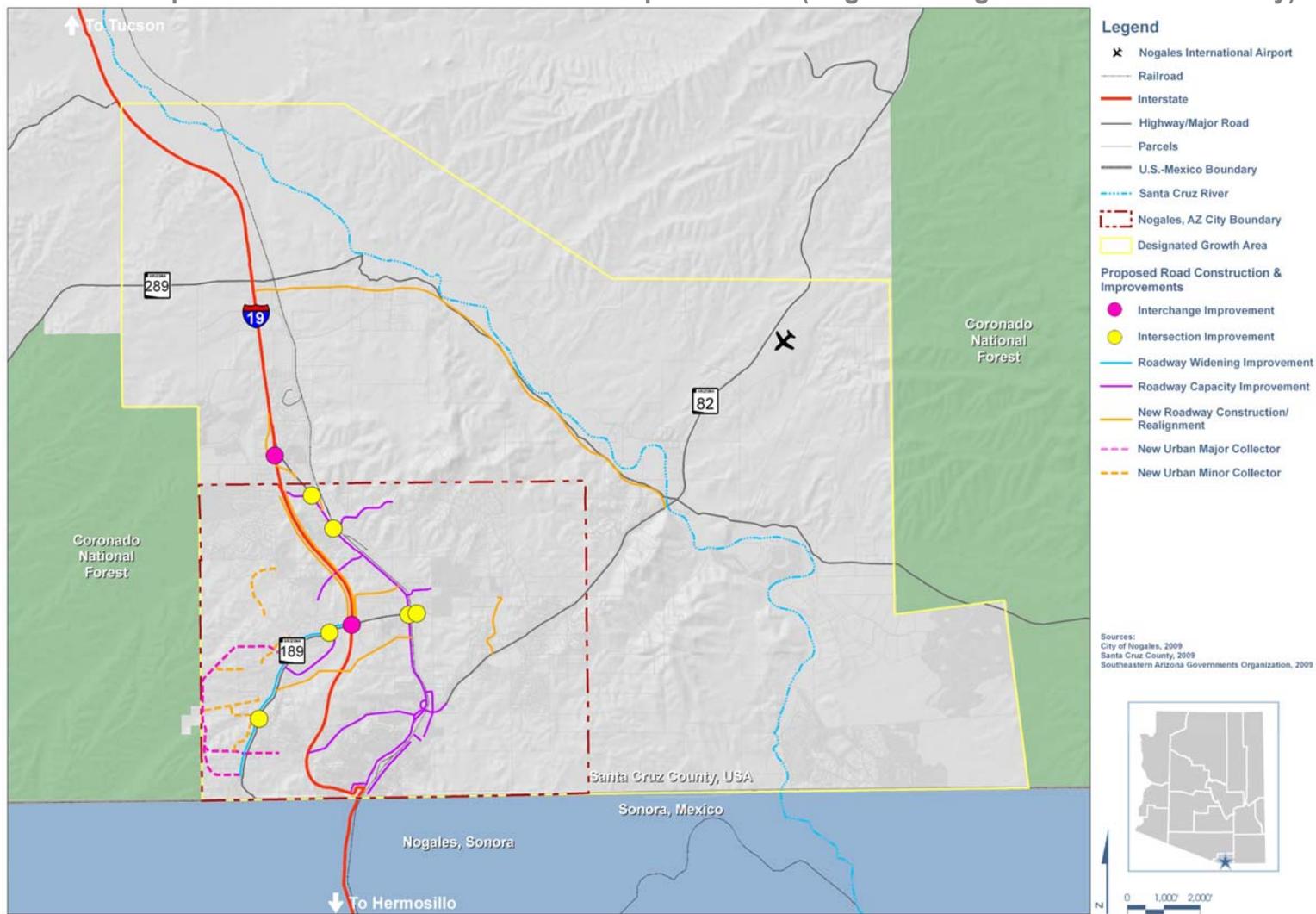


Source: Unified Nogales Santa Cruz County Transportation Plan, 2010



# City of Nogales General Plan

Exhibit 8: Proposed New Road Construction and Improvements (Nogales Designated Growth Boundary)

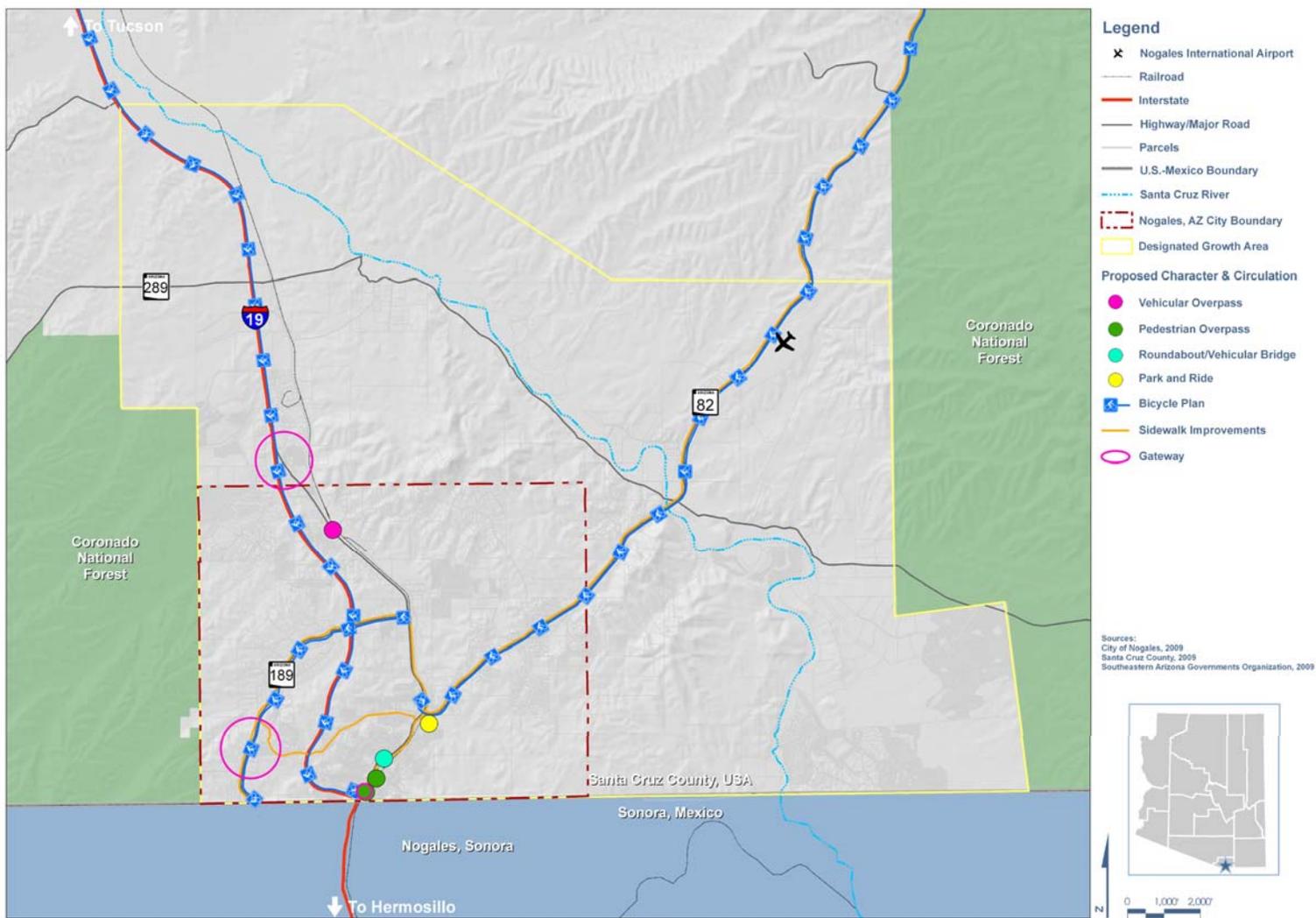


Source: Unified Nogales Santa Cruz County Transportation Plan, 2010



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Exhibit 9: Proposed Character and Circulation Improvements (Nogales Designated Growth Area)

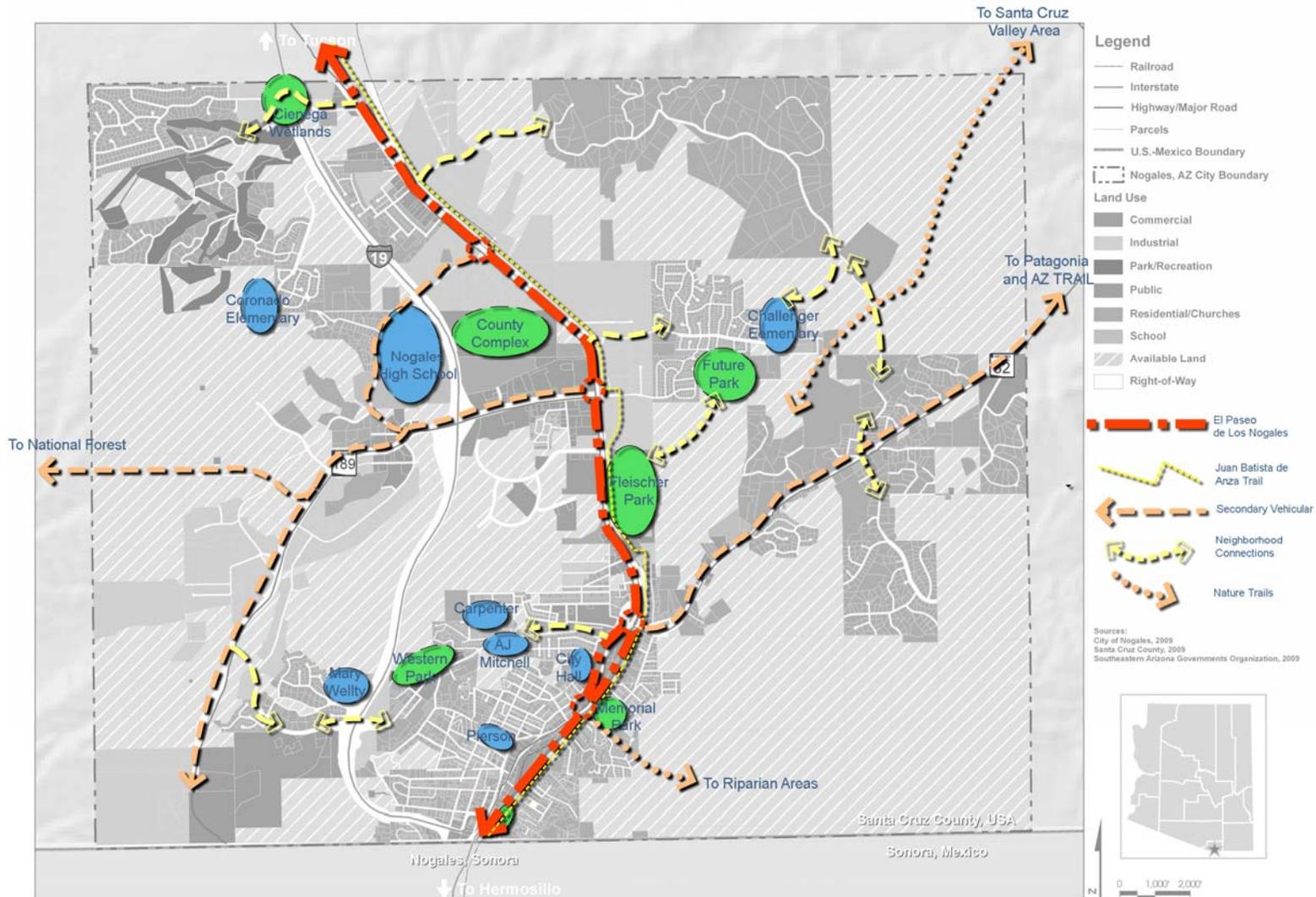


Source: Unified Nogales Santa Cruz County Transportation Plan, 2010



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Exhibit 10: Proposed Trail System Circulation (Nogales Designated Growth Area)



Source: Nogales General Plan Design Charrette, The Planning Center, 2010.



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## Transportation/Circulation Goals and Policies

**Goal 1:** Provide a safe, convenient and efficient multimodal transportation network.

**Policy 1:** Establish and maintain a safe, convenient and efficient level of service standard for all motorized and non-motorized transportation systems within the Nogales Designated Growth Area that:

1. Meets the community's current and projected transportation and circulation needs;
2. Furthers the City's economic development goals established;
3. Ensures appropriate traffic flow throughout the Designated Growth Area;
4. Takes into consideration Santa Cruz County and Arizona Department of Transportation long-range regional transportation goals; and
5. Implements the *Unified Nogales Santa Cruz County Transportation Plan 2010*.

**Policy 2:** Provide a comprehensive, multimodal transportation network that serves existing and planned development.

### Implementation Measures:

- a) Continue to coordinate regional route improvements with Santa Cruz County and the Arizona Department of Transportation to ensure that all regional route improvements further the policy direction provided in this General Plan.

- b) Require that all major and minor arterials within the Designated Growth Area maintain a "D" Level of Service or higher in order to maintain traffic flow.
- c) Require that all development proposals analyze proposed development traffic impacts on the existing roadway network.
- d) Review all proposed roadway improvements prior to scheduling such improvements in the Capital Improvements Plan to determine if such improvements further the policy direction provided in this General Plan.
- e) Where the roadway is maintained and/or operated by another authority, notify such agency in writing if any identified roadway improvement plans are not consistent with the policy direction provided in this General Plan.
- f) Implement the *Unified Nogales Santa Cruz County Transportation Plan 2010*.
- g) Require that all development, Area Plans and Planned Area Developments to:
  - a. Conform to the policy direction provided in this element;
  - b. Support the functional classification adopted on Exhibit 6 provided in this element;
  - c. Incorporate all the connectivity, transportation and circulation improvements adopted on Exhibits 7, 8, 9 and 10 and the concepts included in this element;
  - d. Support all the connectivity requirements included in the Open Space, Parks, Recreation and Trails Element.
  - e. Support the transportation and circulation needs of the corresponding planning area in conformance with the Land Use Element and the Growth Areas Element.



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**Goal 2: Establish a safe and convenient pedestrian and bicycle circulation system linking residential communities with public parks and other key destinations.**

Policy 1: Develop El Paseo de los Nogales, a multiuse trail running parallel to Grand Avenue, to enhance connectivity throughout the City and encourage alternative access and modes of travel.

Policy 2: Support investment in good sidewalks, pedestrian-friendly streets, crosswalks, bike lanes, street art, and landscaping.

Policy 3: Provide bicycle lanes and sidewalks in conjunction with new developments and along arterial and collector streets where the right-of-way exists.

**Implementation Measures:**

- a) Work with ADOT and Union Pacific Railroad, as well as major local, regional and state agencies and stakeholders, to create El Paseo de los Nogales along Grand Avenue to enhance the character, connectivity, walkability and economic viability of the City while encouraging alternative access and modes of travel.
- b) Perform a “walkabout” of Nogales that includes public parks and key destinations that identify areas of pedestrian conflict and enhance connectivity on areas of pedestrian conflict.
- c) Prioritize investment in sidewalks, pedestrian-friendly narrow streets, crosswalks, bike lanes, on-street parking, public art and landscaping in the Capital Improvement Plan.
- d) Adopt and implement standards for construction of pedestrian and bicycle crossings on arterial and collector streets.

e) Require new developments to provide bicycle lanes and sidewalks that connect with the established circulation system where feasible and appropriate.

f) Require the provision of bicycle lanes and sidewalks on road widening or road improvement projects along arterial and collector streets where the right-of-way exists.

**Goal 3: Improve traffic circulation throughout the City.**

Policy 1: Establish safe and convenient pedestrian, bicycle, multi-use and vehicular bridges over the railroad through coordination with Union Pacific Railroad and ADOT.

Policy 2: Work with the appropriate jurisdictions and agencies to address citywide traffic circulation concerns and issues.

**Implementation Measures:**

- a) Identify appropriate and practical locations for multi-modal connections over the railroad through coordination with Union Pacific Railroad and ADOT.
- b) Build safe and convenient pedestrian, bicycle, multi-use and vehicular connections over the railroad.
- c) Identify cross-town circulation issues and concerns as they arise and work with the appropriate jurisdictions and agencies to address issues.

**Goal 4: Enhance accessibility to modes of transportation.**

Policy 1: Improve accessibility to downtown for all major modes of transportation through the provision of adequate parking areas, bike lanes, crosswalks and sidewalks.



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Policy 2: Create streetscapes that are pedestrian-scaled, inviting, adequately landscaped and maintained.

Policy 3: Support investment in good sidewalks, narrow streets, crosswalks, bike lanes, on-street parking, street public art, community entry gateways and landscaping.

## Implementation Measures:

- a) Provide wayfinding downtown for tourists and local visitors.
- b) Conduct parking assessment in Centro Cultural that identifies existing parking, potential locations for additional parking and incorporates an implementation plan for the provision of new parking areas or parking structures in the Nogales downtown area.
- c) Require all new development to provide multimodal connectivity and access.

**Goal 5: Recapture a portion of the visitors utilizing the Nogales ports of entry to enhance the economic sustainability of the City.**

Policy 1: Provide the multimodal connectivity necessary to attract visitors to Centro Cultural and Historic downtown and the diverse planning areas to increase revenues streaming from retail and services.

Policy 2: Participate in studies that address the local traffic impacts of port of entry users on the road infrastructure.

Policy 3: Support studies that identify the revenues resulting from visitors entering the U.S. through the Nogales ports of entry.

Policy 4: Recapture a portion of the dollars entering the economy to provide a safe, efficient and convenient multimodal transportation network.

## Implementation Measures:

- a) Provide wayfinding and information directories that inform visitors about Nogales' attractions at strategic locations.
- b) Develop an Economic Development Strategy that promotes quality commercial and retail development in close proximity to Nogales' major ports of entry.
- c) Participate in and/or conduct studies that address the local traffic impacts of port of entry uses on the road infrastructure.
- d) Work with the University of Arizona to develop studies that identify the economic impact of Mexican visitors in the State of Arizona, Santa Cruz County, and Nogales as a result of visitors entering the U.S. through Nogales' ports of entry.
- e) Work with all applicable agencies and stakeholders to recapture a portion of the dollars entering the economy to provide a safe, efficient and convenient multimodal transportation network.

**Goal 6: Minimize border crossing congestion.**

Policy 2: Coordinate new development with port of entry circulation needs.

## Implementation Measures:

- a) Work with Department of Homeland Security to find solutions to long wait times for border traffic.



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- b) Coordinate planning for growth areas and new port development with the Department of Homeland Security, ADOT, Santa Cruz County and other agencies as appropriate.
- c) Identify and evaluate additional border crossing sites as needed.
- d) Direct local border traffic to the Morley Gate and the Dennis DeConcini ports of entry.

**Goal 7: Develop major gateways into the City that are visually appealing, inviting and contribute to Nogales' character and sense of place.**

**Policy 1:** Establish major gateways into the City that incorporate landscaping and public art and further contribute to Nogales' character and sense of place.

**Implementation Measures:**

- a) Develop major gateways into the City that incorporate appropriately-scaled landscaping and public art and conform to the policy direction provided in the Land Use Element.

**Goal 8: Establish successful partnerships with the appropriate jurisdictions and agencies to further the transportation goals and policies provided in this General Plan.**

**Policy 1:** Work with the appropriate agencies to create successful strategic partnerships that further the transportation goals and policies provided in this General Plan.

**Implementation Measures:**

- a) Create successful strategic partnerships with:
  - a. U.S. Department of Homeland Security (DHS);
  - b. U.S. Customs and Border Protection (CBP);
  - c. U.S. Port Authority;
  - d. U.S. Department of Transportation (DOT)
  - e. Arizona Department of Transportation (ADOT/Sonora);
  - f. Ayuntamiento de Nogales, Sonora;
  - g. CANAMEX;
  - h. Arizona Office of Tourism;
  - i. Arizona Department of Commerce; and
  - j. Santa Cruz County Department of Transportation.



*Mariposa Port of Entry Facility*



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*Morley Avenue and Court Street Concept Showing Pedestrian Bridge, Parking Shade Structures with Solar Panels and Enhanced At-grade Pedestrian Crosswalks  
General Plan Design Charrette, The Planning Center, 2010*



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*Morley Avenue Street Concept Showing Enhanced At-grade Pedestrian Crosswalks, Streetscapes, Façade Improvements, Shuttle Pull Out, Parking and Public Realm Definition  
General Plan Design Charrette, The Planning Center, 2010*



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*Morley Avenue Street Concept Showing Enhanced Streetscapes, Façade Improvements, Shuttle Pull Out, On-street Parking and Public Realm Definition  
General Plan Design Charrette, The Planning Center, 2010*



# City of Nogales General Plan



*Vehicular Bridge Crossing Concept Over the Union Pacific Railroad  
General Plan Design Charrette, The Planning Center, 2010*



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*Frank Reed Road Multimodal Concept - General Plan Design Charrette, The Planning Center, 2010*



# City of Nogales General Plan



*Paseo de Los Nogales Concept for Morley Avenue - General Plan Design Charrette, The Planning Center, 2010*



# City of Nogales General Plan



*Paseo de Los Nogales Concept for Grand Avenue - General Plan Design Charrette, The Planning Center, 2010*



# City of Nogales General Plan



*Gateway Concept Grand Avenue Entrance to the City - General Plan Design Charrette, The Planning Center, 2010*