

Activating Historic Clarkdale Through Sustainable Design and Policy



Sustainable
Cities
Network

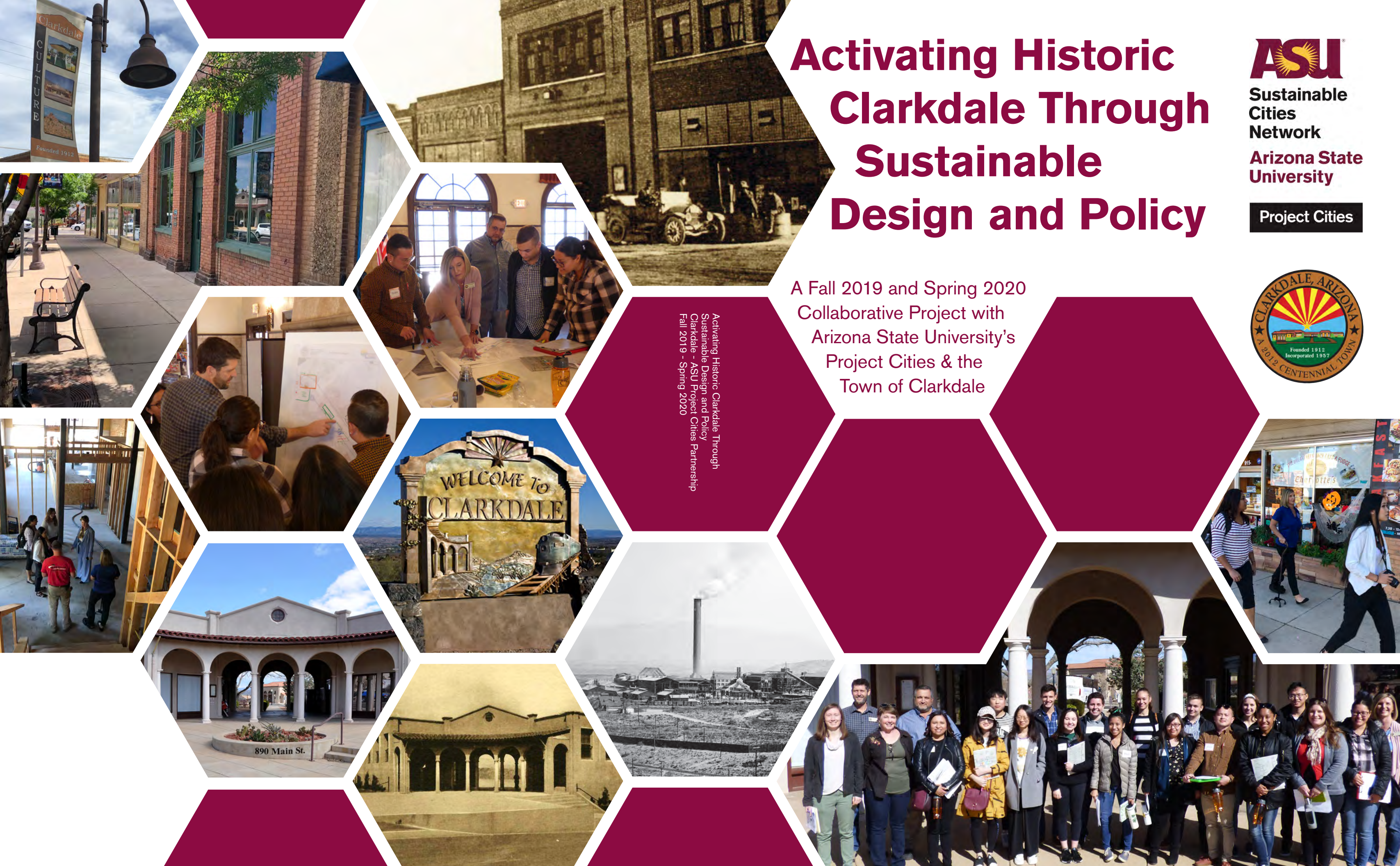
Arizona State
University

Project Cities

A Fall 2019 and Spring 2020
Collaborative Project with
Arizona State University's
Project Cities & the
Town of Clarkdale



Activating Historic Clarkdale Through
Sustainable Design and Policy
Clarkdale - ASU Project Cities Partnership
Fall 2019 - Spring 2020



PART 1:

Introduction

GET TO KNOW THE PROJECT

ABOUT ASU PROJECT CITIES

ABOUT THE TOWN OF CLARKDALE

EXECUTIVE SUMMARY

KEY RECOMMENDATIONS

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This report represents original work prepared for the Town of Clarkdale by students participating in courses aligned with Arizona State University's Project Cities program. Findings, information, and recommendations are those of students and are not necessarily of Arizona State University. Student reports are not peer reviewed for statistical or computational accuracy, or comprehensively fact-checked, in the same fashion as academic journal articles. Project partners should use care when using student reports as justification for future actions. Text and images contained in this report may not be used without permission from Project Cities. All images used are property of Arizona State University unless otherwise noted. Licensed images from external sources are credited in the Image Credits section at the end of each section.

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ACKNOWLEDGMENTS

Town of Clarkdale

Doug Von Gausig, Mayor

Richard Dehnert, Vice Mayor

Bill Regner, Councilmember

Scott Buckley, Councilmember

Debbie Hunseder, Councilmember

Tracie Hlavinka, Town Manager

Ruth Mayday, Community Development Department Director

Guss Espolt, Community Development Technician

Mike Gray, Community Development Project Manager

Maher Hazine, Public Works Director

Arizona State University (ASU)

Julie Ann Wrigley Global Futures Laboratory

Peter Schlosser, Vice President, Global Futures Laboratory

Christopher Boone, Dean, School of Sustainability

Patricia Reiter, Director of Strategic Initiatives, Global Futures Laboratory

Meredith Simpson, Director of Operations, Global Futures Laboratory

On behalf of the Julie Ann Wrigley Global Futures Laboratory, the Global Institute of Sustainability and Innovation, and the School of Sustainability, we extend a heartfelt thank you to the Town of Clarkdale for enthusiastically engaging with students and faculty throughout the semester. These projects provide valuable real-world experience for our students and we hope that their perspectives shine light on opportunities to continuously improve Clarkdale's future livelihood and community well-being.

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To access the original student reports, additional materials, and resources, visit:

links.asu.edu/PCClarkdaleDowntownRevitalization19-20

ABOUT PROJECT CITIES

The ASU Project Cities program uses an innovative, new approach to traditional university-community partnerships. Through a curated relationship over the course of an academic year, selected Community Partners work with Project Cities faculty and students to co-create strategies for better environmental, economic, and social balance in the places we call home. Students from multiple disciplines research difficult challenges chosen by the city and propose innovative sustainable solutions in consultation with city staff. This is a win-win partnership, which also allows students to reinforce classroom learning and practice professional skills in a real-world client-based project. Project Cities is a member of Educational Partnerships for Innovation in Communities Network (EPIC-N), a growing coalition of more than 35 educational institutions partnering with local government agencies across the United States and around the world.

ABOUT SUSTAINABLE CITIES NETWORK

Project Cities is a program of ASU's Sustainable Cities Network. This network was founded in 2008 to support communities in sharing knowledge and coordinating efforts to understand and solve sustainability problems. It is designed to foster partnerships, identify best practices, provide training and information, and connect ASU's research to front-line challenges facing local communities. Network members come from Arizona cities, towns, counties, and Native American communities, and cover a broad range of professional disciplines. Together, these members work to create a more sustainable region and state. In 2012, the network was awarded the Pacific Southwest Region's 2012 Green Government Award by the U.S. EPA for its efforts. For more information, visit sustainablecities.asu.edu.

PROJECT CITIES TEAM

Director

Anne Reichman
anne.reichman@asu.edu
480-965-2168

Program Manager

Steven Russell
steven.russell@asu.edu
480-727-2698

Program Assistant

Jordan Sene, Bachelor of
Science in Sustainability

Program Assistant

Lindsey Sikorski, Master of
Landscape Architecture



Project Cities

Sustainability Through Local Action

projectcities.asu.edu

ABOUT CLARKDALE

The Town of Clarkdale, Arizona is located on the banks of the Verde River in the north central part of Arizona. It is a thriving community and is the gateway to the Sycamore Canyon Wilderness Area in the beautiful Verde Valley. Founded in 1912, Clarkdale is renowned as the first master-planned community in the state of Arizona and was developed with a "Live, work, play" ideology intended to provide its residents with a wholesome living experience. Clarkdale has just over 4,300 residents who thrive in the fresh, clean air of the Verde Valley.

CLARKDALE TEAM

Project Cities Community Liaison

Tracie Hlavinka, Town Manager

Clarkdale Project Leads

Tracie Hlavinka, Town Manager

Ruth Mayday, Community Development Department Director

Guss Espolt, Community Development Technician

Mike Gray, Community Development Project Manager

Maher Hazine, Public Works Director



Celebrating historic charm. Creating a prosperous future.
clarkdale.az.gov



Town of Clarkdale

Post Office Box 308
Clarkdale, AZ 86324
Telephone: (928) 639-2400
Fax: (928) 639-2409

March 16, 2020

Dear Town of Clarkdale:

On behalf of the Town Council and the Town of Clarkdale, we would like to express our appreciation to all who have been involved with the ASU Project Cities Program. Over the last year, we have worked collaboratively with more than 30 students to begin a Central Business District Revitalization Plan. This project provided an opportunity for community involvement and interaction with ASU faculty and students and produced a great outcome for the project. Clarkdale residents also gave insight into how they want the community to evolve in design and concept.

Due to the Town's small staff, resources are limited to what can be accomplished with research, design and concept plans. Through the ASU Project Cities Program, we have been able to work toward achieving some economic development ideas for Clarkdale. These concepts focus both on the downtown area as well as the 89A corridor.

While working with capstone students, strategies were identified to address vacant buildings on Main Street and economic tourism. These concepts were shared at the 2019 Town Council Strategic Plan Meeting and became part of the Town Council 2020-2021 Work Plan document. Additional research and recommendations will be instrumental as the Town begins the 2023 General Plan. The collaborative effort from ASU and staff has elevated the quality of our General Plan categories and concepts.

The Town of Clarkdale looks forward to working with Arizona State University and the outstanding graduates of this program. The Town, Council, staff and residents have benefited from the interactions and product produced from the Project Cities Program. We see ASU as a valued asset to the town as a whole and thank you for the opportunity to engage with such talented individuals.

Sincerely,

Doug Von Gausig, Mayor

Tracie Hlavinka, Town Manager

Clarkdale, Arizona



Proud partner of

ASU Sustainable Cities
Network
Arizona State University

Project Cities

Verde River at Box Canyon

Demographics

total population: **4,349**

36% of residents are over the age of 65

median age: **56.27**

78% of residents are homeowners

67.1% of the population has some college education, 31.75% are college graduates

median yearly income: **\$45,304**

Schools

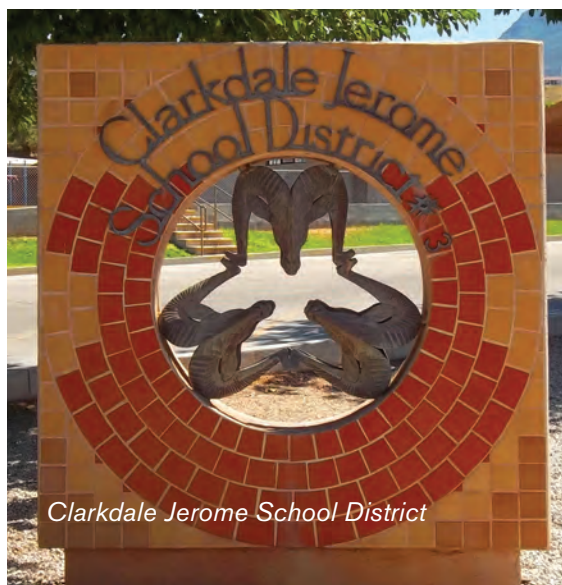
Clarkdale is home to the Yavapai College Verde Campus and the Small Business Development Center. Yavapai College has one of the leading viticulture and enology schools in the Southwest. High school students in Clarkdale attend Mingus Union High School, and the Clarkdale-Jerome Elementary School boasts an excellent reputation for educating students from Kindergarten through 8th grade.

Sustainability

In Clarkdale's 2013 General Plan, the City identified four main sustainability objectives: **water use, ecological design, sustainable construction** and **mixed use development**. In 2019, Clarkdale announced its partnership with ASU's Project Cities to enliven the Central Business District with a sustainability orientation.



Clarkdale Park



Clarkdale Jerome School District



Tuzigoot National Monument

History

The Town of Clarkdale is located on the banks of the Verde River in the north central part of Arizona. It is a thriving community and is the gateway to the Sycamore Canyon Wilderness Area in the beautiful Verde Valley. Founded in 1912, Clarkdale is renowned as the first master planned community in the State of Arizona. The town was founded as a modern copper-smelting company town for the employees of the mines in Jerome and their families. Ahead of its time, Clarkdale boasted underground utilities, sewers, paved streets, stylish homes and a thriving commercial center.

The main town site was located on a ridge overlooking the industrial smelter complex and was developed with residential homes, including upper and lower-income housing, a commercial

area, an administrative center, schools, recreational and cultural facilities, and parks. They intended to include all the parts typically found in a small town within a comprehensive planned design. Today, the original town site of Clarkdale is recognized as a Historic District on the National Register of Historic Places.

The original rail line that served the smelter is now host to a scenic excursion train, the Verde Canyon Railroad, which allows travelers a four-hour round trip to view the protected ecosystem of the Sycamore Canyon Wilderness Area and Verde River firsthand. In addition to the excursion branch, the Arizona Central Railroad (the parent company of the Verde Canyon Railroad) ships materials by rail to Salt River Materials Group, a local cement manufacturer.



Verde Canyon Railroad

Attractions

Hop aboard the Verde Canyon

Railroad for the longest-running nature show along the Verde River. Spot bald eagles and enjoy an array of special events onboard throughout the year. Experience the Arizona Copper Art Museum housed in the restored Clarkdale High School with its dazzling array of thousands of gorgeous copper artifacts (some of which you can touch). Float the Verde River with experienced

local river outfitters and enjoy unspoiled riparian areas adjacent to the Audubon Important Birding Area in Tavasci Marsh. Dance the night away every weekend to live music. Explore the Tuzigoot National Monument featuring the ruins of an ancient Sinagua Indian pueblo. Savor local terroir at Clarkdale's wineries, the Chateau Tumbleweed tasting room and winery or the Southwest Wine Center in the heart of Yavapai College's Verde Campus in Clarkdale.

Downtown Business District



Downtown Business District

The historic Downtown Business District boasts many treasured historic assets and is the center of Clarkdale's government, cultural and historic core. The Town and downtown-area business owners have invested heavily to keep the town core thriving. As of 2019, there are four vacant properties in the Business District that pose opportunities for redevelopment, including a former grocery store, apartments and the old

Grand Theatre. \$1.5 million in streetscape improvements in the Downtown Business District were completed in March 2005.

Clarkdale revitalization plan

1. Develop a strategy to **encourage public and private investment**
2. Produce a **report of building conditions** including a revitalization plan for each building, cost estimates on the repairs and possible funding sources
3. Develop a **parking, pedestrian and bicycle connection plan**
4. Identify creative use of existing spaces to **promote foot traffic** in the area

Business Highlights

- Clarkdale has 83 businesses
- Workforce is composed of 45% blue collar; 54% white collar
- 90% of businesses have less than 20 employees
- There are approximately 8,000 events in the business district including Clarktoberfest, the Car Show, wine festivals and multiple block parties



Historic Downtown Mainstreet

Leading industries as of 2019

Public Administration



167 Jobs

Education



110 Jobs

Information



108 Jobs

Transportation & Warehousing



87 Jobs



Kayaking on the Verde River

Local ecology

The Verde River bisects the north portion of Clarkdale at a low elevation of around 3,300 feet. The west side of the town boundary is located along the foothills of Mingus Mountain in the Black Hills Range at a high elevation of approximately 4,600 feet above sea level. On the northeast border of Clarkdale, the National Park service operates the 42-acre Tuzigoot National Monument, an 800-year-old Sinagua pueblo, which is surrounded by hiking trails and hosts a complete museum. Tavasci Marsh borders Tuzigoot National Monument and has been designated as an Important Birding Area by the North American Audubon Society. Arizona State Parks also manages the Tuzigoot River Access Point along the Verde River in Clarkdale. The town is surrounded by the Prescott National Forest to the west and the Coconino National Forest to the east. In addition, trust lands of the Yavapai-Apache Nation are located within the town boundary.



Local wildlife

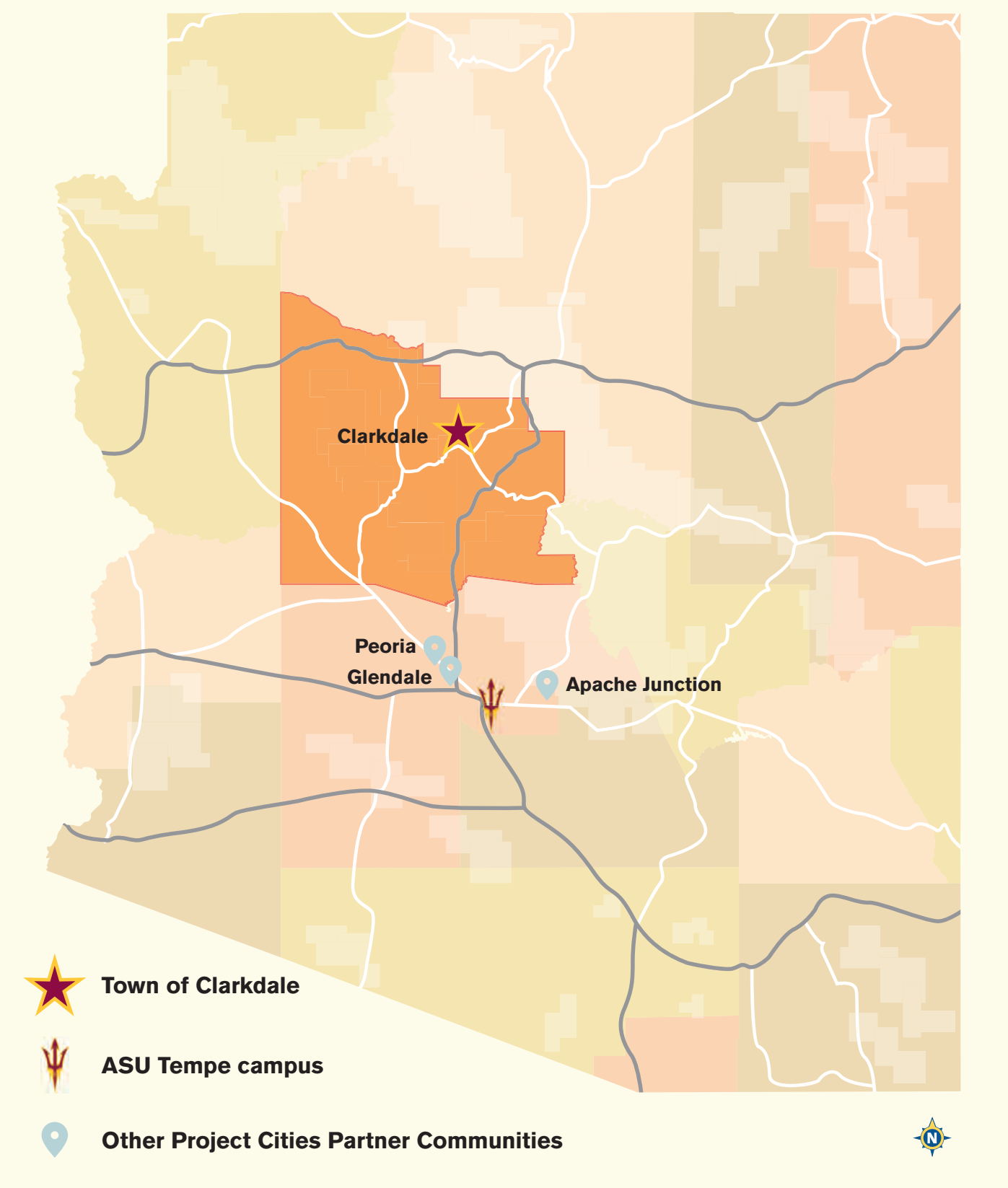


Verde River



Sycamore Canyon

MAP OF PROJECT CITIES PARTNER COMMUNITIES IN ARIZONA



EXECUTIVE SUMMARY

Clarkdale is a small community in north-central Arizona, nestled in the Coconino forest, along the southwest banks of the Verde River. Clarkdale was founded in 1912 as a company town to serve the United Verde Copper Company and was officially incorporated in 1957. Listed on the National Register of Historic Places, the Town of Clarkdale was Arizona's first master-planned community that still serves as a model of urban planning. With Spanish Colonial style facades and original brick exposed on most buildings, the historic downtown district is poised to capitalize on its quaint charm.

Despite a regional economic growth trend that has benefited its neighbors, the Town of Clarkdale has not seen the same significant growth in recent years. Rather, the community has struggled to keep pace with the Towns of Jerome and Cottonwood; both have developed a unique character and identity, attracting both tourists and businesses alike, sometimes at Clarkdale's loss. However, Clarkdale is well-positioned to tell a compelling story that celebrates the town's history and positions it as a destination for tourists across Arizona.

As a small community of just over 4,000 residents, the Town of Clarkdale does not have surplus resources for consultants and designers. To assist with this challenge, Clarkdale entered an innovative new partnership with the ASU Project Cities (PC) program. In total, PC connected Clarkdale staff with 52 students in two full classes and two masters capstone projects. The university-community partnership allowed Clarkdale to engage in a mutually-beneficial arrangement, where students gained access to a challenging, hands-on learning experience that applies the concepts and knowledge covered in their ASU classes. Similarly, the community benefited from the combined efforts of dozens of enthusiastic and intelligent ASU students.

Each project team took a different approach, pursuing slightly different topics and research questions. Generally speaking, strategies identified by the four reports included in this compilation envision a future for Clarkdale that celebrates both the town's past and present, through elements of planning, community engagement, administration, and design. The fall semester class projects were heavily research-oriented; students interviewed public officials in Clarkdale and elsewhere in the country. They also conducted extensive background research in academic literature, professional publications, and case studies of other communities' experiences facing similar challenges.

Spring semester's students engaged directly with city staff, local business owners and other local stakeholders through a visioning workshop and a public stakeholder meeting to co-create a vision for Clarkdale with local stakeholders, rather than for them.

PAF 509: Two masters capstone students from the School of Public Affairs' MPA program examined elements of historic preservation in Clarkdale. Both studies relied on literature review, expert interviews, site visits, and observation of Town Council. The Shah capstone grapples with the broader framework and strategy around historic preservation. Shah draws on three leading revitalization frameworks, applying these frames to lessons learned from three other communities' case studies. The Dabbs-Mendoza capstone explores funding mechanisms for historic preservation and similarly examines other communities' approach to funding historic preservation efforts. These sections position the Main Street Approach and Certified Local Government programs as core to Clarkdale's historic preservation program.

PUP 642: Students with the School of Geographic Sciences and Urban Planning (SGSUP) conducted a brainstorming exercise, as a culminating assignment for their urban and regional economics class. For the project, the students tapped into all of the semester's lessons to address a very open-ended prompt: explore a planning strategy or concept that Clarkdale could leverage to enhance its downtown. Students split into seven groups, each exploring a different strategy of interest. Over just a few weeks, students conducted virtual visits, met virtually with city staff, and studied literature for evidence of past successes of their topic.

PUP 580: Students in the culminating experience course for the Master of Urban and Environmental Planning program (also with SGSUP) closed the project out by launching a public engagement process, resulting in the development of design guidelines for the historic downtown corridor and 89A commercial corridor. Students engaged with the town through a staff visioning session, then a public meeting with a tech-assisted visual preference survey and guided breakout discussions. For their final deliverable, students provided a detailed and professional document that will serve to capture the essence of public values during the town's longer-term revitalization project.

This project summary compilation provides wide-reaching insights into both internal and external considerations for Clarkdale's ongoing economic development and historic preservation efforts. The Main Street Approach, and the state's Certified Local Government program rise to the top as guiding principles and essential action items for the broader picture; some funding strategies hinge on these programs. Slow tourism concepts also emerge as guiding principles.

Residents have expressed a clear desire for place-based branding and identity. The students' analyses also support the need to establish anchor attractions in Clarkdale and solidify its brand awareness as a destination that complements the draw of neighboring Jerome and Cottonwood. The comprehensive design guidelines detailed in the latter part of this report help paint a vivid picture of what that could look like for the Town of Clarkdale, by capitalizing on existing attractions and untapped potential.

The four class projects pursue a diverse array of specific topics of interest as well, providing a wide berth of ideas. Some common themes emerge between the papers: embrace sustainability, slow tourism, and outdoor recreation; focus on adaptive reuse and renovation of historic buildings, especially in the downtown corridor; elevate arts and culture through town-sponsored programs and public art installations; highlight Clarkdale's history as a mining town, as well as its proximity to Native American heritage sites; develop branding and design principles that celebrate the community and contribute to sense of place.

The ensuing recommendations and class summary sections are intended to equip the Town with tools and information, as they pursue a General Plan update, and other ongoing efforts to breathe new life into the historic downtown corridor. It is important to note that these recommendations are provided for educational and research purposes, and the Town should consult with its own staff and counsel before advancing any new policies recommended by this literature.

The ensuing sections summarize and organize the original work conducted by ASU students in the 2019-20 academic year. All of the students' original work can also be retrieved online at links.asu.edu/PCClarkdaleDowntownRevitalization19-20.

GOALS & RECOMMENDATIONS

The students' research across the three participating classes aims to provide the Town of Clarkdale with feasible strategies and recommendations intended to boost their local economy through various development and preservation opportunities. Recommendations are categorized here into four topics, Community character, Downtown district design guidelines, 89A commercial corridor design guidelines, and Administrative response. **To facilitate navigation of this compilation, each recommendation is cited to its location within this report.**



Figure 1 PUP 580 students brainstorm site opportunities with Community Development Director, Ruth Mayday, at the Spring 2020 Semester Kickoff.



Figure 2 PAF 509 Capstone students, Hannah and Neelam, talk with Town Manager, Tracie Hlavinka, on a walking tour of downtown Clarkdale.

RECOMMENDATIONS FOR COMMUNITY CHARACTER

Sustainability

Utilize green building practices to support Clarkdale's commitment to sustainability, such as: LED lighting, green building certifications, net zero energy practices, distributed energy systems, installing low-flow water systems (interior and exterior), and sourcing sustainable or reused building materials (pp. 207, 218-221, 250-251, 257).

Practice adaptive reuse, preserving and restoring existing buildings whenever possible, rather than building new developments. This reduces waste and adds character (pp. 41, 206, 209, 218).

Improve the walkability and bikeability of Main Street through streetscaping improvements (pp. 115, 206, 216-217).

Diversify Clarkdale's industry base by courting sustainable businesses, such as renewable energy companies or businesses that hold sustainability as a core value in their general practices (p. 116).

Establish a farmer's market in downtown Clarkdale, to provide healthy food access to residents and support local farmers in the Verde Valley region (p. 115).

Separate waste into landfill, recycling, and composting streams. Aim to include all waste produced within the district, both inside buildings and also at the refuse storage point outside (p. 219).

Utilize a xeriscape plant palette throughout Clarkdale, to reduce maintenance costs and water usage (p. 217).

Prioritize shade in the landscape to support other elements and the pedestrian realm. Whenever possible, shade should come from natural sources, such as native desert trees, but historically appropriate awnings and artificial shade structures are another option where natural shade is not possible (pp. 214, 217, 249).

Use permeable paving where possible to improve stormwater drainage (p. 221).

Market Clarkdale as a "Sustainability Tourism" destination, by designing meaningful experiences that simultaneously raise awareness about sustainability and sustainable practices (p. 115).

RECOMMENDATIONS FOR COMMUNITY CHARACTER (CONT'D)

Historic preservation

Become a Certified Local Government in order to access Arizona State Historic Preservation Office resources, such as pass-through grants and additional support (pp. 83, 86, 92, 100).

Establish a Historic Preservation Commission, which can engage with residents and developers to advocate for historic preservation and advise on appropriate guidelines and standards. Commission members can engage directly with the community in a manner that town staff may not always be able to, serving an important role in support of the town's historic preservation mission (pp. 73-74, 93).

Adopt the Main Street Approach, developed by the National Main Street Center and the National Trust for Historic Preservation. This is by far the most utilized method for downtown revitalization based on historic preservation (pp. 41-44, 80-82, 84, 86, 187).

Students also recommended adopting a multi-frame approach that borrows from other strategies, such as the en-RICHED and Modified Steps frameworks (pp. 42, 44-45).

Arts and public space

Invest in art and cultural development in Clarkdale by creating a co-working art studio, issuing various calls for art and artists to sustain a growing art culture, and implementing a downtown walking tour focused on the art history of Clarkdale (pp. 120-123).

As the town grows, work with developers and community members on an ongoing basis to secure spaces for public art installations. The town can serve to facilitate public art projects by making connections between developers and artists in the region (pp. 120-123, 254).

Activate vacant/unused lots for public spaces, with temporary installations, such as: art installations, temporary structures, outdoor furniture, event spaces, etc.. Pursue such activations in partnership with the property owner (pp. 131-132).

RECOMMENDATIONS FOR COMMUNITY CHARACTER (CONT'D)

Slow tourism and outdoor recreation

Embrace slow tourism as a framework that balances residents' interest in maintaining Clarkdale's "small town charm," and thus avoiding the "pitfalls of tourism." The slow tourism framework helps to connect these goals (pp. 53, 55).

Encourage slow tourism by promoting Clarkdale's connections to natural landmarks like the Verde River, Sycamore Canyon, and the area's geological history more generally; as well as to cultural relics like Tuzigoot National Monument, the Copper Museum and the historic downtown (pp. 55-57, 117-120).

Extend visitors' stay-time in Clarkdale by improving the accessibility of touristic features for pedestrians and bicycles; making it more convenient and enticing for visitors to relax and enjoy Clarkdale can increase their spending in the town (p. 56).

Invest in outdoor recreational opportunities by hosting outdoor recreational events that involve activities such as hiking, biking and water sports (p. 117).

Develop an extensive trail network system, catering to both outdoor enthusiasts and casual visitors, by providing trails of varying difficulty level; design some trails (especially the easier ones) to connect directly to the historic downtown district (p. 118).

Establish a "regional passport" program for outdoor recreation, in cooperation with other towns and business groups in the Verde Valley region, to cross-promote one another and encourage economic growth to benefit all communities (p. 119).

Incorporate outdoor recreation into the town's identity and branding (p. 119).

Leverage slow tourism to catalyze a larger tourist draw in Clarkdale, generating interest in the rest of the community, and encouraging tourists to stay longer (p. 235).

Develop a slow tourism plan that identifies clear, complementary goals for the downtown district and 89A commercial corridor (pp. 235, 238-239).

DESIGN GUIDELINES FOR THE HISTORIC DOWNTOWN CORRIDOR

Zoning and building use

In the downtown district, prioritize zoning that facilitates mixed-use and adaptive reuse. In particular, buildings that include retail on the ground level with residential or office uses on upper stories are encouraged (pp. 204, 208-209).

Utilize adaptive reuse principles for key spaces such as the Clarkdale Classic Gas Station through renovations and creative projects (pp. 130-131, 163, 198).

New developments or rehabilitation projects should balance serving Clarkdale residents with catering to tourists; prioritize opportunities that cater to both groups at the same time, such as local retail, restaurants and entertainment (pp. 209-210).

Discourage industries or businesses that may hamper activity in the downtown district (i.e. due to unpleasant noise or odor) (p. 210).

Focus new single-family detached housing projects as infill for the neighborhoods adjacent to the downtown area, rather than inside of it (p. 211).

Facades, ornamentation and storefronts

Continue to protect and preserve existing historic facades, and work with business owners to encourage historically appropriate renovations that preserve as much of the original facade as possible. Renovations should not mimic historic styles, but rather incorporate diverse, contemporary design elements that complement the historic character of the area (pp. 200, 211-212).

As downtown buildings undergo rehabilitation, facades should draw inspiration and use color schemes from the styles noted in Clarkdale's listing with the National Register of Historic Places: Classical Revival, Bungalow/Craftsman, and/or Mission/Spanish Revival (pp. 211-212).

Maintain consistency in the downtown district by keeping the zero setbacks and similar height scale found throughout the downtown district in any new development (pp. 185, 214).

Use historically appropriate awnings and ornamentation on facades and entryways in the downtown corridor (pp. 211-212, 214).

Encourage owners and tenants to maintain open display windows for 65-75% of the overall facade of each building. This increases public safety and contributes to a vibrant and welcoming atmosphere (pp. 214-215).

DESIGN GUIDELINES FOR THE HISTORIC DOWNTOWN CORRIDOR (CONT'D)

Streetscapes and alleyways

Balance the safety and physical space needs for multiple modes of transportation downtown, including bicycles, pedestrians and automobiles (pp. 215-216).

Install bike lanes throughout the area to enable separation of pedestrians and automobiles from cyclists (pp. 177, 216).

To the greatest extent feasible, incorporate landscaping and streetscape amenities into all new developments (p. 215).

Prioritize shade opportunities to the fullest extent possible by utilizing tree canopy or shade structures (p. 217).

Implement traffic calming measures where applicable, such as stop signs, narrow roads, and raised crosswalks or intersections (p. 216).

Maximize safety by visually distinguishing crosswalks with signage, road paint and/or crosswalk lights (p. 216).

Ensure sidewalks are accessible to multiple types of users, beyond the minimum ADA requirements, by providing ramps for visitors to get from parking to sidewalks and into any business (p. 216).

Maintain sidewalk zones that are wide enough to accommodate pedestrians, as well as expanded retail or dining spaces. A minimum width of 6-feet is encouraged (p. 216).

Avoid empty sidewalks absent of streetscape amenities, but also ensure that streetscape elements do not impede the movement of people, bicycles and vehicles (pp. 217-218).

Replace parallel parking with diagonal spaces where possible and identify new parking behind buildings or in strategically-placed lots, in order to maximize parking capacity while minimizing congestion, and to alleviate parking demand during events (pp. 178, 221).

Catalyze alley activation by clearly indicating alley entrances, screening dumpsters, installing pedestrian lighting and signage, and incorporating public art (p. 222).

Where applicable, incorporate public art to showcase alleyways as a unique space in the district, particularly near an alley's intersections with public streets (p. 222).

Provide visible alley signage that supports the brand and identity of the downtown district (p. 222).

DESIGN GUIDELINES FOR THE HISTORIC DOWNTOWN CORRIDOR (CONT'D)

Placemaking and signage

Install signs with consistent themes or color palettes that complement the character of the downtown district, preserve historic features of the buildings, and enhance the area (pp. 223-224).

Utilize signage that is readily legible to pedestrians, ideally with halo or back-lighting (p. 223).

Discourage the use of “loud” signage that uses very bright or fluorescent color schemes, digital screens, flashing lights, or excessive amounts of neon (pp. 223-224).

Do not allow signage to obscure or damage historic building features or ornamentation (p. 224).

Encourage public art features at key locations throughout the district that draws on historically and culturally appropriate themes, such as the Verde River, mining-related themes, desert themes, or mountain themes (pp. 224-225).

Leverage public-private partnerships to facilitate art installations in public spaces (p. 225).

Identify prominent spaces for art within the streetscaping zone, right-of-way, or other community spaces; invite local artists to create murals, sculptures, public space, etc. (pp. 225-226).

DESIGN GUIDELINES FOR THE 89A COMMERCIAL CORRIDOR

Zoning and building use

Screen utilities and refuse areas appropriately from the ground-level views of adjacent properties. Locate service areas, including refuse and recycling collection areas, to the building's side or rear, and screen them from the view of adjacent properties (p. 244).

Encourage mixed-use buildings that incorporate retail and office uses on the ground level and residential uses on upper-stories in low- to mid- density developments (pp. 239, 241-242).

Facilitate low- to mid-density multi-family housing developments throughout the 89A commercial corridor, including mid-rise apartment buildings (e.g., 2-4 stories), townhomes, or other innovative arrangements, especially those that are attainable to Clarkdale residents (pp. 239, 242).

Encourage commercial uses that can address existing service gaps in Clarkdale, which leads residents to spend their dollars outside of Clarkdale. Residents expressed a particular interest in a grocery store, restaurants, banks, and a pharmacy, as well as entertainment uses, such as a theater or bowling alley (pp. 236, 242).

Discourage single family housing along the 89A commercial corridor. Beyond its inappropriateness for a highway arterial, single-family residential uses would adversely impact Clarkdale's valuable commercially zoned space along the corridor and inhibit the broader vision for the area (p. 243).

Redirect industrial developments to the industrial area to preserve and protect the commercial and residential nature of this corridor (p. 243).

Discourage strip mall centers, large-scale "one stop" businesses, large chain businesses or franchised restaurants from the 89A corridor. Stakeholders indicated a preference for locally-owned businesses, indicating that the large box stores felt incompatible with Clarkdale's brand and identity (p. 243).

Review new development plans carefully with an eye toward ensuring the plans support the vision and character of the corridor (p. 243).

DESIGN GUIDELINES FOR THE 89A COMMERCIAL CORRIDOR (CONT'D)

Architectural styles and facades

Maintain the historic downtown feel in the 89A commercial corridor to a degree; residents indicated a preference for similar design standards that draw inspiration from Main Street. 89A buildings should not mimic historic buildings, but draw inspiration from the historic architectural styles, with a modern feel (pp. 245-246).

Maintain engaging, human-scale facades at the ground level of street-facing buildings, such as patios or other pedestrian spaces. Encourage businesses to use this space to capture passerby's attention and support pedestrian activity (p. 244).

Consider incorporating building stepbacks (height) and articulated facades (length) to vary building heights and lengths. Vary orientations as well to generate visual interest and avoid repetition (p. 244).

Target mid-sized buildings in new development, ranging from three to five stories, the buildings' height, mass and scale should contribute to the corridor's contemporary southwestern vision (p. 244).

Include architectural styles that compliment Clarkdale's identity and brand. New buildings should draw inspiration from local assets and natural features to create a contemporary southwestern architectural style (p. 245).

Choose building ornamentation elements and materials that complement (not mimic) historic building styles, to help differentiate buildings and incorporate historically relevant details into new development (p. 246).

DESIGN GUIDELINES FOR THE 89A COMMERCIAL CORRIDOR (CONT'D)

Placemaking and signage

Signage should complement the southwestern character of the 89A corridor with respect to style and color scheme (p. 253).

Utilize different sizing and positioning to be legible and sufficiently informative to drivers along the highway, and for pedestrians on storefronts (p. 253).

Utilize constant halo or backlit lighting on signage along the corridor, and avoid excessively bright or fluorescent color schemes; neon or digital signage may be appropriate in some instances, but shouldn't be overused (pp. 253-254).

Incorporate placemaking features into new developments and the public right-of-way. Whenever possible, include different forms of public art that represent Clarkdale's identity and unique location within the Verde Valley (pp. 254-255).

Public art should feature a variety of artists, with a preference for local artists (pp. 122-123, 255).

Avoid public art that detracts from the local identity or brand, obstructs scenic views, or conflicts with vehicle- or pedestrian-friendly design features (p. 255).

DESIGN GUIDELINES FOR THE 89A COMMERCIAL CORRIDOR (CONT'D)

Streetscaping and parking

Establish a linear streetscape including sidewalks, bike lanes, landscaping, and marked pedestrian crossings—potentially incorporating signaled or crosswalk lights at some intersections (p. 248).

Include enhanced public areas with more intensive landscaping, pedestrian streetscape amenities, and/or other wayfinding elements at strategic points along the corridor, such as access points for businesses or residential zones (p. 248).

Develop a secondary streetscape layer focused on access roads and the pedestrian realm (p. 248).

Establish a cohesive streetscape theme by keeping elements consistent with the contemporary southwestern style of the corridor, via murals, street furniture, and/or wayfinding signage that uses a similar aesthetic style or color palette (p. 248).

Use landscaping to visually signal the importance of the pedestrian realm, create “areas of interest” in the streetscape, reinforce the design aesthetic of the 89A corridor, and establish a safety buffer between high-speed traffic and pedestrian areas (p. 249).

Develop parking and access plans with consideration for the development patterns they will reinforce; for example, siting parking lots along the 89A corridor frontage may privilege vehicle access and discourage pedestrian access (p. 251).

Explore shared parking opportunities for businesses along the 89A corridor, where appropriate, to reduce space allocation for parking lots and maximize usage efficiency (pp. 251-252).

Incorporate pedestrian-friendly measures such as pedestrian islands and landscaping through parking areas (pp. 251-252).

Include bike parking alongside vehicle parking lots where possible to support multi-modal transportation and integrate with Clarkdale’s nearby trail systems (p. 252).

Encourage curb cuts that facilitate parking access, and incorporate traffic calming measures to slow vehicles turning off the highway (p. 252).

RECOMMENDATIONS FOR ADMINISTRATIVE RESPONSE

Public policy and administrative responses

Partner with external entities to support development efforts, such as: Arizona State University, Clarkdale Downtown Business Alliance, Local First Arizona, Main Street America, Yavapai College, and the Verde Valley Regional Economic Organization. Work closely, also, with other communities in the region, such as Cottonwood and Jerome to build a local cooperative support network (pp. 41-44, 73-74, 112, 119, 179, 228).

Foster a support network within both the downtown and 89A districts that provides small, local businesses with the support and resources needed to succeed (pp. 228, 258).

Consider implementing a vacancy tax in residential areas guided by a form-based code and coupled with incentives for renovation and leasing (p. 55).

Set a realistic timeline for revitalization efforts. Implementation of balanced and meaningful approaches to community revitalization can take 20+ years. Set short- and long-term goals, and monitor progress over a longer time frame (pp. 57, 84).

Attract and retain businesses with both financial and non-financial incentive programs, such as: accelerated permitting process, fee waivers or reductions, performance-based sales tax rebates, low-interest loan programs, or various targeted small business grant programs. Prioritize incentive strategies over negative incentives or disincentives (pp. 227-228, 256-259).

Promote and support Small Business Administration and Verde Valley Regional Economic Organization loan programs to provide local entrepreneurs with the capital necessary to begin or expand their businesses (pp. 227, 257).

Examine the creation of an overlay district around 89A that facilitates development around the corridor in harmony with the Arizona Department of Transportation's access regulations (pp. 187-188, 233-234).

Consider creating a business diversity ordinance, setting aside space for locally-owned businesses in any new development, thereby ensuring that large chains do not overcrowd smaller independent businesses (p. 258).

Coordinate with an entity like Yavapai College to develop a small business incubator program (pp. 228, 258).

Foster development of a local revitalization association that complements existing organizations such as the Clarkdale Downtown Business Alliance (p. 51).

Carry out a redevelopment survey, building assessment and a form-based system to introduce revitalization efforts in Clarkdale (p. 55).

Emphasize Design and Promotion from the Main Street Framework to encourage business owners to upgrade and use vacant buildings, and draw people to downtown (p. 57).

RECOMMENDATIONS FOR ADMINISTRATIVE RESPONSE (CONT'D)

Economic development

Attract businesses that compliment existing ones, to fill gaps in consumer need; this helps ensure that residents won't need to leave Clarkdale for goods, services, and entertainment (pp. 51, 209-210, 236).

Foster development of an 89A corridor business association. Such organizations will help foster a spirit of cooperation among businesses and strengthen the local economy (p. 122).

Be persistent when working with reluctant absentee owners; offer incentives and provide clear guidelines that make it easier for owners to comply with restoration efforts (p. 55).

Attract the types of business and public use that will generate activity throughout the day, to contribute to the feeling of a "lively" downtown (pp. 201, 208).

Prioritize and support local businesses when possible, in support of Clarkdale's goals of maintaining its small-town character and strengthening its local economy (pp. 51, 162, 185, 199, 208-211, 232, 235-243, 256-259).

Draw people into Clarkdale by establishing "anchors," or magnet amenities that cannot be easily found elsewhere; these can generate consumer bases for local businesses. Utilize both "unique anchors," like retail or entertainment and "mandatory anchors" like schools or offices that people must patronize regularly (pp. 134-135).

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PART 2:

Fall 2019

**PAF 509: PUBLIC AFFAIRS CAPSTONE
NEELAM SHAH**

**PAF 509: PUBLIC AFFAIRS CAPSTONE
HANNAH DABBS-MENDOZA**

PUP 642: URBAN AND REGIONAL ECONOMICS

The following report includes original work by Master of Public Administration student Neelam Shah for the Fall 2019 partnership between ASU's Project Cities and the Town of Clarkdale.

To access the original student reports, additional materials, and resources, visit:

links.asu.edu/PCClarkdaleDowntownRevitalization19-20

FACULTY
MALCOLM GOGGIN

PAF 509: PUBLIC AFFAIRS CAPSTONE
COLLEGE OF PUBLIC SERVICE & COMMUNITY SOLUTIONS

Balancing Organic Growth, Historic Preservation, and Natural Beauty

**A Fall 2019 capstone project by
Neelam Shah, Master of Public
Administration**

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Faculty

Malcolm Goggin

Student

Neelam Shah

Editors

Steve Russell

Lindsey Sikorski

Jordan Sene

Anne Reichman

Kayla Frost

Clarkdale Staff Team

Tracie Hlavinka

Ruth Mayday

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GROWTH, HISTORIC
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INTRODUCTION

In Arizona, as extractive industries gave way to tourism and service industries beginning in the 1950s, many cities outside of the Phoenix metropolitan began to decline. In contrast, Phoenix's metro area expanded further outward (Sheridan, 2012). The movement away from many small towns to few urban areas left many small dilapidated ghost towns. In the last two decades, towns and cities across Arizona have sought to bring more tourism and boost their communities by revitalizing their central street districts, including Mesa and Sedona, both in Arizona and the small town of Mezőkövesd, Hungary. The Town of Clarkdale is another small community in Arizona that is seeking to increase its tourism by strengthening its main street district.



Figure 1 The historic "mercantile building" currently sits vacant and listed for sale in Downtown Clarkdale, photo by Neelam Shah.

Downtowns are the heart of any community. For small towns like Clarkdale, downtowns are found on the main street and commonly referred to as "main street districts." These districts serve as symbols of the city, the people that live there, and are the economic hub. Main street district revitalization has been a central focus for many small towns across the United States because it promotes greater business creativity, creates a community of neighborhood activism, allows for economic diversity, and attracts more visitors (Kitsinger, 2013). For this paper, the terms "downtown district," "downtown corridor," "downtown business district," and "main street district" will be used interchangeably to refer to the downtown area on the main street.

A brief history of Clarkdale

The Verde Valley is one of the areas in central Arizona that exemplifies the boom and crash of extractive industries of the twentieth century. In the late 1880's William A. Clark, a wealthy industrialist in the mining business from Montana, purchased the United Verde Copper Company. From then to the 1950's the United Verde's operations to extract notably high-grade copper, along with silver and gold, propelled the growth of Jerome as one of the largest producing mines for copper in the United States (Alenius, 1968). A rich copper vein was found under the original smelter in Jerome, and the need for more capacity led to the development of another smelter at Clarkdale with a \$1 million investment (or approximately \$30 million today) by William A. Clark. The investment resulted in Clarkdale being the first master-planned community in Arizona in 1912 (Rapaport, 2014).



Figure 2 Main Street, Downtown Clarkdale, photo by Neelam Shah.

After a few decades of continuous mining and immense corporate profits, mining operating began to decline. From the 1930s-1950s, Jerome and Clarkdale, once prosperous with a combined population of 20,000, dwindled to destitute with less than 3,000 residents (Rapaport, 2014). Fortunately for Clarkdale, in 1959, the Phoenix Cement Company set up its primary operations in Clarkdale. The company sustained the town from complete collapse ("Phoenix Cement," 2013) and since the 1960's Clarkdale has stayed a small town, with limited growth while the town's infrastructure has begun to deteriorate with age.

Clarkdale today

According to the United States Census, Clarkdale has a population of just over 4,000 (US Census Bureau, n.d.). Nearby towns and cities, including the Town of Jerome, were previously mined for the ore and was smelted initially in Clarkdale. The City of Cottonwood is considered the economic heart of the Verde Valley.

Situated in central Arizona in the Verde Valley, natural beauty surrounds Clarkdale. At 3,545 feet above sea level, parts of its downtown area display beautiful views of the surrounding mountains. The Verde River runs down the side of the town, making it a popular attraction for kayaking and fishing. Other natural and historical areas nearby include Sycamore Canyon Wilderness, Arizona's first designated wilderness area, and the Tuzigoot National Monument, a multi-story pueblo ruin.



Figure 3 Kayaking the Verde River, photo by Doug Von Gausig.

Beginnings of revitalization

Clarkdale began pursuing its main street revitalization in March of 2005. The Town designated \$1.5 million for streetscape improvements in the downtown business district, which augmented Clarkdale's historic downtown buildings and public spaces (Town of Clarkdale, n.d.). Since 2005, Clarkdale has slowly but steadily sought to breathe more life into its downtown area while still highlighting the natural beauty that surrounds the town.

In 2013, the town assembled a Focused Future Action Team to develop a “Sustainable Community and Economic Development Plan” which aimed to provide a roadmap for short- and mid-term development centered around environmental sustainability, business development, and developing a well-rounded, healthy community (Biasini et al., 2013). In 2014, the Clarkdale Downtown Business Alliance organized the community’s first “Clarktoberfest,” which has since become a major annual event for the town (Gonzalez, 2014).

Clarkdale’s history as the quintessential company town and as one of the first planned communities has been a cornerstone of the community’s pride. Considering its history, Clarkdale has a reputation for being “Arizona’s hipster Mayberry,” since downtown was designed to be an active community gathering space (Naylor, 2014).

Renewed interest in downtown

While the active residents of Clarkdale have done much to breathe life into its once-bustling small downtown, there remains a glaring problem: most of the buildings in the downtown main street are vacant, not up to building standards, and prohibitively expensive for purchase. This problem is one of several that has led the town council and engaged residents to seek out assistance to revitalize its Main Street district. Following the retirement of Gayle Mabery, who served as the town manager for 21 years, the town selected Tracie Hlavinka, with her experience in economic development. As Clarkdale’s town manager, she started in June 2019 (Starinskas, 2019).



Figure 4 Capstone students Neelam and Hannah tour the under-renovation Park Hotel on Clarkdale’s Main Street with Town Manager, Tracie Hlavinka.

The goal for Clarkdale's downtown revitalization efforts is to make the town sustainable for the locals and attractive to people who are wanting to affiliate with "[a] community that has a rich history but is also very invested in protecting beautiful resources and maintaining sustainability into the future" (DeHaven, 2019).

Understanding this goal brings about three research questions, which will be central to this paper:

1. What are the primary features (e.g., buildings, points of interest, events) that bring value to Clarkdale's residents and visitors?
2. What efforts need to occur to improve and keep the charm of Clarkdale buildings and its historic buildings?
3. What strategies are proven to be successful for revitalizing downtown areas, and how can Clarkdale stay on track with those strategies?

By seeking answers to these questions, this paper aims to be a foundational support for revitalization efforts in downtown Clarkdale through literature review, case study analysis, and provision of some short and mid-term actions for the town to undertake to pursue its goals.

Introduction to downtown revitalization

Most downtowns were not shaped or created in a particular era or for a specific purpose like office complexes or suburban shopping malls. Downtown areas historically have served as centers of highly concentrated activity. Public mass transit helped to transform these areas into central hubs. Downtown business districts developed to the point of commanding the majority of business activity (Robertson, 1995). Since the 1920s and the introduction of the affordable automobile, downtown areas in America have seen a steady decline. In 1954, downtown retail sales still accounted for nearly 20 percent of all retail sales nationwide; by 1977, downtown retail sales only accounted for 4 percent of all retail sales nationwide (Robertson, 1983). Put in a quantitative measure, the thinning out of downtowns developed as they became less pedestrian-friendly, distances between activities increased, sidewalks narrowed for automobiles, they became characterized by "dead spaces" and vacant buildings, and their economic influence faded.

Since the late 1980s, efforts around the United States have sprung up to revitalize downtown districts, including Denver's Lower Downtown beginning in 1989 (Brennan, 2013), East St. Louis in 1991 (Reardon, 1997), and other areas. For smaller towns where the main street serves as both a highway and the downtown, revitalization efforts began in 1992 with the development of the Main Street approach by the National Trust for Historic Preservation. The resolution started with its pilot program for three downtowns: Galesburg, Illinois; Madison, Indiana; and Hot Springs, South Dakota (Robertson, 1995). The push towards revitalization that began in the 1990s has survived the recession of 2008 and has thrived, taking hold of more communities (Piperato, 2012).

Revitalization redefined

The importance of downtown areas is no longer to facilitate business activity but is changing significantly to derive the significance of powerfully symbolic buildings and public gathering spaces (Rypkema, 2003). This focal point is especially true for smaller towns like Clarkdale. While it is feasible and affordable for any resident of Clarkdale to obtain necessary groceries and other products for the nearby larger city of Cottonwood, the residents of Clarkdale place great value in the public space downtown for festivals and other community events. In this light, downtown revitalization for smaller towns has almost exclusively taken the approach of historical preservation (Robertson, 1995). This approach emphasizes the adaptive reuse of older buildings, with a design that enhances the visual qualities of historic architecture, in addition to economic restructuring, promotion, and other activities. Revitalizing small downtowns like Clarkdale's can be challenging because of limited resources. However, **revitalization for smaller towns promises a high return because one dollar in main street investments can potentially yield thirty-three dollars in additional investment in the community** (Main Street Reinvestment Statistics, 2013).

Revitalization goals

Fundamentally, the definition and overall goal of revitalization are challenging to pinpoint, as each community has its definition of what exactly it means to be revitalized. Nevertheless, in general, downtown revitalization efforts aim to improve and preserve already existing downtown buildings, enhance the culture of the community, make it inviting for tourism, develop economic activity and serve as public spaces for gatherings and events. Recently, it is a priority to elevate the surrounding natural beauty by providing sustainable access and proximity.

Revitalization frameworks

While each community may have different goals, municipal leadership develop frameworks that provide a general basis for revitalization efforts. Three structures are described and used as a basis for assessing Clarkdale's current state. The reference frameworks used in the project include the **Main Street framework** (Smith & Bloom, 2018), which is the original revitalization framework developed by the National Trust for Historic Preservation in the 1990s. Secondly, the **en-RICHED framework** (Burayidi, 2013), is focused on residential redevelopment. Lastly, the **Modified Steps framework** combines the step by step guidelines by Brookings Institution's Twelve Steps (Leinberger, 2005) framework and the seven-step (Re)Building Downtown seven-step framework (Smart Growth America, 2015).

Main Street framework

While the Main Street framework has existed since the late 1970s, it was not widely adopted until the 1990s. Today, the movement consists of over 1,600 communities. It is a program of the National Main Street Center, a nonprofit subsidiary of the National Trust for Historic Preservation. This framework emphasizes community transformation by working simultaneously in four broad areas of Economic Vitality (originally called Economic Restructuring), Design, Promotion, and Organization; these four areas are now called the "Four Points" (Smith & Bloom, 2018). According to the National Main Street Center's comprehensive guidebook, these Four Points are described as follows:

- **Economic Vitality** focuses on capital, incentives, and other economic and financial tools to assist new and existing businesses, catalyze property development, and create a supportive environment for the scores of entrepreneurs and innovators that drive local economies.
- **Design** supports a community's transformation by enhancing the physical and visual elements of downtown while capitalizing on the unique assets that set the commercial district apart.
- **Promotion** positions the downtown or commercial district as the center of the community and hub of economic activity while creating a positive image that showcases a community's unique characteristics.
- **Organization** involves creating a strong foundation for a sustainable revitalization effort, including cultivating partnerships, community involvement, and resources for the district. (Smith & Bloom, 2018, p.4, emphasis added)

In addition to these Four Points, this framework has several guiding principles. These guiding principles are asset-based, comprehensive, incremental, implementation-focused, quality materials and work, changing attitudes, partnerships, and self-directed. The Main Street framework encourages the establishment of a dedicated, freestanding nonprofit organization tasked with revitalization, emphasizing the need for a full-time executive director to lead this organization. It also promotes the completion of a market analysis of the community that desires to revitalize its downtown and emphasizes measuring retail sales and shopping habits.

While thousands of small communities have adopted the Main Street framework for revitalization and it “is almost a religion for some of these towns,” insufficient research has been devoted to assessing the effectiveness of this framework aside from some work by the National Main Street Center itself (Ehrenhalt, 1996, p.26). Studies by Robertson (2004) attempted to provide some insight into the framework.

Robertson found that while each of the Four Points is valued in revitalization efforts, but promotion was consistently the most heavily utilized. Promotion averaged about 37 percent of efforts by sample projects compared to 21 percent for Organization, 22 percent for Design and, 20 percent for Economic Vitality.

Another insightful discovery by Robertson was that if a community was located closer to a large city, more effort would be placed on promotion (45 percent of effort), while communities further away from a major city would place less, but still, significant effort, into advertising. On a five-point scale, the promotional value was perceived as the most effective of the Four Points. Newer projects, while still emphasizing promotion, often put a secondary focus on design. Robertson revealed that the most problematic challenges for design are uncooperative property and building owners and absentee or out-of-town owners.

Limitations

While the Main Street framework has been successful, because of its overwhelming focus on promotion, the success stories from the framework have centered on commercial revitalization. This focus on commercial revitalization largely ignored residential redevelopment and other factors applicable to many small communities. For example, the Main Street framework originally assumed that downtown retailers own the property in which they operate and therefore providing no framework for working with a landlord whose properties are subject to revitalization (Burayidi, 2013).

In response to the Main Street framework's shortcomings, Michael Burayidi, a professor of urban planning at Ball State University, developed the en-RICHED framework.

En-RICHED framework

This framework's foundation lies in the small communities' commitment to taking advantage of four trends proactively. These four trends are (1) Demographic shifts favoring downtown living, especially for retirees (Cochran, 2011; Leavelle, 2018; Newport, 2018), (2) Recent immigrants preferring to settle in smaller communities following employment opportunities in small towns in the Midwest and other regions (Burayidi, 2013), (3) Growth of heritage and cultural tourism and the desire for experiencing authentic places that tell stories of culture and lifestyles (Burayidi, 2013), and (4) Continuing need for public buildings in smaller communities' downtowns (as opposed to relocating to fringe areas to reduce costs).

The en-RICHED framework provides five main focus points for communities: Residential development, Immigration strategies, Civic functionality, Heritage tourism, and good Design practices. In addition to those five focus points, the en-RICHED framework provides three supplementary focus areas: retail development, civic leadership, and downtown development authority. In his guide, Burayidi (2018) extensively details a variety of development strategies focused on increasing residential density in downtown areas.

Limitations

The primary weakness of this framework is that it defines success from a middle-class perspective emphasizing increasing housing options for young professionals, empty-nesters, and cohabitating dual-income couples as opposed to providing low-income housing solutions (Nesse, 2016). Revitalization programs based on Burayidi's development strategies will generally displace lower-income residents while bringing in higher-income residents, which Burayidi implicitly considers a success but is a controversial indicator of success (Mohammadzadeh, 2016). Nevertheless, many of the features of this framework apply to Clarkdale because Clarkdale has a significant number of retirees, desires to attract heritage tourism, and this framework provides more robust guidance for working with vacant and deteriorating buildings.

Modified Steps framework

The Modified Steps framework is a combination of the relevant components of the step-by-step processes of two separate guidelines. While there is no explicit focus from these guidelines, the overwhelming focus is implicitly on residential and business management and extensive public government support. This framework is made up of ten steps to be followed roughly in sequence which are:

1. Understand the community and develop a strategic plan.
2. Forge healthy public/private partnership.
3. Develop an effective building code.
4. Create a project financing and guiding organizations, such as a catalytic development company and business development nonprofits.
5. Create an attractive, walkable place, with an emphasis on an entertainment district.
6. Develop the residential rental market.
7. Develop an affordability strategy, build in equity, focus on for-sale residences.
8. Diversify the downtown economy and ensure healthy local-serving retail markets.
9. Re-create or build a strong office market.
10. Establish ongoing place management.

These ten steps were derived from consolidating the approaches of the Brookings Institution's Twelve Steps guidelines (Leinberger, 2005) and the (Re)Building Downtown guidelines (Smart Growth America, 2015).

Limitations

The Modified Steps framework takes an even more focused approach to redevelopment than the en-RICHED framework but largely ignores any other factors such as heritage tourism and promotion.

While the combined "Modified Steps" guidelines are similar, their most significant difference lies in step 7. The Twelve Steps and (Re) Building Downtown guidelines take a similar controversial approach to that of the en-RICHED framework, which suggests that displacing lower-income residents to attract higher-income residents can be considered an indicator of success. On the other hand, the (Re)Building Downtowns emphasizes keeping lower-income residents in place, developing lower-income housing and programs, and fostering economic opportunity across income levels.

RESEARCH METHODS

The goal of this paper is to assess policy consideration to facilitate business and community engagement in Clarkdale's downtown district and evaluate case studies and observations to provide recommendations for strategies and further steps to proceed with downtown revitalization.

Research objectives

1. What are the primary features (such as buildings, points of interest, events) that bring value to Clarkdale's residents and visitors?
2. What efforts need to be taken to improve and keep the charm of Clarkdale buildings and its historic buildings?
3. What strategies are proven to be successful for revitalizing downtown areas, and how can Clarkdale stay on track with those strategies?



Figure 5 Capstone students Neelam and Hannah walk by holiday decorations along Clarkdale's Main Street with Town Manager, Tracie Hlavinka.

This paper will employ several methods to accomplish its research objectives, including field observations, primary document reviews, interviews and surveys, and case studies. Field observations were derived from visits to the town, involvement in town activities, and informal discussion with various residents of the town. Visits to Clarkdale included an introductory walkthrough on September 27, 2019, participation as a volunteer in the annual Clarktoberfest on October 5, 2019, an additional visit and meeting with Tracie Hlavinka on November 3, 2019, and attending a Strategic Planning meeting with the town's council.

Field observations, while highly subjective, are essential to providing a realistic view of the town, to discuss the goals of revitalization, and to better understand what revival means uniquely to the active residents of Clarkdale. Field observations are necessary to draw perceptions in an actual setting that can enhance further qualitative analysis (Jick, 1979).



Figure 6 Students and faculty discuss the vision for Downtown Clarkdale with a local business owner and Clarkdale planning staff at the renovation site for the future Park Hotel and Smelter Town Brewery, photo by Steven Russell.

In addition to field observations, primary document reviews provided qualitative data regarding historic buildings and points of interest. Several interviews and a survey were conducted to provide more structured qualitative insight into the revitalization process.

Case studies are a central component of this paper and were used or developed to produce limited generalizations and insights for further investigation. While case studies often evoke discussion on high level theories on natural laws or human behavior, this paper also aims to identify pragmatic applications for elements in case studies. Analysis of the case studies leverages the main frameworks for revitalization identified in the literature review, critiquing each case study against those frameworks as well as the unique characteristics of Clarkdale itself (Kaarbo & Beasley, 1999).

This qualitative approach seeks to explain and describe phenomena and developed detailed narratives of a few subjects. Accordingly, this approach is not intended to provide insights that could be applied to a larger statistical population; this approach is focused on providing insights that may be applicable to Clarkdale specifically. Similarities and differences between Clarkdale and case study subjects are noted.

Case studies are derived from a variety of qualitative sources such as interviews, observation, document analysis, academic research, secondary sources, and other mixed sources (Jick, 1979). This approach is particularly useful for Clarkdale's revitalization efforts because those efforts require a holistic approach. Understanding the need for a holistic approach, qualitative data, such as case studies, "are apt to be superior to quantitative data in density of information, vividness, and clarity of meaning—characteristics [are] more important, in holistic work than precision and reproducibility" (Becker et al., 2009, p. 344). This paper aims to present case studies in an easy to read, comparative format and encourages readers to pursue further analysis of the sources used to develop the case studies.

FINDINGS AND ANALYSIS

Case studies

Capturing lost business in Mesa, Arizona

Before revitalization efforts, the Mesa Arts Center attracted over 380,000 patrons annually, but the lack of attractive businesses and public spaces led many of those patrons to leave without investing more in the community (McVay, 2019). Visitors would have dinner in nearby municipalities, and residents would rather visit another downtown area such as Tempe's. Businesses in the downtown area were few and closed early, the older buildings downtown were deteriorating to the point of not being up to code, and there was no income for private parties to renovate their buildings unilaterally. Downtown Mesa's square mile had the lowest population density of any square mile in Mesa, which is significant because Mesa contains many rural communities (Tapia, 2019).



Figure 7 Main Street in Downtown Mesa, by David Crummey via Flickr.

From the 1980s through the late 2000s, the city of Mesa made several attempts to keep its downtown alive, which all generally failed because of disorganization, weak design principles, and lack of commitment as the city was more focused on other development areas (Nelson, 2017). The Downtown Mesa Association, an organization made up of community members in downtown Mesa, was the remaining force in downtown efforts, and even with limited government support, had only gained traction with one annual event (Downtown Mesa, 2015).

By the end of the 2000s, the City of Mesa began taking more deliberate efforts to revitalize it and took several steps in sequence such as conducting a redevelopment survey, establishing a designated organization for revitalization efforts, adopting form-based codes, making a listing website for vacant buildings, and providing incentives. The initial redevelopment survey consisted of evaluating over 40 buildings in the downtown area, which were all over 75 years old, assessing buildings for code compliance, and determining future potential uses for each of the buildings (Hether, 2010).



Figure 8 Downtown Mesa's historic Alhambra Hotel, which was redeveloped as student housing, via Wikimedia Commons.

Because many of the buildings were privately owned, this effort required cooperation and approval of the building owners, and Mesa worked with them, thereby earning some trust and cooperation from them (McVay, 2019). Soon after that, Mesa established a Department of Downtown Transformation tasked with an organized, comprehensive effort to revitalize downtown Mesa. The downtown revitalization efforts engaged community members with town hall meetings and a digital forum called “Imagine Mesa” (What’s your NEXTMESA?, 2017). Most importantly for design, Mesa adopted Form-Based Codes in 2012, which provided for foundational design principles to effectively revitalize its downtown efforts (“Form-based Zoning,” n.d.). These form-based codes are core to redeveloping downtowns, especially in the Southwest, because they foster quality public spaces and buildings (McVay, 2016).

Along with form-based codes and a redevelopment survey, Mesa developed its downtown website, which included a section that had an inventory of vacant buildings and listed their information (“Property Listings,” n.d.). This central listing of vacant buildings enabled potential investors to seek information on downtown properties more easily.

Lastly, Mesa offered incentives to attract business to the downtown area. Incentives included offering reductions in utility bills for qualified small businesses, applying and providing grant money to help pay for code assessments, and financially assisting committed property owners to install essential building features such as fire-sprinklers (McVay, 2019). While these efforts were underway, the Downtown Mesa Association took a greater role in promoting the downtown area and the over 70 events it supports annually today (“Downtown Mesa Enters a New Era,” 2015).

Most notably, Mesa’s ongoing journey to revitalize downtown employed concepts from each framework and has comprehensively applied the Main Street framework and each of the four principles previously discussed. However, Mesa has so far not reached the heavily residential redevelopment focused aspects of the en-RICHED and Modified Steps frameworks, but is beginning to employ many of those ideas with recently started residential developments (Tapia, 2019).

Clarkdale’s applications

While Mesa, Arizona is one of the largest cities in the United States with a population of over 500,000 (“The 200 Largest Cities in the United States by Population 2019,” n.d.), many aspects of its story of downtown transformation closely mirror the story of Clarkdale’s growth, and offers many valuable lessons. Clarkdale has several attractions and events that have the potential to bring in visitors and engage local residents, but the lack of local business in its downtown area lead many to spend money and time in nearby Cottonwood.

The primary deterrent to new businesses seems to be that each building in the downtown area is older, requires significant renovation, and is expensive – which echo Mesa’s situation in the 2000s. Similar to the Downtown Mesa Association, the Clarkdale Downtown Business Alliance is one of the only remaining players and has gained traction by hosting the successful Clarktoberfest event, but no designated downtown revitalization organization exists. The comprehensive, multi-framework approach that Mesa began with a building survey and developing form-based codes could be potentially beneficial next step for Clarkdale revitalization efforts.

Over-tourism in Sedona, Arizona

The Main Street framework’s point of the promotion is an attractive focus for revitalization efforts. As previously noted, revitalization efforts tend to disproportionately focus more on advertising than any of the other three points (Robertson, 2004).

Following this observation, Bill Baker, an experienced thought-leader and place-branding coach, concluded that many small communities lack a unique selling proposition and are deficient in promotion activity (Baker, 2012), suggesting that promotion was the singular key to revitalize communities. Indeed, the perspective of many downtown revitalization organizations in the 2000s was that promotion efforts were most valuable (Robertson, 2004), especially when coupled with some design efforts. This overemphasis on commercial revitalization and its shortcomings provide the grounds for the en-RICHED and Modified Steps frameworks, which emphasize residential redevelopment.

For example, Sedona, Arizona, another community along 89A, is a community that exemplifies the problems of an overreliance on promotion. From some perspectives, Sedona is seen as a successful example of a tourist destination with over three million visitors a year, but tourism has left significant problems for residents. The chief problem is that Sedona placed little emphasis on residential redevelopment, which has caused many long-term residents to leave Sedona. While many commentators such as Graham (2017) thought that higher property values at the expense of losing long-term residential communities are a sign of success, the overdependence on tourism and promotion has left Sedona vulnerable.



Figure 9 Sedona's Red Rock Street, via Wikimedia Commons.

With tourism, monthly rents have nearly doubled from an average of \$800 (which was still high for the area) to over \$1,700 (Dana, 2019). The median house value has reached over \$555,000 (Longhi, 2019) compared to Cottonwood's \$200,000 (Graham, 2017). Traffic has congested most streets, and many roads have fallen into disrepair (Dana, 2019).

Tourist behavior has eroded the once-vibrant community culture (Glusac, 2019), and short-term rentals have eliminated a sense of community (Dana, 2019; Longhi, 2019). Sedona has become increasingly vulnerable to wildfires, and other natural deterioration as tourism has increased the pace and risks of these events. These disastrous events drive tourists, and their money that fuels the community, away from Sedona (Arizona Forward, 2015; Martinez, 2014; Rapanut, 2019).

Clarkdale applications

Attracting visitors and retaining them should be a priority for Clarkdale, but an over-reliance on tourism could be seriously detrimental for the residents of the area. While residents have expressed a desire for more visitors and businesses, they should have caution and not invest too much dependence on them. In Clarkdale's revitalization efforts, **it will be important for the Town to define goals early on that support the quality of life for residents.** Clarkdale's efforts would benefit from an approach that balances economic development needs for tourists with those of local residents.

Slow tourism and the case of Mezökövesd, Hungary

At its core, the charm and attraction of small communities as an outlet to escape the business of urban and suburban life lead many people to visit and sometimes reside in them. By 2007, a movement called “slow tourism” had become a growing trend, increasingly gaining traction in Europe and beginning to influence North America (World Travel Market, 2007). **Slow tourism is an offspring of the slow food movement,** which is promoted by Cittaslow International, and membership includes many communities in the world.

While Cittaslow International has specific requirements for slow tourism, Matos-Wasem (2004) states that slow tourism must follow two essential principles: “taking time” and “attachment to a particular place” (p. 100). The principles of slow tourism are slow mobility, locality, means of transport, and environmental protection (Lumsdon & McGrath, 2011). Practically applied, slow tourists are tourists who visit an area to experience a slower pace of life, take time to enjoy the folklore and culture of an area, and use more environmentally sensitive means of travel such as walking and biking. An example of the opposite of slow tourism would be to drive from Arizona to California to spend two days at Disneyland and driving back to Arizona. Alternatively, an example of slow tourism would be to drive to Clarkdale, spending two days there in a relaxing manner, taking time to walk to see nearby attractions such as the Tuzigoot National Monument (two miles).

The revitalization frameworks do not mention slow tourism whatsoever. However, the design principles of each structure, mainly the focus on walkable public spaces, suggest that slow tourism is complimentary with some of the frameworks. Slow tourism complements the Main Street framework without any contradiction, while some of the en-RICHED and Modified Steps framework concepts could potentially be opposed to slow tourism.

Mezőkövesd is a small town in Hungary of approximately 16,000 people that is facing population decline but possesses several “soft” assets such as its geothermal spa culture, its UNESCO listed Matyó heritage with local art and folk histories, older buildings, and the natural beauty of the area (Központi Statisztikai Hivatal, 2015). While still in the process of revitalizing, this town exemplifies the potential benefits of slow tourism.



Figure 10 Matyó souvenir shop in Mezőkövesd, via Wikimedia Commons.

Overwhelmingly, most visitors to Mezőkövesd came to experience the culture (47%), and many went for the health experience of the spa (34%), both of which are essentially slow tourism activities (Pécsek, 2016). Moreover, the high satisfaction of slow tourism experiences led many visitors to return time and time again. As many as 47 percent of the visitors were recurring visitors (Pécsek, 2016).

Despite its declining population, slow tourism and a leisurely lifestyle has been a sustaining aspect of Mezőkövesd and has been a central promotion in recent revitalization efforts.

Clarkdale applications

Though thousands of miles away from Mezökövesd, Clarkdale has many similar features. Mezökövesd possesses natural resources of the geothermal spas and nearby mountains, while Clarkdale has the natural resources of stunning views of Sycamore Canyon and the Verde River. Mezökövesd has several museum artifacts from early civilized history and boasts some of the first human settlements in Hungary. In contrast, Clarkdale has the geological history of the Sycamore Canyon area and the Tuzigoot National Monument. Mezökövesd has older buildings such as churches that carry significance, while Clarkdale's downtown area is lined with architectural designs almost 100 years old. Moreover, Clarkdale is associated with the perception of a simple and quiet lifestyle as "Arizona's hipster Mayberry" (Naylor, 2014).

From discussions with residents of Clarkdale, many spoke of "organic growth," "avoiding the pitfalls of tourism," and keeping their community small and quiet. These informal discussions seem to suggest that a slow tourism approach may align well with resident's desires for downtown revitalization.

Assessment and recommendations

Buildings and incentive structures

The buildings that line Clarkdale's downtown area were built in the early 1920s, and many of them have been vacant for several years. Many of the buildings are not up to building codes. As noted in the Mesa case study, a redevelopment survey, building assessments, and a form-based code could be beneficial for Clarkdale's near-future revitalization efforts. Working with absentee owners may prove difficult, but it is important to remain persistent, offer incentives, and provide guidelines. Moreover, it may be worth considering the idea of a vacancy tax.

Vacancy taxes have usually been used for residential areas, but recently have been considered for downtown revitalization projects (Charles, 2018). While there has been little research on the effectiveness of these taxes, a well-designed vacancy tax aligned with downtown revitalization efforts, guided by a form-based code, and coupled with incentives for renovation and leasing has great potential for Clarkdale. As buildings are made more accessible, businesses will find it more feasible to locate in the downtown area.

Natural beauty and cultural attractions

As exemplified by the Sedona and Mezökövesd cases, tourism can be a double-edged sword for the community but can also be used as a vehicle for organic growth and meaningful revitalization. The concepts of slow tourism are especially applicable to Clarkdale as all its attraction from the small-town charm, wineries and breweries, history, and natural beauty, are aligned with a slow tourism approach.

A unique feature of Clarkdale is the Verde River, as many Arizona communities do not have access to kayaking and river activities. Promoting the Verde River while also promoting the history of the Tuzigoot Monument juxtaposed with the extractive and industrial history of Clarkdale provides a meaningful avenue to encourage tourism and generate revenue. To permit a slow tourism approach, it would be necessary to improve accessibility to these features by foot or bike, and have a place for visitors to stay and enjoy the community over several nights.



Figure 11 Tuzigoot Monument, by Doug Von Gausig.

Revitalization efforts and strategy

Clarkdale already has the foundation of a sustainable community and economic development plan from 2013 (Biasini et al., 2013). However, Clarkdale lacks a detailed strategy guided by tested frameworks and an organized task force to execute on that strategy. In the short-term, seeking ways to help coordinate the hours of eateries with the upcoming Park Hotel is instrumental to set the tone for future development.

Clarkdale is uniquely positioned, as most of the infrastructure for its downtown is already present, however its current challenges are vacant buildings and lack of business activity downtown. An emphasis on Design and Promotion, from the Main Street Framework, may be beneficial to the town's efforts.



Figure 12 Clarkdale train car buildings on Main Street, by Neelam Shah.

While developing a strategy guided by tested frameworks, it is important for decision makers to understand the time-frame for this development and balance that time frame against specific goals. As noted by the Mezökövesd case, a balanced and meaningful approach can take many years (even more than 20 years). From the example of Mesa, downtown revitalization took over 40 years and is still in progress and consumed many resources. Understanding the concepts, benefits, and shortcomings of each of the revitalization frameworks and developing a plan based on those frameworks specific to Clarkdale is essential for long-term, meaningful success.

Conclusion

Clarkdale is seeking to revitalize its downtown area. Currently, Clarkdale has a strong starting point for success as it has natural beauty, a compelling history, an attractive municipality, engaging community events, unique historic buildings, authentic wineries, and other features. The primary challenge for Clarkdale is that the buildings downtown are aging, out of code, and vacant. By establishing a determined strategy based on revitalization frameworks and avoiding an over-reliance on tourism, Clarkdale has the potential to revitalize its downtown area while meeting the quality of life desires of its long-term residents.

Recommendations

- Incorporate new local businesses in downtown so that residents do not have to go to other nearby towns for goods, services, and entertainment.
- Designate a revitalization association that focuses on downtown regeneration such as the Downtown Mesa Association that would complement existing organizations such as Clarkdale Downtown Business Alliance.
- Follow the comprehensive, multi-framework approach that Mesa used to begin their revitalization efforts by developing form-based codes.
- Define fundamental intentions for the quality of life of current residents when planning to commercialize the area. Avoid an over-reliance on tourism.
- Adopt commercial and residential elements from both the Main Street framework and the en-RICHED and Modifies Steps frameworks.
- Align slow tourism approaches with revitalization efforts to adopt the requests of the current community and avoid the downfalls of tourism.
- Leverage slow tourism aspects by promoting Clarkdale's Sycamore Canyon, the Verde River, and its geological history.
- Carry out a redevelopment survey, building assessment and a form-based system to introduce revitalization efforts in Clarkdale.
- Be persistent when dealing with absentee owners, offer incentives, and provide guidelines to make it easier for residents to comply with restoration attempts.
- Consider implementing a well-designed vacancy tax in residential areas guided by a form-based code and coupled with incentives for renovation and leasing.
- Incorporate a slow tourism approach to revitalization efforts by apply Clarkdale's small-town charm attractions such as wineries and breweries, history, and natural beauty.
- Promote the recreational uses of the Verde River and preserve the history of the Tuzigoot Monument that provides a meaningful avenue to encourage tourism that generates revenue.
- Improve the accessibility of touristic features by foot or bike and develop a place for visitors to stay and enjoy Clarkdale to extend stay time.

- Create a detailed strategy by tested frameworks for downtown revitalization and appoint an organized task force to execute the plan.
- Set the tone of future development by seeking ways to help coordinate the hours of eateries with the upcoming Park Hotel.
- Emphasize Design and Promotion from the Main Street Framework to encourage business owners to upgrade and use vacant buildings in order to draw people to downtown.
- Acknowledge that implementation of balanced and meaningful approaches can take up to 20+ years, tailor plans specific to Clarkdale, and balance goals-against time frames.
- Establish a determined strategy based on revitalization frameworks and avoid an over-reliance on tourism to meet the quality of life desired by its long-term residents.

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Figure 3 Kayaking the Verde River, by Doug Von Gausig.

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Figure 7 Main Street in Downtown Mesa, by David Crummey via Flickr.

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Figure 8 Downtown Mesa's historic Alhambra Hotel, which was redeveloped as student housing, via Wikimedia Commons.

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Figure 9 Sedona's Red Rock Street, via Wikimedia Commons.

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Figure 10 Matyó souvenir shop in Mezökövesd, via Wikimedia Commons.

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Figure 11 Tuzigoot Monument, by Doug Von Gausig.

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**FACULTY
MALCOLM GOGGIN**

**PAF 509: PUBLIC AFFAIRS CAPSTONE
COLLEGE OF PUBLIC SERVICE & COMMUNITY SOLUTIONS**

Funding Strategies to Support Historic Preservation Efforts

**A Fall 2019 capstone project by
Hannah Dabbs-Mendoza, Master of
Public Administration**

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Hannah Dabbs-Mendoza

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Steve Russell

Lindsey Sikorski

Jordan Sene

Anne Reichman

Kayla Frost

Clarkdale Staff Team

Tracie Hlavinka

Ruth Mayday

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INTRODUCTION

A small rural town in north-central Arizona, Clarkdale is packed with historical value and significance. The original town site of Clarkdale is recognized as a Historic District on the National Register of Historic Places (Clarkdale Historical Society & Museum, 2018). Currently, town officials have discussed creating a downtown business district revitalization plan centered on historic preservation. This report conducts introductory research on historic preservation approaches, funding methods, and similar local historic preservation programs. The two research methods used are a literature review and a comparative case study.



Figure 1 Main Street Clarkdale, by Town of Clarkdale.

The literature review discusses the two main approaches to historic preservation, historical conservation, and the Main Street Approach. Additionally, the literature review explains the various funding opportunities available for historic preservation projects. Grant funding coming from the national Historic Preservation Fund and nonprofit organizations often require that local municipalities have the designation of Certified Local Government. Other resources, such as the federal Investment Tax Credit and the State Property Tax, help property owners contribute to local efforts by providing tax reductions on properties they preserve.

This report explores historic preservation methods of other local governments through a comparative case study broken into two parts. Part A compares nine local governments in Arizona: Jerome, Williams, Bisbee, Sedona, Cottonwood, Payson, Prescott, Flagstaff, and Tucson.

All nine cities and towns are established “Certified Local Governments,” which provides them with funding from the Arizona State Historic Preservation Office. The majority of these communities have also set up a local historic preservation commission as a resource for their residents and business developers. Each city has found its own way to organize their goals into a strategic plan either through their existing community development departments or by creating a new program within their administration. Some cities have found additional ways to encourage historic preservation, such as Flagstaff’s Historic Facades & Signs Grant Program.



Figure 2 Flagstaff's Orpheum Theater, by Derek Cashman via Wikimedia Commons.

Part B expands this comparison to include five cities outside of Arizona who have been deemed to have completed successful historic downtown revitalizations. These cities include: H Street, Washington DC; Laramie, Wyoming; Livermore, California; Natchitoches, Louisiana; and Washington, Missouri. The common element between all five cities was the use of the Main Street Approach (discussed in the Literature Review), which endorses the creation of a “Main Street” organization. Local officials partner with these organizations to create common goals, incentives for developers, and local events to draw tourism. Each of the five cities additionally has used an “out-of-the-box” approach to ensure lasting success.

After examining Clarkdale’s history and funding options, then comparing with successful approaches in other communities, this report recommends that Clarkdale:

- **Become a Certified Local Government**
- **Establish a Historic Preservation Commission**
- **Use the Main Street Approach** and conduct further research on public-private partnerships

Between the distinct architectural design and the prime access to the Verde River, Clarkdale has great potential for a thriving downtown business corridor on their Main Street. Clarkdale leadership has begun discussions on how best to revitalize their downtown while supporting historic preservation along the way. This report centers on the research of various funding strategies to support Clarkdale’s revitalization and preservation efforts.



Figure 3 Verde River, by Doug Von Gausig.

Historic preservation of any city or town can be expensive. While the residents may want to support these efforts, the town's general fund cannot finance such projects. The purpose of this report is to research and find ways Clarkdale may be able to fund its historic preservation efforts without altering their general fund.

This report addresses three research questions:

- 1. What historic preservation efforts has Clarkdale already made and how were they funded?**
- 2. How have other cities and towns achieved historic preservation goals?**
- 3. Where can Clarkdale receive additional funding for the town as whole or for specific historic sites?**

At the end of this report, several recommendations will be made to Clarkdale on how they can best approach funding. These recommendations are built on the aforementioned research questions, a literature review of historic preservation methods, and multiple case study analyses.



Figure 4 PAF 509 students tour the under-renovation Park Hotel and talk with town leadership.

BACKGROUND

In 1965, President Lyndon B. Johnson tasked a special committee with research and reporting of historic preservation in the United States, which sparked a movement for preservation. By 1966, Congress passed the National Historic Preservation Act, establishing permanent institutions and a clearly defined process for historic preservation in the United States (National Park Service, 2018). Today, federal historic preservation standards and guidelines are outlined by the National Park Service (NPS), a subdivision of the U.S. Department of the Interior. Recognizing the magnitude of historic preservation, the 1966 Act resulted in the creation of State Historic Preservation Offices.



Figure 5 Clarkdale Business District 1952, by Town of Clarkdale.

The Arizona State Historic Preservation Office (SHPO), is the center of local historic preservation and revitalizations. SHPO is a division of Arizona State Parks tasked with assisting private citizens, private institutions, local governments, tribes, and state and federal agencies in the identification, evaluation, protection, and enhancement of historic and archaeological properties that have significance for local communities, the State of Arizona, or the nation (State Historic Preservation Office, 2019). Largely, SHPO connects individuals and organizations with the resources required to apply for government and private programs. These programs offer certification, recognition, publicity, and even funding.

SHPO advertises 14 of the top historic preservation programs relevant to Arizona cities and towns:

- National Register of Historic Places
- Arizona Register of Historic Places
- SHPO Consultation/Historic Preservation Compliance
- Certified Local Governments
- Tax Incentives Program
- State Historic Property Tax
- Governor's Archaeological Advisory Commission
- Historic Sites Review Committee
- Public Education/Archaeology
- Archaeology and Heritage Awareness Month
- AZSITE
- Government-to-Government (G2G) Consultation ToolKit
- Survey and Planning
- Historic Preservation Conference

Prior historic preservation efforts

In 1998, Clarkdale's Historic District was listed on the National Register of Historic Places. The original town site features 381 historic buildings, making it one of the largest historic districts in Arizona (see Figure 1). Additionally, Clarkdale is home to the Arizona Copper Art Museum, the Clarkdale Historical Society and Museum, the John Bell Museum, and Tuzigoot National Monument. In 2006, the Arizona Department of Tourism awarded the Town of Clarkdale and the Clarkdale Historical Society & Museum a \$50,000 grant to renovate a town building for use as a museum and archive (Clarkdale Historical Society & Museum, 2018). The town's motto is "Still Making History," which demonstrates their commitment towards historic preservation. Currently, town officials are in the midst of ongoing conversations regarding keeping the history of the town while revitalizing the downtown business district (i.e. preserving the existing buildings and culture of the town).



Figure 6 Clarkdale Main Street, 1998. Retrieved from the Clarkdale Town Manager.

Literature review

"Historic preservation encourages the protection of historic and archaeological resources that are associated with important past events, themes, and people; that are representative of periods and types of architecture; possess high artistic value; or that are likely to yield valuable information about the past. Historic preservation helps us to know who we are by teaching us about from where we came"
(State Historic Preservation Office, 2019).

There are only a few literary works on local historic preservation strategies; most of the existing literature focuses on the creation and preservation of national monuments or tribal historic preservation. For the purpose of this report, historic preservation of historic monuments and tribal culture is not applicable and, therefore, will not be considered. Instead, the focus will be on how to best preserve the history of local cities and towns, such as Clarkdale. Within the limited applicable literature available, three common themes become apparent: approaches to historic preservation, tax incentives programs, and historic preservation grants.

Approaches to historic preservation

Historic preservation is actually a very broad topic. It generally means the protection of historical and archaeological resources. However, controversy arises from the common use of the word significant. Who's to say that one century-old building is significant while another one is not?

To address such an issue, the National Park Service has developed standards that guide (and in some cases regulate) the treatment of historical buildings (National Park Service, 2018). When a local community is interested in applying for a preservation program and/or creating a new project, they must adhere to these guidelines, especially in terms of architectural changes.

Historical conservation

One of the approaches to historic preservation focuses on the connection between historical and archaeological efforts. Historical conservation adds an emphasis on the preservation of non-renewable resources and non-tangible resources such as heritage. Arizona takes part in historical conservation through the Governor's Archaeology Advisory Group and the promotion of Arizona Archaeology and Heritage Awareness Month, which occurs in March (State Historic Preservation Office, 2019). According to SHPO's AZ State Historic Preservation Plan Update 2019:

"Many of the challenges we face today are similar to those identified in 1966. Both the public and private sectors, often supported by the federal government, continue to threaten historic resources in much the same way that federal urban renewal and highway construction programs did 50 years ago. Today, large-scale traditional and renewable energy projects are impacting cultural landscapes, traditional cultural sites, and archaeological resources in a massive way" (p. 9).



Figure 7 Clarkdale Post Office, by Town of Clarkdale.

The paradox at hand remains: how can historical conservation preserve historical resources while also ensuring that these historical resources will be available to enjoy for many generations to come? The world is becoming more and more dependent upon energy but with considerable costs to the environment. In an effort to become self-sustainable, the public and private sectors are introducing renewable energy projects, which unfortunately have the potential to negatively impact historical and archaeological efforts.

David A. Lewis addresses this concern in his journal report, *Identifying and Avoiding Conflicts Between Historic Preservation and the Development of Renewable Energy*. Lewis (2015) explains that these conflicts arise when such energy projects either directly disturb historic sites or introduce adverse aesthetic on historic landmarks and landscapes, such as metal infrastructure (p. 278). When these conflicts have escalated, efforts to develop renewable energy sources have been stalled or thwarted entirely due to existing historic preservation law. On the opposite side, renewable energy project developers, sometimes working with federal officials, have sought to circumvent or weaken historic preservation laws in efforts to continue their projects (Lewis, 2015, p. 278). Lewis (2015) makes clear that the best way to avoid conflict is to engage all stakeholders in a collaborative meeting as early as possible (p. 356).

The Main Street Approach

Downtown revitalization and historic preservation don't always mix. When talking about turning a downtown corridor into a booming tourist attraction, it is easy to think of gentrification. However, the Main Street Approach advocates for the rehabilitation and preservation of historic buildings through the creation of community organizations (Washington State Main Street Program, n.d., p. 1). The official Main Street Approach has been implemented in over 1,200 cities and towns in 40 states across the U.S. (see Figure 2) facilitated by the National Main Street Center (p. 3). One such local program, the Texas Main Street Program, used this approach and has seen \$2.9 Billion reinvested in the participating communities (Houston-Galveston Area Council, 2015, p. 7).

The Main Street Approach integrates four points that aim to produce fundamental changes in a local community's economic base:

organization, promotion, design, and economic restructuring.

1. Organization is simply the act of building a strong foundation for the community's downtown revitalization plans. It starts with engaging any and all stakeholders such as residents, elected officials, local government officials, business owners, and the chamber of commerce (Houston-Galveston Area Council, 2015, p. 5).
2. Promotion is the marketing component which is essential for drawing shoppers, investor, and tourists. Examples of promotion could include social media campaigns and downtown events.
3. Enhancing the aesthetic appeal of a downtown corridor makes promotion easier and fosters a design centered around the historic aesthetic.
4. Economic restructuring requires a market analysis to develop long-term, profitable solutions for the community (Washington State Main Street Program, n.d., p. 1).

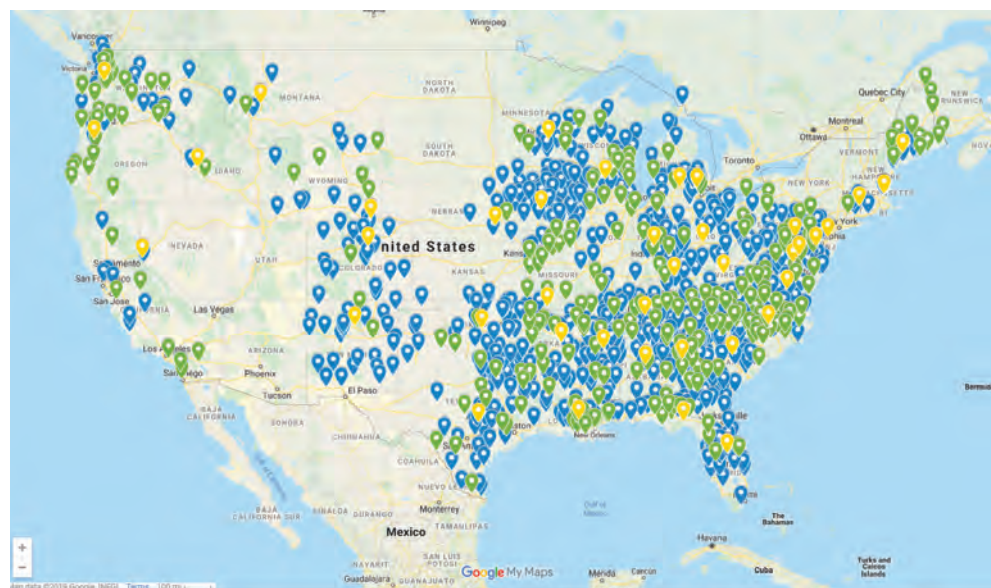


Figure 8 Main Street members across the United States, retrieved from Main Street America. It is interesting to note there are currently no Main Street America members in the state of Arizona.

Tax incentives programs

Federal and state laws, such as the National Historic Preservation Act, were created to support local efforts to not only preserve history but to do so in a way that would foster economic growth. The most popular approach for local governments interested in historic preservation has been the Main Street Approach. Being that this approach usually requires the costly rehabilitation of historic buildings, several tax incentive programs have been created to incentivize nonprofits, government agencies, and for-profit businesses to invest in historic preservation. According to NPS, preservation tax incentive programs also generate jobs, help create moderate and low-income housing, enhance property values, and augment revenues for state and local governments through increased property, business, and state income taxes (Technical Preservation Services, 2012).



Figure 9 White Pass administrative and depot buildings in Skagway, Alaska, before and after rehabilitation with assistance from the National Historic Preservation Act. Retrieved from the National Parks Service.

The Investment Tax Credit program (ITC)

The Internal Revenue Service (IRS) offers a 20% income tax credit to assist with the cost of rehabilitating buildings that will be used for industrial, commercial, or rental purposes. The ITC program accounts for depreciation of such improvements over 27.5 years for a rental residential property and 31.5 years for commercial property, subject to NPS guidelines. In the past, Congress has increased the 20% credit for limited periods for the rehabilitation of buildings located in areas affected by natural disasters. Only projects involving certified historic structures listed in the National Register of Historic Places are eligible for the ITC tax credits. If the project is intended for Low-Income Housing, then an additional 9% tax credit may apply (Technical Preservation Services, 2012).

The State Property Tax (SPT)

The State of Arizona administers the State Historic Property Tax (SPT) program, which offers a 35-45% reduction in the state property tax assessment for qualifying property owners. To qualify, the property itself can only be used for non-income producing activities (residential-use) and must be listed on the National Register of Historic Places, either individually or as a contributor to a historic district. Additionally, the owner must enter into a 15-year agreement with the state, consenting to maintain their property and to preserve the integrity of its historic features (State Historic Preservation Office, 2019).

Historic preservation grants

As stipulated by the National Historic Preservation Act, the federal government appropriates approximately \$20-50 million to the Historic Preservation Fund (HPF). As shown in Appendix B, the HPF then trickles down to fund specific preservation and revitalization programs. The HPF was created to (1) maintain the National Register of Historic Places, (2) issue regulations for state historic preservation programs, (3) award matching grants to individual states, and (4) award matching grants to the National Trust for Historic Preservation (State, Tribal, and Local Plans and Grants Division, 2007, p. 1-1).

As administrators of national historic preservation, the National Parks Services published the HPF Manual to outline the details and guidelines for apportioning these funds. The NPS awards matching grants to individual states using a three-tiered formula. To start, each state receives a base of \$357,000 to their respective State Historic Preservation Office. If the original appropriations are above \$50 million, states can receive additional funding based on population, and historic resources (State, Tribal, and Local Plans and Grants Division, 2007, p. 2-2).

Certified Local Governments

The Arizona SHPO receives at least \$357,000 in grant funds each fiscal year, which go primarily to general operations and to help SHPO facilitate the Certified Local Governments program within Arizona. Local subdivisions (counties, cities or towns) can apply to become a Certified Local Government (CLG) which signifies their agreement with the State Historic Preservation Office and the National Park Service to commit to work collaboratively to fulfill the goal of preserving, protecting, and increasing awareness of heritage resources (State Historic Preservation Office, 2019). Becoming a CLG not only provides the participant city with specialized assistance from SHPO, but also makes them eligible to receive pass-through grants from the state's portion of the HPF for preservation planning activities (State Historic Preservation Office, 2019).

National Trust for Historic Preservation

A portion of the HPF is awarded to the National Trust for Historic Preservation, a nonprofit organization, created to foster the preservation of other historic sites for the public benefit, that might not otherwise be covered by state and local efforts (State, Tribal, and Local Plans and Grants Division, 2007, p. 6-39). The National Trust for Historic Preservation runs four major programs: The National Main Street Center and Main Street America, National Trust Insurance Services, National Trust Community Investment Corporation, and National Trust Tours. These programs respectively focus on revitalizing commercial downtown districts, providing insurance to historic property owners, lobbying for historic tax credits, and offering nationwide historic tours (National Trust for Historic Preservation, 2019).

Other HPF grant programs

The HPF allocates a small portion of funds towards competitive historic preservation grants. These programs include Tribal Heritage Grants, African American Civil Rights Grants, Disaster Recovery Grants, Underrepresented Community Grants, Save America's Treasures, Historic Revitalization Subgrant Program, and Historically Black Colleges & Universities (HBCUs) Grants. Each program has a set of specific criteria which organizations are open to apply for each year (State, Tribal, and Local Plans and Grants Division, 2007).

RESEARCH METHODS

Research question two asked, **“How have other cities and towns achieved historic preservation goals?”** The goal of answering this question is to draw generalizable inferences without using quantitative data. Quantitative research designs, such as quasi-experimental, were not possible due to Clarkdale’s timeline. Historic preservation takes years to implement, to conduct a true experimental study would then need to take place over the course of 10+ years. Additionally, quantitative studies that are produced from a large sample size do not allow for a detailed exploration of very subtle contextual factors (Eller, Gerber, & Robinson, 2018).

This report uses a multiple case study design, also referred to as a competitive case method. The biggest strength of a multiple case study is that by collecting evidence in multiple cases, it makes it easier to draw direct and explicit comparisons across the cases. It is also making it more plausible to assert a general causal relationship. Potential weakness of a multiple case study design include lack of uniqueness and more challenges for the researcher (Eller, Gerber, & Robinson, 2018).

To begin, it was important that the unit of analysis be set as the historic preservation program of each city or town. For the purpose of this report, a historic preservation program can be defined as a city or town which has a clear interest in furthering historic preservation within the city or town. Additionally, from this point on, the term cities and towns will be referred to as “cities” for simplicity. When thinking about which cities to select for the multiple case study design it was important to set a list of criteria that would ensure each case is capable of being compared to one another and with Clarkdale.

Similar to nonprobability sampling, cases were selected specifically based on existing knowledge of population characteristics in order to serve the needs of the research question. Clarkdale expressed interest in learning more about cities within the state of Arizona as well as outside the state of Arizona. To accomplish that, the research is broken into **Part A: Arizona cities and towns** and **Part B: Other U.S. cities and towns**. In the findings section, Part A is organized into an excel sheet that lists the cases in Column A. The following columns list key community variables, such as differences in population, historic preservation methods, and funding.

The cases for Part A were selected based on the following criteria: (1) the city historic preservation efforts are mentioned by the client, the Arizona State Historic Preservation Office, or by one of the articles in the literature review section. (2) the population (3) the availability of historic preservation effort documentation. Determining which population sizes were appropriate to include was more complicated because Clarkdale has a population of only 4,393. It would be narrow to only include cities and towns with a population of under 5,000.

In "Public Administration Research Methods", the example is given: "Say an analyst at the Amity Department of Homeland Security wants to look at several policy performance indicators to see how Amity stacks up with other cities across the state. She does not have the time or resources to construct a true probability sample to select other cities for comparison... she takes a purposive sample of four cities smaller than Amity, four of about the same size, and another four larger cities... when she looks at her performance measures of interest across those dozen other cities, she now has the ability to check to see if community size and budgetary resources are related to performance" (Eller, Gerber, & Robinson, 2018, p. 151).

Using this logic, nine cities were chosen for Part A:

- Three cities with populations under 5,500
- Three cities between 5,500 and 20,000
- Three cities with populations over 20,000

For Part B, a different approach is taken, selecting only successful historic preservation cases of communities outside Arizona. Main Street America, a program established by the National Trust for Historic Preservation, features five cities that were successful in historic preservation using the Main Street Approach.

In the findings section, the relevant facts of each case are organized into an excel sheet, which is included in the Appendix. Then, each case is summarized in paragraph format. Finally, the report summarizes the findings for both parts and lists recommendations for the Town of Clarkdale.

FINDINGS

Part A: Arizona cities and towns

In Arizona, becoming a Certified Local Government (CLG) is an essential first step in developing a historic preservation program. As seen in Appendix A, all nine of the cities in the case study are already designated CLGs. It is assumed that because all nine cities are CLGs, they each receive funding assistance from SHPO to create and maintain their preservation programs. These findings seek to analyze key differences between these cities. Appendix A shows what stands out about each community and if it has any unique sources of revenue or expenditures related to historic preservation efforts.

A common question that gets asked about historic preservation is who oversees it? In downtown revitalizations, a city might use a coordinator, but in smaller cities and towns this isn't always possible due to budget constraints. As shown in Appendix A, there is no consensus on who should be assigned such a large program. The Town of Jerome has a population of only 457. Yet, it has designated one staff member as the Historic Preservation Officer, whereas in the City of Tucson, the Cultural Resource Manager is in charge. Another interesting correlation is the use of unique factors in terms of tourist experiences and/or program structures. Select cities demonstrate exceptionally unique characteristics used to promote their efforts.

Sedona

Sedona's Historic Preservation Commission is responsible for the identification and preservation of landmarks representing distinctive elements of Sedona's historic, archaeological, and cultural heritage (City of Sedona, 2017). The commission is funded by the general fund and will use approximately \$52,130 in FY 2019 (2% of its Community Development Program budget). The city website lists all of Sedona's designated historic landmarks, both public and private. Something unique that Sedona offers its property owners is the Historic Resources Recognition Award, which recognizes non-landmark properties possessing historical, architectural, or aesthetic merit (City of Sedona, 2017).

Cottonwood

The City of Cottonwood is unique in that its population is nowhere near as large as those of Prescott, Flagstaff, or Tucson. However, its commitment to historic preservation is clear through several obvious channels. First, Cottonwood outlines a historic preservation plan in their 2025 General Plan. Second, the City published a Historic Preservation Standards and Guidelines report, which serves as a resource for potential developers. Lastly, the community has created its own historic preservation organization called the Cottonwood Old Town Association.

Prescott

Like many other cities, Prescott has designated a commission on Historic Preservation. What is unique to the City of Prescott is the city's resources for historic preservation, which give residents and visitors a wealth of information through the city's webpage (as shown in Appendix C). The webpage offers multiple maps of the city's historic districts, applications for property owners, a timeline of the city's history, and tax incentive information for property owners (City of Prescott, n.d.). The benefit of offering this type of organized resource is that potential developers and property owners considering renovation, do not have to spend hours trying to conduct their own research.

Flagstaff

Flagstaff may be the only city in Arizona to offer funding to property owners and developers through its Historic Facades & Signs Grant Program. According to the city's website, "The Flagstaff City Council established this grant program to assist in the preservation of historically important properties within the community... grants are approved by the Commission for reservation, restoration, reconstruction, or rehabilitation of historic properties." In the past, these funds have been used for the treatment of porches, storefronts, historic signage, cornices, windows, and roofing (City of Flagstaff, n.d.).

Part B: Other U.S. cities and towns

As shown in Table 2, each case city is organized into the left column. Basic information about their historic preservation efforts are presented in the subsequent columns. This information includes their city population, the amount of money their program has reinvested in the community, the net gain in businesses, the net gain in jobs, and the number of sites they have listed on the National Registrar of Historic Places. Looking at these five successful cities there is no clear pattern regarding the presented information. The number of sites they have listed on the National Registrar of Historic Places clearly does not correlate with the success of their downtown revitalization programs. Looking into each of these programs suggests that their success can be contributed to several unique aspects that each city executed.

Comparative Case Study of Successful Historic Preservation Outside of Arizona					
Cities and Towns, State	Population	Money Reinvested	Net gain in businesses	Net gain in jobs	Number of NRHP*
H Street, Washington, D.C.	693,972	\$2.8 billion	423	5,300	1
Laramie, Wyoming	32,382	\$16.5 million	100	481	25
Livermore, California	89,115	\$101 million	unknown	unknown	5
Natchitoches, Louisiana	18,319	\$39.7 million	87	408	13
Washington, Missouri	14,061	\$64.8 million	112	435	42
<i>*Nationally Registered Historic Places</i>					

Table 1 Comparative Case Study of Successful Historic Preservation Outside of Arizona.

Washington D.C.'s H Street

Washington, D.C. is an interesting example because it does not conform to the conventional boundaries of city and state. H Street corridor was known as a vibrant downtown district primarily for African Americans in the 1950s. However, after the assassination of Dr. Martin Luther King, the neighborhood was destroyed and more than 1,100 buildings were physically damaged or destroyed (Main Street America, 2018). For a long while, the community did not believe that their downtown could be revitalized. However, in 2002 the community adopted the Main Street Approach and created a comprehensive plan.

One unique aspect of their program was the use of homeless and formerly incarcerated residents to clean the streets. Another unique aspect was a summer youth program, where the first year, 15 youths were hired and trained in financial literacy and customer service and subsequently placing them in local businesses for four weeks (Main Street America, 2018). Over 16 years, it is calculated that \$2.8 billion has been reinvested in the community (see Appendix A).



Figure 10 H Street Festival in Washington, D.C., by Ted Eytan via Flickr.

Laramie, Wyoming

According to Andi Summerville, former Mayor of Laramie, there is a huge misconception about what it takes for downtown revitalization. He states, “People think you need a single, massive project or tons of money to bring an area back. But we didn’t have either one...We’re the poorest community per capita in the state, yet we’ve created one of the most vibrant historic cities anywhere in Wyoming” (Main Street America, 2018). Laramie attributes successful revitalization to the expansion of public art. A nearby art museum at the University of Wyoming was closing, and so the city started allowing art to be displayed throughout its public spaces. The city found that when property owners saw murals on nearby buildings, they wanted theirs to be painted too, and private money began flowing to the historic district (Main Street America, 2018).

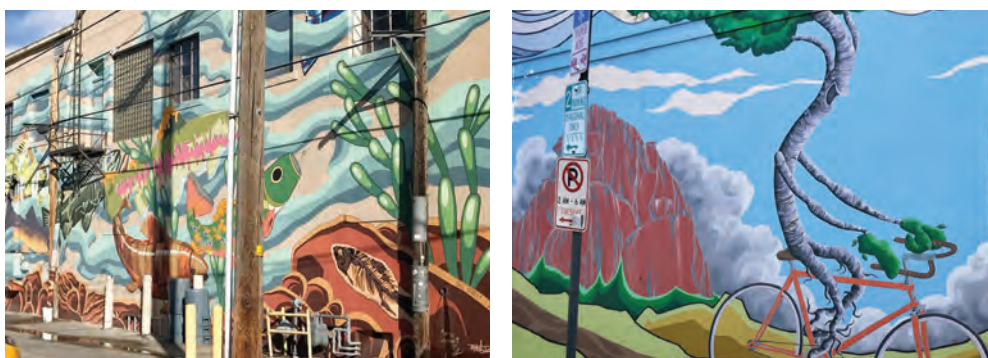


Figure 11 Laramie, Wyoming murals, by Allan Henderson via Flickr.

Livermore, California

Livermore, located about 45 miles east of San Francisco, has always placed significance on historic preservation due to its gold mining history. However, as big-box stores and shopping centers start to pop up, the once historic downtown started to suffer. What turned preservation efforts around was a remarkable community-wide effort that convened residents, property owners, investors, and developers for five listening sessions with consultants (hired by the City) who heard what the stakeholders wanted downtown and made recommendations (Main Street America, 2018).

Natchitoches, Louisiana

70 miles south of Shreveport, Natchitoches is a 33-block National Historic Landmark district that was founded in 1714. Today, it is recognized as the oldest permanent settlement in the Louisiana Purchase territory. The century-old historic buildings had deteriorated over time, and the downtown had a vacancy rate of 60 percent. What really boosted the city's downtown revitalization efforts was Hollywood.

In 1988, playwright Robert Harling lobbied to shoot his movie *Steel Magnolias* in Natchitoches. This brought Julia Roberts, Sally Field, Dolly Parton, and Olympia Dukakis to town. After the film released in 1989, promoting their historic downtown was a breeze (Main Street America, 2018).



Figure 12 Main Street Natchitoches, Louisiana, by Randy Heinitz via Flickr.

Washington, Missouri

Downtown revitalization efforts in Washington, MO started in the early 1970s when local merchants united to form the Downtown Washington, Inc. organization. The organization worked in partnership with city officials to promote and celebrate historic downtown. Initially, there were a variety of promising initiatives, yet there was not an increase in investments.

What is interesting about the Downtown Washington, Inc. is that they then decided to take out loans, purchase the historic buildings, and then directly revitalized them (Main Street America, 2018). It is not uncommon for community members to invest in downtown revitalization and open local restaurants or retail shops. However, the community members of Downtown Washington, Inc. collectively decide to take on a massive liability to achieve their goals.



Figure 13 A parade on Main Street in Washington, Missouri in the late 1890s, by the Missouri State Archives via Flickr.



Figure 14 Main Street in Washington, Missouri in 2017, by Paul Sableman via Flickr.

Recommendations

Many of Arizona's cities and towns have a unique historic charm. Outside of Phoenix, Metro, smaller towns and cities have used the resources at SHPO to create their own unique historic preservation program. In Arizona, SHPO acknowledges a community's commitment to historic preservation by helping them to become a Certified Local Government (CLG). The communities discussed in Part A had already become CLGs before creating their own programs. Outside of Arizona, the need to become a CLG is less apparent. In Part B, the case cities focused their efforts on downtown revitalization programs. Overall, there was not a lot of information available about how cities use public-private partnerships to restore historic buildings and draw in new business owners. Clarkdale is ready to create a historic preservation program for their town, however, they must first prepare and organize. As the findings in both parts suggest, some basic organizational structures are required before implementation.



Figure 15 Clarkdale "Street Scene from the Post Office" postcard, by Town of Clarkdale.

This study yields four primary recommendations for Clarkdale to consider integrating into their strategic plan:

1. **Become a Certified Local Government (CLG).** The national Historic Preservation Fund appropriates 20-50 million dollars each year, which in turn trickles down to local municipalities. The Arizona State Historic Preservation Office (SHPO) uses these funds to create pass-through grants, which only CLGs are eligible to receive. Additionally, becoming a CLG will grant Clarkdale access to additional assistance from SHPO.
2. **Establish a Historic Preservation Commission.** The majority of downtown revitalization will depend on the efforts of residents and investors (developers). It is important to have members of the community who are familiar with preservation guidelines and standards, and accessible to residents and investors. As seen in Case Study Part A, most other CLG cities in Arizona have created a commission to process renovation requests. A Historic Preservation Commission will typically meet once a month and manage a webpage within the city's official website (see Appendix C for an example of Prescott's Historic Preservation webpage).
3. **Use the Main Street Approach.** The Main Street Approach is by far the most utilized method for downtown revitalization based on historic preservation. The National Main Street Center, established by the National Trust for Historic Preservation, advocates for local governments to create formal revitalization plans centered around economic vitality, design, promotion, and organization (Main Street America, 2018).
Because Clarkdale is a relatively small town, it would not be plausible to hire additional staff designated only for historic preservation. Partnering with organizations such as Arizona State University and Main Street America would provide the town with additional resources.
4. **Conduct further research on public-private partnerships.** This report conducts introductory research on historic preservation approaches and funding. The topic of public-private partnerships is briefly alluded to but not covered. Many of the successful local governments and main street programs indicated their main challenge was attracting investors to their communities. Clarkdale will likely have these same challenges. Two potential future research questions are:
 - How can Clarkdale incentivize developers to invest in downtown Clarkdale?
 - Does the State of Arizona (or SHPO) have any existing programs to facilitate public-private partnerships for local governments?

Editor's Note
The student recommended reviewing "Organizing a successful downtown revitalization program", by the Washington State Main Street Program (Report/ Guidebook).

Summary

In summary, answers to the established research questions are as follows:

What efforts has Clarkdale made towards historic preservation?

1. Clarkdale Historic District has been listed on the National Register of Historic Places (NRHP).
2. Clarkdale has three historical museums: the Arizona Copper Art Museum, the Clarkdale Historical Society & Museum, and the John Bell Museum.
3. Town officials have begun official conversations regarding downtown revitalization with the Town Council, with the residents, and with business owners/developers.
4. Town officials have partnered with ASU Project Cities in order to conduct research on how to best produce a viable Historic Downtown Revitalization.

How have other cities and towns achieved historic preservation goals?

1. Establish a formalized plan (can be included in General Plan or Annual Report)
2. Becoming a Certified Local Government (CLG)
3. Using the Main Street Approach
4. Increasing the number of properties listed on the NRHP
5. Creating a Historic Preservation Commission to review property renovations and new developments
6. Offering a unique local experience (such as Haunted Town Tours)
7. Incorporating local art into historic preservation
8. Hire third-party business consultant, and/or a marketing consultant
9. Allowed Hollywood producers to use downtown as a film location

Where can Clarkdale receive additional funding for the town as a whole or for specific historic sites?

1. The Town's General Fund, or by means of a Historic Preservation Tax
2. Provide developers with information about the Investment Tax Credit Program
3. Provide residents with information about the State Property Tax
4. From the Arizona SHPO (requires becoming a CLG)
5. Through the National Main Street Center (requires membership)

CONCLUSION

Clarkdale has already taken the first step towards revitalizing their downtown district aka “Main Street.” Town officials have begun conversations with residents, developers, and other local communities. Clarkdale is near two already successful downtown corridors, Jerome and Cottonwood. It will not be hard putting their name on the map, with the right planning.

This report found that other local communities with successful downtown revitalization programs have taken the Main Street Approach. Local governments have limited funding opportunities, which means they themselves cannot heavily invest in the rehabilitation of historic properties. However, the Main Street Approach promotes the partnership of local governments with community-based nonprofit organizations. Together the two entities can establish a formal process for residents, business owners, and developers to preserve history while creating a profitable downtown corridor.



Figure 16 Clarkdale "Business Block" postcard featuring Main Street, by Town of Clarkdale.

Next steps for Clarkdale include becoming a Certified Local Government, establishing a Historic Preservation Commission, and conducting further research on public-private partnerships. With a limited town budget, Clarkdale can utilize funding from the Arizona State Historic Planning Office and various granting organizations. See Appendix D for a full list of funding options for Clarkdale, Clarkdale residents, and private partners.

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To access the original student reports, additional materials, and resources, visit:

links.asu.edu/PCClarkdaleDowntownRevitalization19-20

Image credits

Figure 2 Flagstaff's Orpheum Theater, by Derek Cashman via Wikimedia Commons.

https://commons.wikimedia.org/wiki/File:OrpheumTheater_Flagstaff.jpg

Figure 3 Verde River, by Doug Von Gausig.

<https://www.criticaleyepphoto.com/Verde-Valley-Geotourism-Photos/i-mV5N8dR/A>

Figure 8 Main Street members across the United States, retrieved from Main Street America.

<https://www.mainstreet.org/mainstreetamerica/thepgrams>

Figure 9 White Pass administrative and depot buildings in Skagway, Alaska, before and after rehabilitation with assistance from the National Historic Preservation Act. Retrieved from the National Parks Service.

<https://www.nps.gov/klgo/learn/news/50th-nhpa-celebration.htm>

Figure 10 H Street Festival in Washington, D.C., by Ted Eytan via Flickr.

<https://www.flickr.com/photos/taedc/36880905590>

Figure 11 Laramie, Wyoming murals, by Allan Henderson via Flickr.

<https://www.flickr.com/photos/allanhenderson/38372689281/in/photostream/>

<https://www.flickr.com/photos/allanhenderson/26597906719/in/photostream/>

Figure 12 Main Street Natchitoches, Louisiana, by Randy Heinitz via Flickr.

<https://www.flickr.com/photos/rheinitz/5797435052>

Figure 13 A parade on Main Street in Washington, Missouri in the late 1890s, by the Missouri State Archives via Flickr.

<https://www.flickr.com/photos/missouristatearchives/7109697141/in/photostream/>

Figure 14 Main Street in Washington, Missouri in 2017, by Paul Sableman via Flickr.

<https://www.flickr.com/photos/pasa/38477532094/in/album-72157691276865135/>

APPENDIX A

Comparative Case Study of Local Historic Preservation in Arizona					
Part I: General Information					
Cities and Towns	Population	County	Known For/Motto	CLG	Administrator
Town of Jerome	457	Yavapai	Wickedest Town in the West	√	Historic Preservation Officer
City of Williams	3,226	Coconino	Gateway to the Grand Canyon	√	Deputy City Clerk
City of Bisbee	5,209	Cochise	Queen of the Copper Camps	√	Bisbee Building Inspector
City of Sedona	10,335	Coconino Yavapai	The Most Beautiful Place on Earth / Red Rocks	√	Assistant Director / Community Development Department
City of Cottonwood	12,199	Yavapai	Inspiring a Vibrant Community	√	Community Development Director
Town of Payson	15,710	Gila	Arizona's Cool Mountain Town	√	Planning and Development Director
Prescott	43,314	Yavapai	Top Outdoor Adventure Town / Arizona's Christmas City	√	Preservation Specialist
Flagstaff	73,964	Coconino	Northern Arizona University	√	Principal Planner
Tucson	535,677	Pima	University of Arizona	√	Cultural Resource Manager

Table 2A Comparative Case Study of Local Historic Preservation in Arizona.

Comparative Case Study of Local Historic Preservation in Arizona

Part II: Historic Preservation Efforts					
Cities and Towns	# of NRHP	Uniqueness	Historic Preservation (HP) Commission	Revenue	Expenses
Town of Jerome	1	Ghost Town Tours	X		
City of Williams	12	Route 66	√	\$7,500 HP Tax	\$257,298 visitor center
City of Bisbee	10	Copper Queen Mine Tour	X		\$52,130 HP Commission
City of Sedona	11	Historic Resources Recognition Award Program	√	Use revenue from their General Fund	
City of Cottonwood	9	Verde Canyon Railroad, City of Cottonwood Historic Preservation Standards and Guidelines	√	General Fund revenues (Walking on main street, old town historic tours, etc.), Historic Preservation Grant \$11,005	Main Street Tour Administration Expenses, City-wide projects which include HP efforts
Town of Payson	4	Abundance of outdoor activities at sites such as the Mogollon Rim	√		
Prescott	74	Abundance of outdoor activities / Tons of information	√		Part time HP employee \$60,902-\$85,259
Flagstaff	62	Route 66 Corridor	√	Institutions such as the Museum of Northern Arizona receives a number of private grants from various special interest groups	Unknown grant amounts of the Heritage Preservation Program given to developers
Tucson	171	Tucson Historic Preservation Foundation; Historic Preservation Zones	√	The Tucson Historic Preservation Foundation has received private funding for HP research	

Table 2B Comparative Case Study of Local Historic Preservation in Arizona. Some data on revenue and expenses from external agencies were unavailable and are omitted from this table.

APPENDIX B

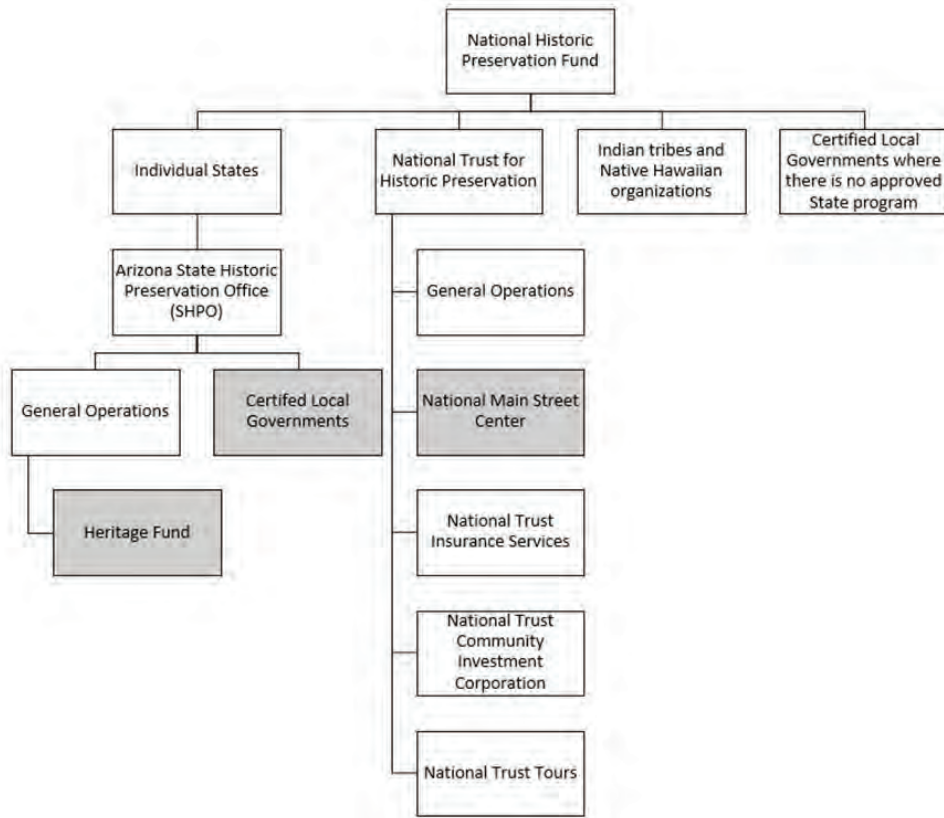


Figure 17 National Historic Preservation Fund Appropriations Chart.

APPENDIX C

CITY OF PRESCOTT

CODE | DEPARTMENTS | DOCUMENTS | FAQ | NEWS

Search...

CITY MANAGEMENT | HOW DO I? | BUSINESS & DEVELOPMENT | WATER & SEWER | RECREATION & EVENTS | SERVICES & SAFETY

OWNING A HISTORIC HOME | HISTORIC HOME TOUR | HISTORY OF PRESCOTT

History

Historic Home Tour | **Historic Preservation** | History of Prescott | The History & Historic Ordinances | Prescott History Timeline

Historic Preservation Master Plan | Sentinel Drive In Theater Sign

Historic Preservation

Purpose of Prescott's Preservation Program

The purpose of Prescott's Preservation Program is to:

- increase public awareness of the City's origin, development and historic significance
- conserve, protect and preserve the unique qualities and distinctive historic characteristics of the community
- facilitate restoration and rehabilitation of Historic structures, landscape features and other culturally significant physical objects and geographic areas.

When Do I Need a Review by the Preservation Commission?

Owners of properties located in a Local Historic District (see map here) must go before the Prescott Preservation Commission for any work requiring a permit.

- Application for Review of Work by the Preservation Commission

If you are only located in a National Register District (see map here), work requiring a permit is reviewed administratively by the Historic Preservation Specialist.

Financial Incentives for Historic Properties

To encourage historic preservation, incentives are offered, through City, State and Federal programs for City Preservation Districts and National Register of Historic Places/Properties. Incentives include:

- Special provisions of the International Building Code for Building Conservation, Conservation and preservation easements allowing limited tax benefits.
- Federal Investment Tax Credits (National Register properties used for commercial purposes only). Administered through the National Park Service. Links below lead to National Park Service website pages:
 - Grant and Funding Sources for Historic Properties
 - Application Instructions and Form (and much more info on this site regarding tax credits)
- State Property Tax Reduction Program (owner-occupied residential National Register properties).
- Form for Change in Ownership for Tax Reduction Program
- Application for Tax Reduction Program

Historic Preservation Publications

- A Brief Introduction to the National Register of Historic Places
- Historic Preservation Booklet
- Historic Preservation Districts Map
- National Register Districts Map
- Sample Arizona Historic Property Inventory Form

The following documents are available at the Community Development Department. Charges (if any) apply for some documents.

- Yesterday, Today, Tomorrow: A Guide to Preserving Your Prescott Home
- The Secretary of the Interior's Standards for Rehabilitation or online at National Park Service
- Design Guidelines for Prescott's Historic Districts
- Prescott Preservation Master Plan
- Historic Prescott, Arizona Walking Tour Guide
- Historic Property Inventory Form of each National Register property in the City

CONTACT

Historic Preservation | City Hall
 301 S. 2nd Ave. | Prescott, AZ 86303
 Phone: (928) 771-1000
 Email: historic@cityofprescott.gov

DOCUMENTS

- A Brief Introduction to the National Register of Historic Places
- Application for Review of Work by the Preservation Commission
- Application for Tax Reduction Program
- Form for Change in Ownership for Tax Reduction Program
- Historic Preservation Booklet
- Historic Preservation Districts Map
- National Register Districts Map
- Sample Arizona Historic Property Inventory Form

FAQ

- Do my house, building, etc., need to be National Register?
- What does it mean if my property is on the National Register?
- What is a Certified Local Government?
- What is a Historic Preservation Grant?
- Why do I have to have work approved by the Preservation Commission?

NEWS

The City is Operating Legally Regarding Groundwater Allowance
 Posted on October 24, 2019
 As stated in a letter received by the Prescott City Attorney's Office from ADWR The City of Prescott received a copy of a letter from Arizona Department of Water Resources (ADWR) stating that Prescott is operating within the law, and... [Read more >](#)

Prescott Regional Water Summit Scheduled for November 14

East Garley Street Sewer Main Replacement To Begin Next Week

View the Latest

News | Events | Notices

[Back to Top](#)

CITY HALL
 201 SOUTH CORTEZ
 PRESCOTT, AZ 86303
 MONDAY - FRIDAY, 8AM - 5PM
 DEPARTMENT CONTACT INFORMATION

Airport Economic Development Golf Course Library

Accessibility

Figure 18 City of Prescott historic preservation web page.

APPENDIX D

Historic preservation funding options

Tax incentives

The Investment Tax Credit Program (ITC)

Gives owners and some lessees of historic buildings a 20% income tax credit on the cost of rehabilitating such buildings for industrial, commercial, or rental purposes. For more information, visit <https://www.nps.gov/tps/tax-incentives.htm>

The State Property Tax (SPT)

Offers a 35-45% reduction in the state property tax assessment for qualifying property owners. For more information, visit <https://azstateparks.com/state-historic-property-tax-reclassification-spt-for-owneroccupied-homes>

Federal grants

The Historic Preservation Fund (HPF)

Awards matching grants to individual states, which are then granted to local governments through their state's historic planning office (SHPO). In Arizona's case, this money is used to assist Certified Local Governments. For more information, visit <https://www.nps.gov/shpo/>

Disaster Recovery Grants

Special appropriations assist communities following natural disasters with the hope of saving the remaining historic and cultural resources. For more information, visit <https://www.nps.gov/preservation-grants/disaster-recovery/index.html>

Underrepresented Community Grants

HPF's special appropriation to increase the number of listings in the National Register of Historic Places associated with minority populations, including: African Americans, Latinos, Asian Americans and LGBT Americans. For more information, visit <https://www.nps.gov/preservation-grants/community-grants.html>

Save America's Treasures

A competitive matching grant program to fund bricks and mortar preservation and conservation work on nationally significant intellectual and cultural artifacts and historic structures and sites. For more information, visit <https://www.nps.gov/preservation-grants/sat/index.html>

Historic Revitalization Subgrant Program

This is a new grant program designed to support the rehabilitation of historic properties in rural communities. Applicants must subgrant awarded funds to eligible projects. For more information, visit <https://www.nps.gov/orgs/1623/historic-revitalization-subgrant-program.htm>

Battlefield Planning Grants

Awarded to groups, institutions, organizations, or governments sponsoring preservation projects at historic battlefields. Any battlefield on American soil is eligible for this grant. For more information, visit <https://www.nps.gov/subjects/battlefields/battlefield-planning-grants.htm>

NAGPRA Grants

Grants for consultation and documentation as well as repatriation activities for Native American cultural items, including human remains, funerary objects, sacred objects, and objects of cultural patrimony.

Preservation Technology and Training Grants

Available to undertake innovative research or determine ways to adapt existing technology to provide solutions to national needs in the field of historic preservation. For more information, visit <https://www.ncptt.nps.gov/grants/preservation-technology-and-training-grants/>

Other grants and funding sources

Arizona Community Foundation

“Through strategic investments and partnerships, we support and collaborate with the organizations on the front lines working to meet community needs and enhance our shared quality of life throughout Arizona.” For more information, visit <https://www.azfoundation.org/GrantsLoans/InvestinginourCommunities.aspx>

American Express Preservation Fund

“We support projects that help communities preserve or rediscover major historic landmarks and public spaces, providing sustainable, ongoing access to the public, now and in the future. Our emphasis is on sites that represent diverse cultures and engage the public in unique ways.” For more information, visit <https://about.americanexpress.com/we-preserve-places>

Arizona Department of Environmental Quality Brownfields Grants
ADEQ recognizes the impact underutilized properties, “Brownfields,” can have on a community, particularly properties with unresolved environmental issues. Local governments can apply for funding through ADEQ’s Brownfields Assistance Program. For more information, visit <https://azdeq.gov/brownfields>

Arizona Game & Fish Heritage Fund
Grants are used to protect endangered species, acquire habitat for the benefit of sensitive species, provide access to outdoor recreational opportunities, and educate children and adults about wildlife. For more information, visit <https://www.azgfd.com/wildlife/heritagefund/grantapply/>

Arizona Humanities Grants
Supports innovative, community-based projects that use humanities disciplines to connect Arizonans to the cultures, peoples, and histories of the state and beyond. For more information, visit <https://azhumanities.org/grants/grant-opportunities/>

Arizona Public Service (APS) Community Giving
APS collaborates with like-minded organizations to strengthen local communities in Arizona. For more information, visit <https://www.aps.com/en/About/Community/In-the-Community/Community-Partnerships>

Industrial Development Authority (IDA) Bond Funds
“AZIDA is a conduit issuer of municipal revenue bonds with the ability to assist private and public borrowers across the country. With AZIDA as their financing partner, applicants for financing often find they can substantially reduce borrowing costs for their most important projects.” For more information, visit <https://arizonaaid.com/>

Made on Main Street Grant Program
“Through Made on Main Street, seven unique community action grants across the country have been awarded to complete innovative beautification projects. Each award winner will receive a \$25,000 grant to build vibrant neighborhoods, support thriving local economies, and bring their passion to life.” For more information, visit <https://www.onemainfinancial.com/mainstreet>

Salt River Power (SRP) Corporate Giving Program

“SRP's Corporate Contributions program aims to make the community a better place for our customers and employees to live and do business. We are committed to strengthening the company's core business objectives in all our activities.” For more information, visit <https://www.srpnet.com/community/contributions/>

U.S. Department of Agriculture (USDA) Local Community Grants

The agency offers dozens of grants and loans to help local communities build upon their needs. For more information, visit <https://www.rd.usda.gov/programs-services/programs-services-communities-nonprofits>

The following report summarizes and draws highlights from work and research conducted by students in PUP 642 Urban and Regional Economics for the Fall 2019 partnership between ASU's Project Cities and the Town of Clarkdale.

To access the original student reports, additional materials, and resources, visit:

links.asu.edu/PCClarkdaleDowntownRevitalization19-20

FACULTY
DEBORAH SALON

PUP 642: URBAN AND REGIONAL ECONOMICS
SCHOOL OF GEOGRAPHIC SCIENCES & URBAN PLANNING

Opportunities for Main Street Development

An exploration of seven strategies to
enhance the character and attractiveness
of Clarkdale's historic downtown corridor

ACKNOWLEDGMENTS

Faculty

Deborah Salon

Students

Sustainability

Nayeli Sanchez Luna

Guadalupe Ortiz Cortez

Kelly Bitler

Adrian Zambrano

Lydia Schultz

Outdoor Recreation

Elizabeth Freeland

Elyse Kats

Stephen Stoddard

Haolin Du

Bhishma Rakeshbhai Dave

Arts and Culture

Yuyan Che

Chloe Durfee-Sherman

Jonathan Garrett

Stefona Ranallo

Isabel Schlebecker

Downtown Revitalization

Keith Morphis

Yousuf Mahid

Mastura Safayet

Patricia Cooley

Michael Schwartz

Branding and Identity

Nicole Baltazar

Kevin Carranza

Brian Peck

Yueling Li

Hannah Trostle

Public Spaces

Maeser Allen

Corey Ferguson

Satanay Hallac

Morgan Henn

Katsiaryna Varfalameyeva

Anchor Sites

Thomas Jensen

Nicholas Leftwich

Syera Torain

Trung Vu

Yunpei Zhang

Editors

Nicholas Leftwich

Lindsey Sikorski

Steven Russell

Anne Reichman

Jordan Sene

Kayla Frost

Clarkdale Staff Team

Tracie Hlavinka

Ruth Mayday

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To access the original student reports, additional materials, and resources, visit:

links.asu.edu/PCClarkdaleDowntownRevitalization19-20

INTRODUCTION

Currently, the Town of Clarkdale finds itself in uncertain circumstances. The Verde Valley as a whole is experiencing rapid growth, led largely by the neighboring town of Cottonwood's growth and economic development. Cottonwood has seen robust population and tourism growth and continues to attract large and small businesses alike. Meanwhile, Clarkdale itself has experienced comparatively less growth, running the risk of falling behind and missing out on additional economic growth it could otherwise attain. This could also be seen as a potential benefit, as the Town of Clarkdale is well-positioned to leverage untapped potential, community-wide. Several strategies exist, which could help Clarkdale to benefit more from the region's development surge and drive a stronger economy with a solid foundation for growth.

Specifically, Clarkdale has opportunities to capitalize on the Verde River and the surrounding mountains for recreational and tourist use, to benefit from the shared culture and partnerships with the nearby towns, and to establish a unique Clarkdale "brand" to attract tourists. Given the opportunity inherent to the community and the potential consequences of missing out, the Town of Clarkdale must invest the time and energy now to develop forward-thinking strategies that capitalize on untapped potential and capture unique economic growth opportunities.



Figure 1 Verde River, by Doug Von Gausig

Guided by the ambitious leadership of the new Town Manager, Tracie Hlavinka, and Ruth Mayday, the Community Development Department Director, Clarkdale initiated revisions to the Clarkdale General Plan. The revisions aimed to shape the policy and future development of the town in a way that would capture growth and development opportunities while still retaining the core identity and values of Clarkdale. As part of this effort, during the Fall 2019 semester of Arizona State University, the Town of Clarkdale partnered with Project Cities and the ASU graduate class of PUP 642 Urban and Regional Economic Analysis in order to kickstart the brainstorming process of identifying opportunities for economic development in Clarkdale, Arizona.

The contents of this course, PUP 642 Urban and Regional Economic Analysis, provided foundational subject matter knowledge and frameworks from which the student teams launched their research projects. Concepts such as the analysis of urban supply and demand factors and of the elements of cities that pull and push residents to and from cities informed the students of what trends Clarkdale could utilize to economically develop. Other research skills practiced in this class assisted in the development of new and innovative solutions that then personalized these recommendations for the town of Clarkdale.



Figure 2 Students present their research findings at the Fall 2019 End-of-Semester Showcase.

This class of graduate students was composed of an interdisciplinary group of scholars from a variety of backgrounds, brought together in the study of urban economics and development patterns and instructed by Dr. Deborah Salon. The majority of students involved held degrees in urban planning while others held degrees in engineering, construction management, sustainability studies, and a variety of secondary disciplines. This multidisciplinary group brought diverse perspectives to the analysis and helped to formulate creative solutions that are supported by many diverse concepts and academic theories.

RESEARCH METHODS

In November of 2019, the class of PUP 642 held a virtual kickoff meeting with Ruth Mayday and Tracie Hlavinka of Clarkdale to discuss the history of the town, its current status, and challenges, and the goals and visions that town staff held for their home in the future. Town staff led the students through town on a virtual tour via street view on Zoom, explaining the economic background of Clarkdale and the different strengths the town currently draws on in order to attract tourists and project development. The class then reviewed a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis previously performed in order to quickly assess the feasibility of some of the class' initial ideas.

After discussing the terms and goals of the project, students applied their academic knowledge to brainstorm general solutions to the immediate challenges of Clarkdale. The students then divided into seven groups based on the different conceptual frameworks that were established.



1. Culture of sustainability



2. Outdoor recreation



3. Arts and culture



4. Downtown district revitalization



5. Community integration and branding



6. Public space activation



7. Anchor sites

Over the next month, each group of students researched each chosen topic of rural economic development through published literature, case studies of towns that successfully achieved economic revitalization, and academic reports that described successful methods of achieving growth. Each group approached their analysis and research from a different direction based on the core ideas and concepts previously formulated, resulting in a wide variety of recommendations and source material.



CULTURE OF SUSTAINABILITY

Discussion and analysis

“Sustainable Tourism” is a niche field that is growing as people become more environmentally conscious (Sanchez Luna et al., p.2). Clarkdale was already granted the Silver/Innovator designation by the Sustainability Alliance and has the potential to become a tourist destination as an icon of sustainability (Baltazar et al., p.4). Through several strategies, varying from introducing a farmer’s market to catering to alternative energy businesses, these practices also benefit the town itself by reinforcing sustainable development principles and increasing resiliency. By utilizing these sustainable practices, Clarkdale can promote a culture of sustainability that protects both its natural resources and strengthens the local economy.

Editor's Note
For more information on The Sustainability Alliance and their certifications, visit: <https://www.sustainabilityallianceaz.org/business>.

Editor's Note

Sustainable tourism encompasses many different practices, but primarily intends to provide meaningful tourism experiences that simultaneously raise visitor awareness about sustainability and promote sustainable practices amongst tourists, with the goal of leaving a positive impact on the environment, society, and economy.

Out of several recommended strategies, the first sustainability strategy is to bring a farmers’ market into the town that would allow local farmers from the Verde Valley region to come together and sell their fresh produce, which is currently a service residents of Clarkdale have to leave town in order to access. This farmers’ market has the capacity to become a social event that generates activity every week or however often it is held, while also bringing economic activity into Clarkdale (Sanchez Luna et al., p.4). One suggested space for this market is the former market space on the Southwest corner of 9th Street and Main Street, which currently sits as a vacant property. When this space is vacant during the week, it could also be utilized for indoor activities and gatherings to maximize its usage (Sanchez Luna et al., p.4).

Another strategy is to improve the walkability of Main Street by making streetscaping improvements, such as placing planters and adding benches to the street. These additions can foster pedestrian activity and make a more attractive street front that encourages private investment (Sanchez Luna et al., p.4-5). This is also important in developing a healthy town, which is an image that Clarkdale should seek to foster and market by encouraging physical activities and outdoor recreation (Sanchez Luna et al., p.5).

Editor's Note
Sufficient greenery can provide the added benefit of improved air quality, and a cooling effect on hot days.



Figure 3 Example of streetscaping practices, including seating and landscaping, by La Citta Vita via Flickr.

Editor's Note
In addition to the stated benefits, a source of renewable energy is also a potentially valuable move from a resilient infrastructure perspective.

One major sustainability recommendation would be to take measures to diversify Clarkdale's industry base by courting sustainable businesses, whether it be those that utilize sustainable practices in their operation, such as environmentally conscious breweries and wineries, or even businesses that generate renewable energy, such as solar and wind farms. Partnering with solar and wind companies by helping these companies secure land for solar and wind farms within the town of Clarkdale could help to both diversify Clarkdale's industry base and shape Clarkdale into a hub for renewable energy (Sanchez Luna et al., p.5-6). By utilizing these sustainable practices, Clarkdale can promote a culture of sustainability that protects both its natural resources and strengthens the local economy by attracting environmentally minded tourists and curious visitors (Sanchez Luna et al., p.5-6).

Recommendations for sustainability

- Establish a local farmer's market to support Verde Valley region farmers while serving residents and tourists in a meaningful way. This type of community event can generate social as well as economic activity. Students suggest the vacant property at South 9th Street and Main street as a potential market site (Sanchez Luna et al., p.4).
- Install streetscaping amenities to support the walkability of Main Street. Suggestions include landscaping and seating elements that can foster pedestrian activity while increase attractiveness of the street (Sanchez Luna et al., p.4-5).
- Diversify Clarkdale's industry base by courting sustainable businesses, which can provide attractions for sustainability tourists and strengthen the local economy. This could include partnering with renewable energy companies, or attracting businesses that utilize sustainable practices in their daily operation (Sanchez Luna et al., p.5-6).



OUTDOOR RECREATION

Discussion and analysis

Surrounded by natural resources such as the mountains of the Verde Valley and the Verde River itself, the Town of Clarkdale has a prime opportunity to capitalize on growing trends of outdoor active recreation, such as mountain biking, hiking, and kayaking (Frelander et al., p.1). Most residents and town staff are already aware of the natural beauty of the area and the sublime potential the valley has in becoming an outdoor recreation mecca, but the question of how to accomplish this goal still remains. However, through the study and research of successful outdoor recreation-based economies such as Bend, Oregon, four particular strategies emerge as key components that Clarkdale can implement and utilize in order to mature and multiply its outdoor recreational opportunities and their appeal.

Of the four strategies, the first is the idea of hosting recreation events such as relays and races that showcase the recreational opportunities of the area and the town itself. Given the variety of resources available in the area, these events should incorporate a blend of all forms of outdoor activities such as hiking, biking and water sports in order to bring awareness to Clarkdale's outdoor recreational tourism opportunities (Frelander et al., p.1). While Clarkdale does not yet have the same level of trail infrastructure as some communities like Sedona and may not be able to host massive events yet, smaller family-friendly events like a "Pedal Paddle Run" could be used to build a reputation and would encourage family-friendly tourism in the town of Clarkdale (Frelander et al., p.4).



Figure 4 Verde River Float Trip, "Tapco to Tuzi", by Doug Von Gausig.

In order to further encourage all forms of recreational business, the town should also seek out or subsidize businesses that promote the outdoor culture or take advantage of natural resources, such as the mountains or Verde River, in order to make these elements a more deeply ingrained aspect of Clarkdale's culture (Frelander et al., p.4).

This student group's second strategy is to develop an extensive trail network system. Clarkdale has existing trails, but in order to get its name on the map and become a hotspot for outdoor tourism Clarkdale should strengthen its mountain biking culture through building new trails or connectors or by taking steps to publicize and encourage biking around existing networks (Frelander et al., p.4).

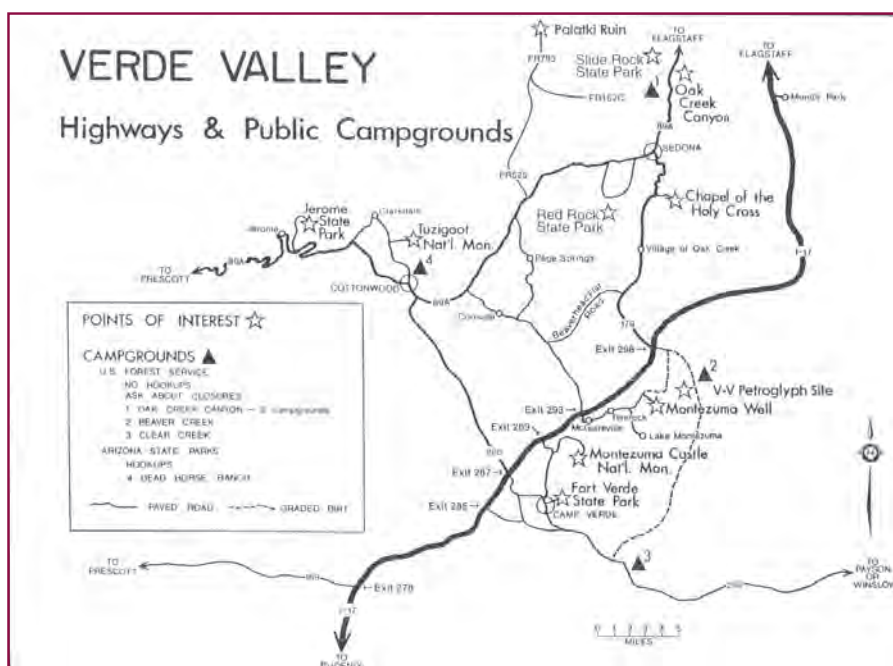


Figure 5 Existing Verde Valley outdoor recreational amenities, by the U.S. National Park Service via Wikimedia Commons.

This trail system should cater to both outdoor enthusiasts and casual visitors through trails of varying difficulty, with easy trails being centered around downtown Clarkdale to attract visitors and provide them opportunities to eat and relax. An example of this strategy can be seen in Boulder, Colorado, which has hiking and biking trail loops designed for beginners and families that bring the trail-goers back into town when they are finished so that they can cool off and participate in the other offerings of the town (Frelander et al., p.4). Developing or maintaining new trails can be costly, however, volunteer groups and partnerships can help offset these burdens and provide a sense of community in the region (Frelander et al., p.4).

A third strategy that complements the outdoor opportunities of the Verde Valley is to establish a “regional passport” program in the region. The concept is to create a “passport” of sorts that highlights restaurants, shops, and recreational activity sites throughout the region and incentivizes visits to each site with the promise of a small reward, such as a souvenir or a t-shirt (Freeland et al., p.4). This practice advertises local business and opportunities and if shared throughout the valley can create a mutually beneficial partnership between the Verde Valley towns that shares tourists rather than forcing competition for their attention (Freeland et al., p.4-5). The concept of a passport may also encourage visitors to turn a day trip into a weekend trip by providing a list of things to do and an incentive for staying and completing them, which brings the potential for a greater economic benefit and more meaningful tourist interactions (Freeland et al., p.4).

The fourth strategy involved in developing Clarkdale’s outdoor opportunities is to incorporate outdoor recreation into the town’s identity and branding. One aspect of this is to incorporate urban trails that link the town itself to the hiking and biking trails that exist across the area, as well as providing some form of pedestrian or bike connection to the Tuzigoot River Access point from downtown (Freeland et al., p.5).



Figure 6 Existing trail to Tuzigoot Monument, by Doug Von Gausig.

Another important aspect is to improve the online marketing and resources of Clarkdale’s outdoor recreation activities to bring more awareness to the recreational opportunities. Higher quality maps containing local parks and trails with amenity information should be available at a centralized online location in order to attract curious visitors (Freeland et al., p.5). By branding and marketing Clarkdale with these strategies, town staff can advance Clarkdale’s image as a destination for outdoor activity and reinforce its identity as a place to visit and enjoy (Freeland et al., p.5).

Recommendations for outdoor recreation

- Host recreation events that showcase local recreational opportunities and the town itself. Incorporate a variety of activities such as hiking, biking, and water sports to bring awareness to the town's outdoor recreational tourism opportunities (Freeland et al., p.1).
- Incorporate smaller, family-friendly events like a "Pedal Paddle Run" to build a reputation and encourage family-friendly tourism that does not necessitate massive infrastructure (Freeland et al., p.3).
- Seek out or subsidize businesses that promote outdoor culture or take advantage of natural resources, such as the mountains or Verde River, to further encourage all forms of recreational business and ingrain outdoor recreation into Clarkdale's culture (Freeland et al., p.4).
- Further develop existing trails to facilitate more opportunities for outdoor tourism. Cater to both outdoor enthusiasts and casual visitors by incorporating trails of varying difficulty in the system (Freeland et al., p.4).
- Strengthen the local mountain biking culture by building new trails or connectors, or by taking steps to publicize and encourage biking around existing networks (Freeland et al., p.4).
- Utilize volunteer groups or partnerships to help offset construction or maintenance costs of the trails while providing a sense of community in the region (Freeland et al., p.4).
- Establish a "regional passport" program to highlight restaurants, shops, and recreational activity sites throughout the region, while incentivizing visits to each site with prizes or souvenirs. This type of program can help create mutually beneficial partnerships with other local communities and promote a network of regional tourism (Freeland et al., p.4-5).
- Incorporate outdoor recreation into the town identity and branding to advance Clarkdale's image as a destination for outdoor activity (Freeland et al., p.5).
- Install urban trails across the area that link Clarkdale to existing hiking and biking amenities. These trails should include a pedestrian or bike connection to the Tuzigoot River Access point from downtown (Freeland et al., p.5).
- Improve the online marketing and available resources of existing outdoor recreation activities to increase awareness and accessibility. Provide high quality maps and marketing materials of local parks and trails in a centralized online location to give visitors confidence in Clarkdale as a tourist destination (Freeland et al., p.5).



ARTS AND CULTURE

Discussion and analysis

Public art is generally considered an important factor in the creation of appealing community spaces and most students felt at least some aspect of public art should be considered or incorporated in any development. The following recommendations, however, focus on the value of using art and culture programs as an economic driver that shape the identity of Clarkdale into a hub for artists and beautify the town as a means to attract tourism and further growth (Che et al., p.3). There are four strategies and techniques that may be incorporated in Clarkdale that bring the arts to the forefront and raise art from an accessory to a complete public attraction.

One important technique is the implementation of a co-working art studio, which is a shared interdisciplinary workspace that brings together artists of all types and encourages innovation. By developing a co-working space for painters, sculptors, glass blowers, photographers, potters, and other artists, Clarkdale can embrace its history for art and create an attraction that tourists would love to see (Che et al., p.5). Any currently unused downtown storefronts could serve as a potential location for a co-working art studio, acting as a creative outlet for residents and visitors alike (Che et al., p.5). The studio would bring community and activity to the streets of downtown Clarkdale, potentially spurring further investment and development.



Figure 7 Vacant buildings on Clarkdale's Main Street that could serve as a co-working art studio.

An artist-in-residency program for this space could attract outside artists by providing low-cost housing in exchange for a guaranteed workspace in the studio. This setup provides opportunities to celebrate new work through local art shows which would benefit the town by attracting tourists and residents alike.

A necessary step in this process is for Clarkdale to issue various calls for art and make efforts to attract creatives to the town in order to sustain a growing arts culture. These artists can be recruited to develop public art that can be an effective tool for fostering community identity, promoting art tourism, bolstering appreciation of the arts, and providing community-centered opportunities for artists (Che et al., p.6). Examples of this art-based transformation can be found in the painting of Rio de Janeiro's favelas, or Chicago's Cloud Gate sculpture (better known as "the Bean") that both became tourist attractions in and of themselves, benefiting their respective cities (Che et al., p.6).



Figure 8 Chicago's Cloud Gate sculpture surrounded by tourists, by Photomason via Creative Commons.

Furthermore, Clarkdale can support its local artists and promote the arts as a tool for economic development by holding design competitions for murals or other public art that celebrate the town's heritage, promote a marketing message, or are purely aesthetically pleasing. This could become a relatively low-cost community event to undertake if the town sets a budget and provides funding for materials (Che et al., p.6). Clarkdale could also partner with local businesses in order to raise funding and support for such events.

If arts funding is not currently available within the town budget, there are a variety of state and federal institutions such as the Arizona Commission of the Arts, the National Endowment for the Arts, and the Project for Public Spaces that fund arts programming and can be utilized to support these projects. Additionally, local businesses may be inclined to support local artists and build partnerships that foster community support and help build a shared identity around the arts (Che et al., p.6-7).

An important technique that ties this all in is to implement a walking tour downtown that focuses on the art history of Clarkdale. As Clarkdale is already home to the Arizona Copper Art Museum, this asset could be applied as the centerpiece for a walking tour, which celebrates the town's historic roots with copper. This tour could help visitors get to know Clarkdale and its history, and as more art like murals or other public pieces are introduced, it would only become more attractive as time goes on (Che et al., p.5-6).



Figure 9 Arizona Copper Art Museum, by Doug Von Gausig.

Recommendations for arts and culture

- Implement a co-working art studio or shared interdisciplinary workspace to bring together diverse artists while simultaneously creating a tourist attraction and creative outlet for residents (Che et al., p.5).
- Issue various calls for art and attract artists to Clarkdale in order to sustain a growing arts culture. Strategies can include implementing an artist-in-residence program or holding local design competitions (Che et al., p.5-6).
- Partner with local businesses to raise funding and support for local arts events and initiatives to further foster community support and build a shared identity around the arts (Che et al., p.6-7).
- Explore state and federal arts support programs such as the Arizona Commission of the Arts, the National Endowment for the Arts, and the Project for Public Spaces to find additional funding for project support (Che et al., p.7).
- Implement a downtown walking tour focused on Clarkdale's art history. The Arizona Copper Art Museum could act as a centerpiece for the tour and the continual addition of public art installations will keep the tour fresh and interesting (Che et al., p.5-6).



DOWNTOWN DISTRICT REVITALIZATION

Discussion and analysis

One of Clarkdale's key character elements is its historic downtown business district. Over the years, Clarkdale's historic town center has struggled to attract activity and investment, leaving many buildings and parcels vacant or undeveloped. While some landowners have invested in retrofits and provided support to the struggling businesses renting space, others have been unwilling to develop their property at all, or to even sell it, believing the value of the property may increase later. Unfortunately, this thinking has fostered a cycle of stagnation that has left downtown Clarkdale with diminished returns.

However, the town still has several options to break out of this cycle, and this group of students focused on a multi-pronged strategy consisting of: a) finding ways to direct and bring people downtown, b) developing activities and scenery that keeps people downtown, c) using economic tools to stimulate the economy downtown and d) working with property owners in order to develop or sell their land.

One initial barrier that was identified is that it is not altogether intuitive how to access downtown Clarkdale from the 89-A highway. The students found access to the corridor to be potentially difficult or confusing to new visitors (Morphis et al., p.3). To remedy this, clear and visible signage should be provided to alert drivers on the road what they may find in downtown and how to get there (Morphis et al., p.4). Another important tool that could be used would be to implement a shuttle service that tourists could use to get around the Verde Valley and into downtown Clarkdale (Morphis et al., p.5).



Figure 10 The CAT shuttle, an existing Verde Valley public transit service that could help draw tourists to downtown Clarkdale.

Furthermore, students felt that the lack of sidewalk infrastructure leading people to the downtown area may be a limiting factor for pedestrians or bicyclists in other parts of the town. While the number of roads that go into downtown Clarkdale are limited, introducing more pedestrian or biking routes from neighborhoods to the downtown area may help improve access and encourage more economic activity (Morphis et al., p.7).

The next step in this process is to develop ways to keep people in downtown Clarkdale once they get there. This can be done by developing an attractive streetscape and scenery that entices visitors and tourists, and by having more activities and things to do downtown (Morphis et al., p.7). Historically, the downtown acted as an entertainment district for Clarkdale, and while this activity has long gone dormant in this location, there is a demand throughout the Verde Valley to introduce more entertainment options that Clarkdale could take advantage of. By reintroducing more activity downtown and making the area more attractive to stay in, Clarkdale can generate further activity that will support local businesses and stimulate the economy (Morphis et al., p.8). As this happens, Clarkdale must also take active measures to stimulate the economy downtown and encourage movement on the underutilized properties. Through public participation tools, such as public meetings, residents and other stakeholders can share their vision of an activated corridor with the speculative property owners; input from the public can be a compelling force for change (Morphis et al., p.9).

Then, economic tools such as the tax code can be modified to disincentivize sitting on vacant property and incentivize development. Opportunity Zone-type designations could be introduced downtown in order to lower development fees and encourage investors and developers to act. Additionally, economic help from state or federal programs should be researched and applied for whenever applicable, such as the Opportunity Zone program founded by the U.S. Economic Development Administration (Morphis et al., p.10). By utilizing these tools, Clarkdale can generate both social and economic activity in its downtown core that will stimulate investment and revitalize the local economy, activating the public space and revitalizing the town.

Recommendations for downtown district revitalization

- Install clear, visible signage to facilitate access to Clarkdale from the 89A highway, subsequently making travel to the downtown area more intuitive (Morphis et al., p.3).
- Implement a shuttle service to increase tourist accessibility to the Verde Valley and downtown Clarkdale areas (Morphis et al., p.5).
- Introduce pedestrian or bike routes that reach downtown Clarkdale to improve access and encourage increased activity (Morphis et al., p.7).
- Encourage social interaction by utilizing urban design techniques that inspire an appealing and inviting urban space, and attract people to stay in the area longer (Morphis et al., p.7).
- Reintroduce more entertainment amenities in Clarkdale to generate activity, support local businesses and stimulate the economy (Morphis et al., p.8).
- Utilize development strategies to stimulate the downtown economy and encourage movement on stagnant properties such as:
 - finding ways to direct and bring people downtown,
 - developing activities and scenery that keeps people downtown,
 - using economic tools to stimulate the economy downtown and
 - working with property owners in order to develop or sell their land (Morphis et al., p.9-10).
- Public participation tools, modified tax code, and opportunity-zone type designations can all be effective tools to catalyze new development (Morphis et al., p.9-10).
- Research applicable state and federal programs, such as the Opportunity Zone program founded by the U.S. Economic Development Administration, and apply whenever possible (Morphis et al., p.10).



COMMUNITY INTEGRATION AND BRANDING

Discussion and analysis

Among the towns of the Verde Valley, and even among the many cities of the state of Arizona, Clarkdale is unique and holds a lot of potential for growth, both locally and for tourism. One of its key challenges will be for the town to establish its identity as a unique and desirable place to visit, while also utilizing the resources of the surrounding community and integrating itself into the broader Verde Valley. This can be done through a series of strategies that will help to reinforce Clarkdale's identity while also enabling a greater level of coordination with neighboring towns.

The first strategy in this series is to develop a coordinated and connected tourism market with the adjacent towns of Cottonwood and Jerome. Each town has its own unique historical and cultural assets that it can leverage, but with coordination the specializations of each town can be further bolstered and supported as each town works to complement each other, rather than compete with each other (Baltazar et al., p.4).

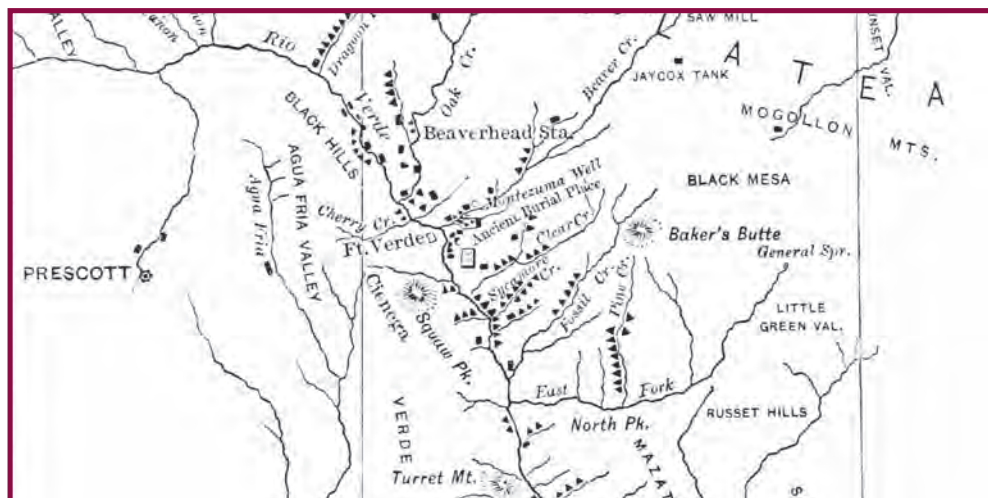


Figure 11 Map of ancient dwellings of the Verde Valley, illustrating the connection of cultural assets across towns and cities, by Popular Science Monthly via Wikimedia Commons.

Continuing this strategy, Clarkdale has an advantageous history of sustainability that can be marketed in a way that the other towns cannot. Clarkdale has taken on a measure of sustainability initiatives and by building an identity around this aspect of itself it can attract tourists that appreciate Clarkdale's values and are curious regarding how these ideas look in practice and how Clarkdale operates.

Following this, Clarkdale should implement a policy that preserves but still utilizes its historic assets in new development. The railcar that has been converted into a café in downtown Clarkdale is a prominent example of this concept already in action. By utilizing a unique historic asset in a new and interesting way, a developer has found a way to market their business in an effective and characteristic way (Baltazar et al., p.5). Clarkdale could expand on this theme by repurposing other railroad cars for other small businesses. Furthermore, the old market building, with its unique architecture, could be repurposed into a new, exciting special events space and marketplace (Baltazar et al., p.5).



Figure 12 Clarkdale Caboose cafe, by Town of Clarkdale.

Additionally, Clarkdale owns parcels around town that it could utilize and activate while the town waits for developers to start investing, thereby stimulating the economy in the process (Baltazar et al., p.5).

The town could do this in conjunction with its other goals, such as by creating bike infrastructure to support biking in the area and working with the State Parks Board to develop a parcel into a bike park in the effort to become a regional bike magnet site (Baltazar et al., p.6).

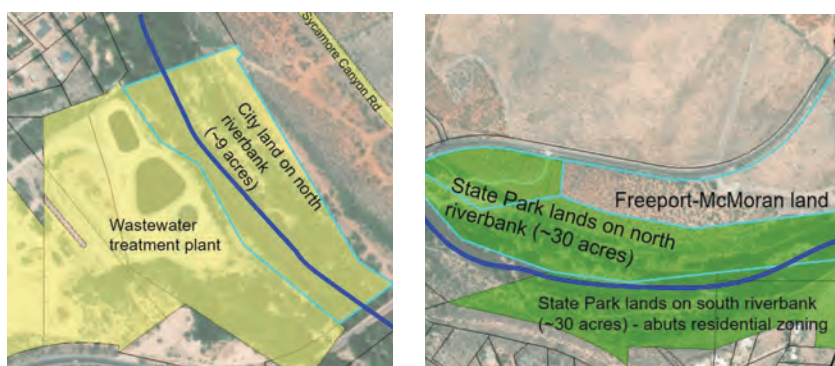


Figure 13 Suggested parcels for site intervention, from Baltazar et al., p.5-6

Recommendations for community integration and branding

- Develop a coordinated and connected tourism market with the adjacent towns of Cottonwood and Jerome, leveraging each town's unique historical and cultural assets to complement each other, rather than compete with each other (Baltazar et al., p.4).
- Market Clarkdale as a "Sustainability Tourism" destination to attract tourists that appreciate Clarkdale's values and are curious regarding how these ideas look in practice (Baltazar et al., p.4).
- Implement policies that preserve and utilize the town's historic assets in new development. By utilizing historic assets in interesting ways, developers can effectively market their businesses (Baltazar et al., p.5).
- Utilize and activate town-owned parcels as an impetus for development, stimulating the local economy in the process. This could be done in conjunction with other goals, such as using a parcel to develop a bike park that supports previously detailed biking infrastructure efforts (Baltazar et al., p.5).



PUBLIC SPACE ACTIVATION

Discussion and analysis

The town has some valuable resources in its unique, historic spaces that could be a great benefit if utilized strategically. With a little creativity and cleanup, multiple vacant or underused historic properties in the downtown area could be used to host events and activities such as pop-up markets and festivals. This student team looked at two specific sites within downtown Clarkdale, and proposed ways that these spaces could be “activated” to encourage tourism and economic activity.

The first site the students identified is the historic gas station located at the corner of Main Street and N. 10th Street. This property is a unique building that has the potential to become a point of attraction for Clarkdale by adapting existing elements such as the classic cars it houses and mixing the current historic architecture of the building with modern elements (Allen et al., p.3).



Figure 14 Clarkdale Classic Station, from *Main Street Story* by the Town of Clarkdale.

While gas stations can be difficult to renovate and often get abandoned as a result, one successful attempt at renovation and reuse was the dilapidated Amoco gas station of Princeton, New Jersey, that became a Nomad Pizza (Figure 15). Through creative architectural choices, the original features of the gas station were incorporated into the restaurant to give it a unique character (Allen et al., p.3-4).



Figure 15 Before and after transformation of Nomad Pizza in Princeton, New Jersey, by Michael Slack courtesy of JZA+D.

By splitting the Clarkdale Classic Gas Station into a café and an art exhibition area for the current owner who utilizes the space as a glass blowing studio, this site could become a major feature for Downtown Clarkdale (Allen et al., p.4).

Editor's Note

Blending residential, commercial, cultural, institutional, or entertainment uses into one space is commonly referred to as mixed-use zoning. This type of planning allows urban developments to be physically and functionally integrated and provide pedestrian connections. The above recommendation is a good example of mixed-use space, which is explained further in Part 3: Design Principles and Guidelines, beginning on page 142.

The second site identified for activation is the northeast corner of Main Street and N. 11th Street (Figure 16). Using vacant lots such as this corner as programmed activity spaces while they wait to be developed is a low cost, resource-light practice that could bring activity into Downtown Clarkdale (Allen et al., p.5). In order to effectively utilize these spaces, the town must cooperate with the property owner and form temporary agreements to allow the town to utilize the space as if it were a public space for a period of time (Allen et al., p.6).



Figure 16 Vacant lot at Main Street and N. 11th Street, with the Clarkdale Lodge in the background.

Quick build projects could be placed on the lot to host events or become a public feature, while being impermanent and easy to move if a new development calls for such. Furthermore, movable furniture like tables and chairs could transform this space into a public square, while decorative paint could be used to make a life-size checkerboard to attract tourists and families (Allen et al., p.5-6). Successful execution of these practices has been seen in other cities. Seattle is one city that has implemented these practices to stimulate activity in public spaces. Seattle created a life size scrabble board that brought many people together in a social activity and planted seeds for future investment (Allen et al., p.6).

Alternatively, this space could be used to host events such as farmer's markets or food truck festivals to bring people into Downtown Clarkdale and generate economic activity (Allen et al., p.7). Through temporary units such as adaptively-reused shipping containers to host temporary restaurants, art galleries, or small shops, Clarkdale can program this space efficiently. These strategies have the capacity to intentionally transform otherwise empty lots into centers of social activity with minimal physical intervention (Allen et al., p.8).



Figure 17 Shipping container "mall" in New Zealand, via Wikimedia Commons.

Recommendations for public space activation

- Reactivate the iconic classic gas station on historic Main Street as a point of attraction by adapting existing elements, such as the classic cars it houses, and mixing the building's historic architecture with modern elements. (Allen et al., p.3).
- Utilize mixed-use principles at the historic gas station building, such as splitting the building into a shared café and an art exhibition area for the current owner, could become a major feature for downtown (Allen et al., p.4).
- Activate the vacant lot at the northeast corner of Main Street and N. 11th Street by using the open area for programmed activity spaces until the parcel is developed (Allen et al., p.5).
- Catalyze social interaction by implementing quick build projects like movable furniture, games, or decorative paint designs that initiate social activities (Allen et al., p.5-6).
- Cultivate a sense of place by using the space to host events such as farmer's markets or food-truck festivals that attract people to downtown Clarkdale and generate economic activity (Allen et al., p.7).
- Consider utilizing temporary units, such as adaptively reused shipping containers, to host a variety of uses like restaurants, art, galleries, or small shops (Allen et al., p.7).



ANCHOR SITES

Discussion and analysis

Currently, Clarkdale lacks the concentrated economic activity to support many businesses for a healthy downtown, but that is not to say that the activity does not exist in the area. Clarkdale sits along the Arizona State Route 89-A and receives many visitors every day, but many people are simply passing through on their way to get to another destination. In order to capture this traffic, and consequentially the activity and spending of these travelers, Clarkdale should aim to establish both “unique anchors” and “mandatory anchors” within its downtown in order to draw people inward so that they can see what Clarkdale has to offer.

Unique anchors are retail or entertainment amenities that cannot be easily found elsewhere and attract people to go out of their way to visit. Clarkdale currently has two key advantages and resources with the Verde Valley Railroad and the Verde River, and so by promoting these amenities Clarkdale can encourage people to travel to and through Clarkdale (Jenson et al., p.5). Further growth can take place when the town identifies other unique aspects of its identity and region and converts them into anchors that attract tourists, such as the natural environment around Clarkdale (Jenson et al., p.6). This is a key advantage that Clarkdale has over many destinations, and so the town should capitalize on outdoor recreational activities and promote Clarkdale as a destination to experience local wildlife and explore nature (Jenson et al., p.5).



Figure 18 Verde Valley Railroad, a unique anchor opportunity, by Doug Von Gausig.

In addition to unique anchors, Clarkdale should also seek to **utilize mandatory anchors, or places that people must travel to or visit for some purpose, thus forming a reliable and consistent consumer base.** Schools and universities are an important example, as they have a captive audience of visitors and generate consistent traffic, as are office buildings, since they generate foot traffic and bring employees who spend money for lunches and the like (Jenson et al., p.5). When considering Clarkdale's options, Yavapai Community College is highlighted as a potential partner that could be enticed to locate a satellite campus (a mandatory anchor) within the town (Jenson et al., p.8).

Relevant case study work has also highlighted the possibility for Clarkdale to seek other universities to locate a campus within Clarkdale. This practice has been utilized by other cities in order to revitalize their downtowns, such as in the City of Mesa. In 2009 the City launched an initiative to bring educational institutions into Downtown Mesa. Through contacting universities nationwide, Mesa was able to partner with Benedictine University and renovate and adaptively reuse a vacant, city-owned office building as a satellite campus for the university. This process kickstarted reinvestment in Downtown Mesa and brought a consumer base that helped to support local businesses. This partnership has since grown to include a new residence hall and further expansion and mutually benefits both Mesa and Benedictine University (Jenson et al., p.7).

Recommendations for anchor sites

- Promote “unique anchors” (i.e. retail or entertainment amenities that are not easily found elsewhere), such as the Verde Valley Railroad or the Verde River, to attract more tourism into the area. Further growth may occur as Clarkdale identifies more unique aspects of its identity and region, and converts them into anchors (Jenson et al., p.5-6).
- Capitalize on Clarkdale's advantageous surroundings by promoting the town as a destination for unique, outdoor recreational activities (Jenson et al., p.6).
- Utilize “mandatory anchors” (i.e. places that form a consumer base as people must travel to them), such as schools or offices, to generate an audience of visitors and consistent foot traffic while stimulating the local economy (Jenson et al., p.5).

CONCLUSION

The students of PUP 642 hope these recommendations or some combination of the background research in this report can assist the Town of Clarkdale in its efforts to capitalize on the community's unique opportunities for economic growth. The recommendations are designed with community welfare in mind. Clarkdale has a special culture, and these recommendations take this into consideration and respect the small-town feel of Clarkdale and its historic nature. By tapping into its wealth of potential, such as the beautiful natural resources surrounding the town, the unique cultural and historical assets, and the unique Clarkdale brand, the town can join the surge of development across the Verde Valley. These recommendations serve to benefit both tourists and residents, without creating conflicts of displacement or altering the identity of the town. With strategic forethought, Clarkdale is positioned to build on underutilized community assets to lay a solid economic foundation for growth, and drive the further development of the town for years to come.



Figure 19 Main Street in Downtown Clarkdale, by Town of Clarkdale.

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To access the original student reports, additional materials, and resources, visit:

links.asu.edu/PCClarkdaleDowntownRevitalization19-20

Image credits

Figure 1 Verde River, by Doug Von Gausig.

<https://www.criticaleyephoto.com/Verde-Valley-Geotourism-Photos/i-v88jk5s>

Figure 3 Example of streetscaping practices, including seating and landscaping, by La Citta Vita via Flickr.

<https://www.flickr.com/photos/la-citta-vita/5940113560>

Figure 4 Verde River Float Trip, "Tapco to Tuzi", by Doug Von Gausig.

<https://www.criticaleyephoto.com/Verde-Valley-Geotourism-Photos/i-vMXDM25/A>

Figure 5 Existing Verde Valley outdoor recreational amenities, by the U.S. National Park Service, via Wikimedia Commons.

https://commons.wikimedia.org/wiki/File:NPS_montezuma-castle-tuzigoot-regional-map.gif

Figure 6 Existing trail to Tuzigoot Monument, by Doug Von Gausig.

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Figure 8 Chicago's Cloud Gate sculpture surrounded by tourists, by photomason via Creative Commons.

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Figure 9 Arizona Copper Art Museum, by Doug Von Gausig.

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Figure 11 Map of ancient dwellings of the Verde Valley, illustrating the connection of cultural assets across towns and cities, by Popular Science Monthly via Wikimedia Commons.

https://commons.wikimedia.org/wiki/File:PSM_V37_D768_Map_of_ancient_dwellings_of_the_verde_valley.jpg

Figure 15 Before and after transformation of Nomad Pizza in Princeton, New Jersey, by Michael Slack courtesy of JZA+D.

<https://joshuazinder.com/portfolio/retail/nomad-pizza-princeton>

Figure 17 Shipping container "mall" in New Zealand, from Wikimedia Commons.

https://commons.wikimedia.org/wiki/File:Re_Start_mall_with_stores_in_shipping_containers_Christchurch_New_Zealand.jpg

Figure 18 Verde Valley Railroad, a unique anchor opportunity, by Doug Von Gausig.

<https://www.criticaleyepphoto.com/Verde-Valley-Geotourism-Photos/i-dTDWbPV/A>

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PART 3:

Spring 2020

PUP 580: PLANNING WORKSHOP

The following report summarizes and draws highlights from work and research conducted by students in PUP 580 Planning Workshop for the Spring 2020 partnership between ASU's Project Cities and the Town of Clarkdale.

This is an adaptation of the original student work. To access the original student designed report, including additional visuals, context, and resources, visit:

links.asu.edu/PCClarkdaleDowntownRevitalization19-20

**FACULTY
MEAGAN EHLENZ
KIM KANUHO**

**PUP 580: PLANNING WORKSHOP
SCHOOL OF GEOGRAPHIC SCIENCES & URBAN PLANNING**

Design Principles and Guidelines

**Best practices and planning
principles for the Town of
Clarkdale's downtown district and
89A commercial corridor**

ACKNOWLEDGMENTS

Faculty

Meagan Ehlenz

Kim Kanuho

Students

Nicole Baltazar

Yuyan Che

Haolin Du

Beth Freelander

Satanay Hallac

Morgan Henn

Nicholas Leftwich

Yueling Li

Yujian Lu

Guadalupe Ortiz Cortez

Stefona Ranallo

Nayeli Sanchez Luna

Lydia Schultz

Stephen Stoddard

Syera Torain

Trung Vu

Adrian Zambrano

Editors

Steven Russell

Lindsey Sikorski

Anne Reichman

Jordan Sene

Kayla Frost

Clarkdale Staff Team

Tracie Hlavinka

Ruth Mayday

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The original student report provided by PUP 580 students contains additional images and language, as well as industry-appropriate formatting, that were not used in this report. To access the original student content, additional materials and other resources, visit:

links.asu.edu/PCClarkdaleDowntownRevitalization19-20

CHAPTER 1: INTRODUCTION

During ASU's Spring 2020 semester, 17 graduate students in PUP 580 Planning Workshop partnered with Project Cities and the Town of Clarkdale, Arizona to address a real-world planning project. PUP 580 satisfies the School of Geographical Sciences & Urban Planning's (SGSUP) requirement that second-year Master of Urban and Environmental Planning (MUEP) students complete a culminating project, where they are immersed in an integrative academic and professional planning experience with a client.

The Spring 2020 Planning Workshop partnered with the Town of Clarkdale to create the *Design Principles and Guidelines for the Town of Clarkdale's Downtown District and 89A Commercial Corridor*. Students applied a range of planning skills to develop a sound planning document, including conducting a community engagement process, data collection, and planning-related research and analysis.



Figure 1 ASU students and faculty gather for a photo with Clarkdale town leadership during the semester kickoff.

At the end of the course, the Planning Workshop presented the Town of Clarkdale with this planning document, which is intended to help guide the vision for the downtown district and the 89A commercial corridor and to support future planning efforts, including the town's upcoming general plan process.

Chapter 1 provides a brief introduction to the Town of Clarkdale, as well as additional information about ASU's Planning Workshop. Subsequently, the chapter introduces the primary goals that guided this project.

1.1 Introduction to Clarkdale

Clarkdale is a 10.1 square mile town in Arizona's Verde Valley and, as of July 2019, 4,494 people lived in the community (2019 Census Bureau). Located approximately 100 miles north of the Phoenix metropolitan area, the Verde Valley is home to several popular destinations including Sedona, Cottonwood, and Jerome. Situated at moderate elevations above sea level (approximately 3,000 to 4,000 feet), the Valley offers a mild climate with four distinct seasons and a semi-desert environment. The vast majority of the Verde Valley (approximately 80%) is located within the Coconino and Prescott National Forests.

Built as a mining town in 1912, **Clarkdale was Arizona's first master-planned community.** The town's founders envisioned a close-knit community that would meet the needs of all its residents, regardless of their job status within the mine (from upper management to mining crew). In addition, the founders intended to build a place where mining families could not only work, but also live and play. The town was originally developed with upper- and lower-income housing, commercial areas, schools, and parks and recreation as a clear focus. Over roughly 25 years, changes in the economy eventually led mining and production activities to slow, until operations ceased in 1953.

Given its origins, the Town of Clarkdale has a rich history of planning, which the community continues to support in the present day. In recent years, Clarkdale has developed several plans and visionary documents that establish frameworks to guide future development and create a vision for Clarkdale in the 21st century.

Students identified two primary goals from these efforts which relate to the current project:

1. Protect and expand Clarkdale's reputation as a community that is connected, unique, and economically strong
2. Preserve Clarkdale's history and the small-town aesthetic that has long made the town a beautiful location to visit and live within

1.2 Scope of work

Students worked with the Town of Clarkdale to create a set of design guidelines that establishes a vision and can guide future development within the town. The design guidelines target two focus areas:

1. The historic downtown bounded by 9th Street (including the Arizona Copper Museum and the Town Hall) and 11th Street (including Clarkdale Park) (see Figure 2)
2. The portion of State Route 89A that runs through the Town of Clarkdale; 89A serves as a regional commercial corridor throughout the Verde Valley (see Figure 3)

The design guidelines seek to identify complementary visions and development strategies for the two districts, including:

- The downtown district guidelines emphasize urban development character guidelines, including (but not limited to) infill and rehabilitation opportunities, business attraction strategies appropriate for a downtown core, and placemaking strategies.
- The 89A commercial corridor guidelines emphasize new development character guidelines appropriate for a regional commercial and service thoroughfare. The plan considers the current and potential demand for commercial uses along Clarkdale's section of 89A within the context of the Verde Valley region, as well as recommendations.

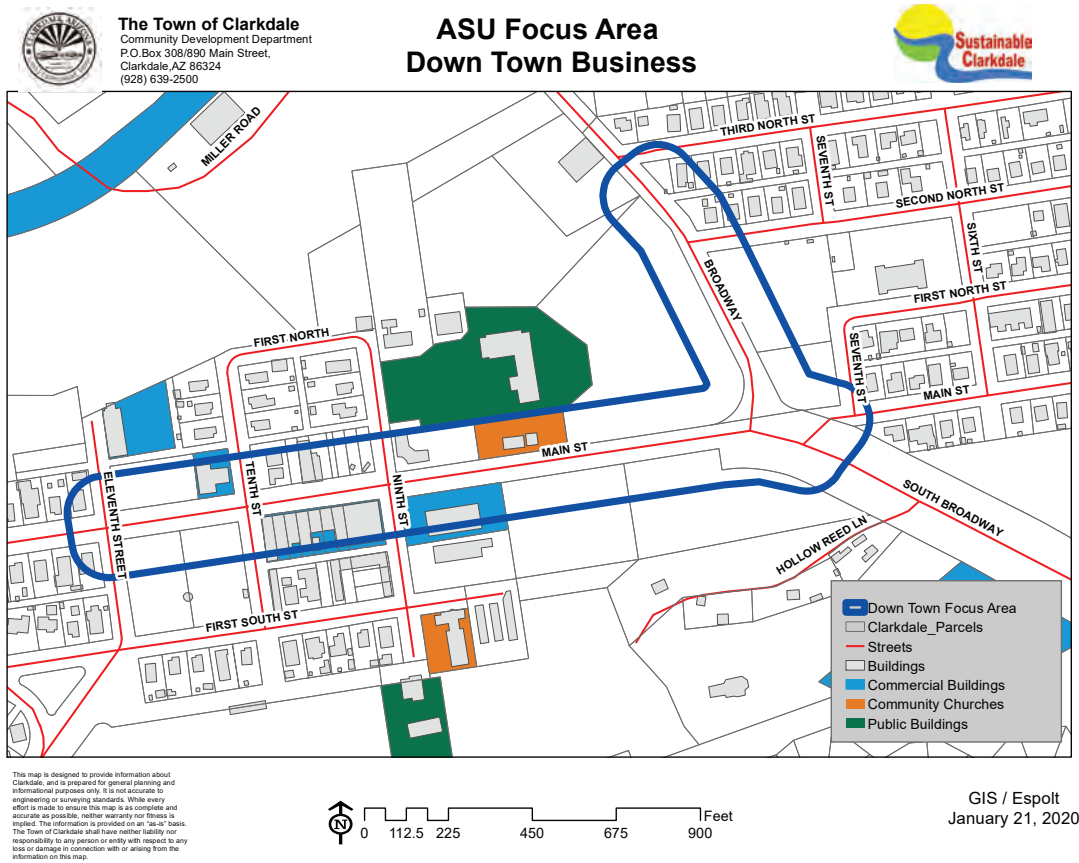
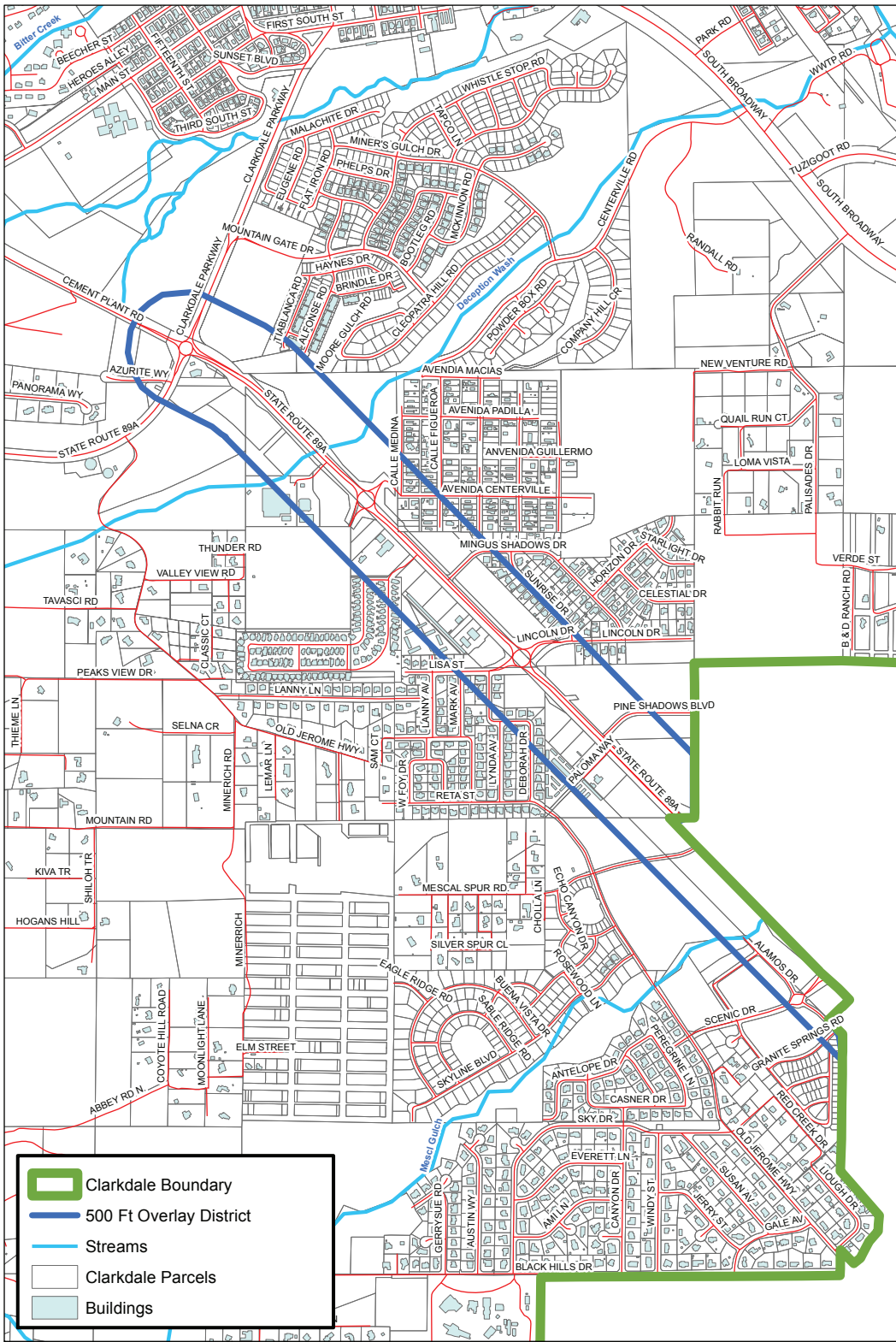


Figure 2 Downtown district focus area, by Town of Clarkdale.

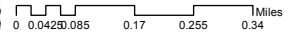


G.E.



The Town of Clarkdale
Community Development Department
P.O. Box 308/890 Main Street,
Clarkdale AZ 86324
(928) 639-2500

89A Overlay District



January 4, 2017

Figure 3 89A commercial corridor focus area, by Town of Clarkdale.

The primary purpose of the design guidelines is to promote Clarkdale’s two main business districts (downtown and 89A) as complementary destinations that emphasize local economic development, support Clarkdale’s live-work-play identity, and preserves its small-town character. The design guidelines are intended for use by the Town of Clarkdale, including the Town Manager, the Department of Community & Economic Development, and other relevant town staff, as well as elected officials and appointed boards (e.g., the Design Review Committee, Plan Commission, Town Board, etc.). The design guidelines are intended to support the work of these various departments, boards, and committees, contributing to a shared vision for Clarkdale. The desired outcome is for Clarkdale to be the place of choice for people to live, work, and play, while preserving its historic charm and building on its seamless connectivity into the surrounding natural environment.

The goals for the revitalization plans of Clarkdale are as follows:

1. Establish design guidelines for downtown Clarkdale and the 89A corridor, facilitating a cohesive vision that reflects the historical, cultural, and sustainable values of Clarkdale.
2. Incorporate best practices for economic development and placemaking to stimulate sustainable economic growth, support economic resilience, and brand Clarkdale as a desirable destination for slow tourism and for small business owners to thrive.
3. Create a positive and productive development process for Clarkdale, supporting individual businesses alongside district-wide visions.
4. Ensure diversity in population demographics by integrating attainable housing, lodging, and accessibility options for residents and tourists.
5. Connect assets such as the Verde Canyon Railroad and Copper Museum with other valuable spaces to facilitate points of continuous public interaction.



Figure 4 Street views of the downtown district (left) and 89A commercial corridor (right), by PUP 580 students.

1.3 Introduction to chapters

The design guidelines reflect a robust public participation and planning process. The first several chapters of the document summarize those efforts, as well as the findings generated by the Planning Workshop.

- **Chapter 2** introduces the existing conditions of Clarkdale, including the history, present community, and review of previous plans.
- **Chapter 3** summarizes the public participation process, which serves as a foundation for the design guidelines recommendations. Over the course of four months, students facilitated three meetings with town staff and stakeholders and collected additional feedback from the community.
- **Chapter 4** reviews best practices and community examples of downtown revitalization and commercial corridors, focusing on small towns. These best practices provide a basis for validating the design guidelines recommendations.

Subsequently, the later chapters offer specific design guidelines and recommendations for the two focus areas, including:

- **Chapter 5** provides principles and design guidelines to support a unified vision for **Clarkdale's downtown district**. The design guidelines cover a wide range of issues, from land uses to building facades to streetscaping and placemaking, offering recommended and not recommended actions.
- **Chapter 6** provides principles and design guidelines for the **89A commercial corridor**. The design guidelines cover a wide range of issues from existing land uses to sustainability and placemaking, offering recommended and not recommended actions.

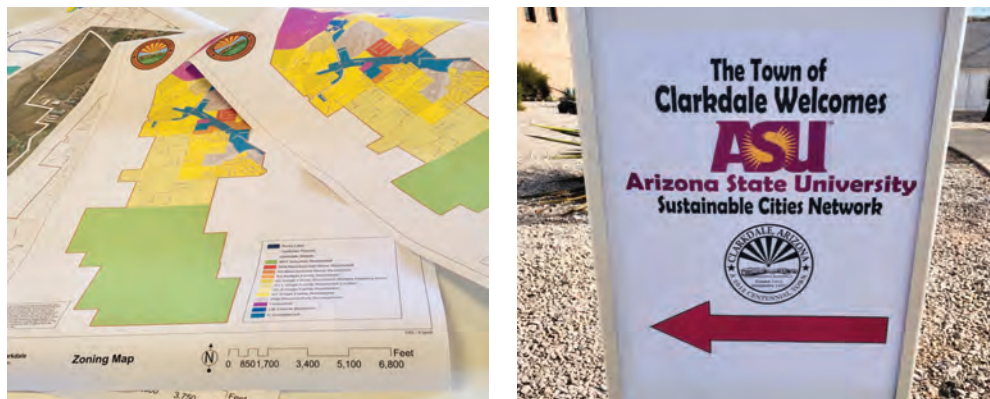


Figure 5 Site visit workshop materials (left) and site visit welcome board (right), by PUP 580 students.

CHAPTER 2: EXISTING CONDITIONS

Chapter 2 provides an overview of the Town of Clarkdale's existing conditions and offers insights into the community's values, identity, and unique character. The chapter provides a snapshot of Clarkdale's existing and historical conditions, including its history, regional conditions, demographics, economic outlook, and a summary review of previous plans. It also provides an introduction to this plan's two focus areas.

2.1 History

Clarkdale's scenic vistas and rich history make the community a beautiful place to live, as well as a hidden gem for visitors to explore. Established as Arizona's first master-planned community in 1912, Clarkdale's founders built a mining town with the intent of fostering a close-knit community that could serve all of its employees from the blue-collar miners to upper-level management. Supported by the mine's employment opportunities, the original town included upper- and lower-income housing areas, schools, recreational parks, community gathering places (i.e., the Clarkdale Memorial Clubhouse), and a downtown commercial district (see Figure 6). However, mining operations began a slow decline over the next 25 years until, eventually, operations ceased in 1953. In 1957, Clarkdale was officially incorporated as a town and was placed on the National Registry of Historic Places in 1998. Clarkdale has continued to slowly grow its business base, and in 2012 the Arizona Copper Museum opened for residents and tourists. Remnants of nearly all critical mining infrastructure, as well as the community amenities (see Figure 6) that supported Clarkdale's residents, can still be seen from downtown, underscoring the walkable commute and tight connections between the town's historic "live, work, play" mantra.



Figure 6 Clarkdale Downtown Business Block (left), and Remnant of Clarkdale's 1914 Theater (right), by Town of Clarkdale.

2.2 Regional conditions, demographics and economic outlook

Clarkdale is situated on approximately 10.1 square miles in the Verde Valley of North Central Arizona in Yavapai County. Located about 100 miles north of Phoenix, Arizona, the Valley extends nearly 700 square miles, most of which exists within National Forests. The Verde Valley's incorporated communities include Cottonwood, Clarkdale, Camp Verde, Jerome, and Sedona, in addition to the unincorporated communities of Verde Village and the Village of Oak Creek. In recent years, the region has experienced population growth: between 1990 and 2000, the population grew 51%, with estimates indicating a rise in population by 82% between the years 1990 and 2015 (see Figure 7). The scenic valley is also home to many natural beauties, including the Verde River that flows from Sycamore Canyon, Oak Creek, Beaver Creek, and West Clear Creek. The region is surrounded by the red rocks of Mogollon Rim, Black Hills, and Mingus Mountain.

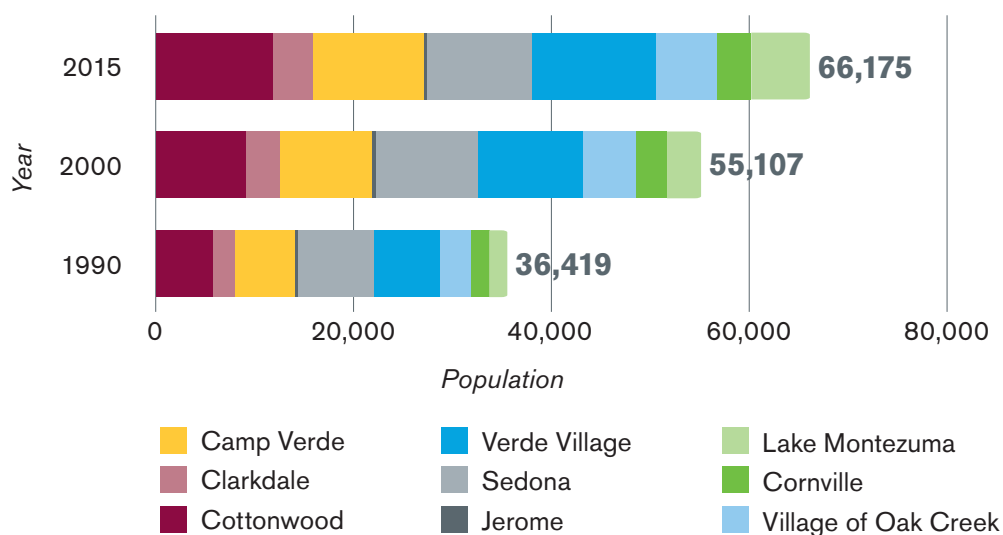


Figure 7 Verde Valley population trends, 1990-2015. Source: Cottonwood Chamber of Commerce.

The Verde Valley region's elevation makes utilizing and experiencing these natural wonders even more enjoyable due to its mild climate. The area is largely situated within two major National Forests, Coconino and Prescott, comprising approximately 80% of all land within the region. The regional setting, transportation access from many state highways, and proximity to other natural amenities, like Tuzigoot National Monument and the Grand Canyon, make the Verde Valley an ideal destination for tourism. The area is also rich in cultural assets, ranging from its Native American heritage, music, art, churches, and schools.

Clarkdale complements the region's significant tourist destinations with its own local attractions, including the annual Verde Valley Wine Festival, Verde Canyon Railroad, and Clarkdale Historical Society and Museum.

The Cottonwood Chamber of Commerce estimates that 50% of the region's visitors originate from the Phoenix metropolitan area.

Clarkdale was designed and developed according to a unified general plan. The main architectural style of the town is uniform, and Clarkdale remains a model of good urban planning today. At present, the community maintains and protects many treasured historical and cultural assets, making apparent its commitment to Clarkdale's cultural identity. For example, in March 2005, the Town completed approximately \$1.5 million in downtown streetscape improvements. The Town also supported the location of the Clarkdale Historical Society and Museum and an information center in the downtown district, preserving its local history.

2.2.1 Demographics and socioeconomic analysis

This section provides an overview of Clarkdale's demographic, socioeconomic, and employment characteristics. The descriptive analysis draws upon data from the U.S. Census Bureau, including recent population estimates and the American Community Survey (ACS).

2.2.1.1 Population

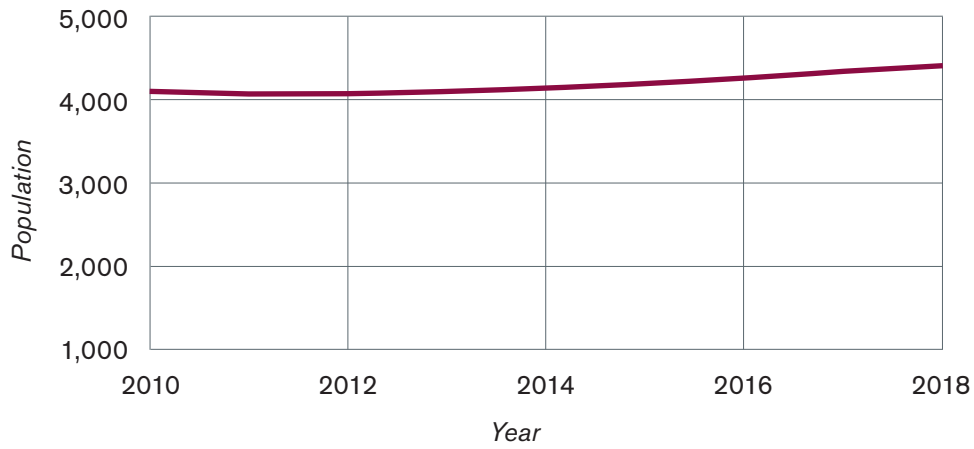
According to the 2018 U.S. Census Population Estimate, Clarkdale's recent population count was 4,393 residents. As compared to its 2010 U.S. Census count, its growth trend has remained stagnant in recent years, with an approximately 7% population increase between 2010 and 2018 (see Figure 8A).

2.2.1.2 Population by age

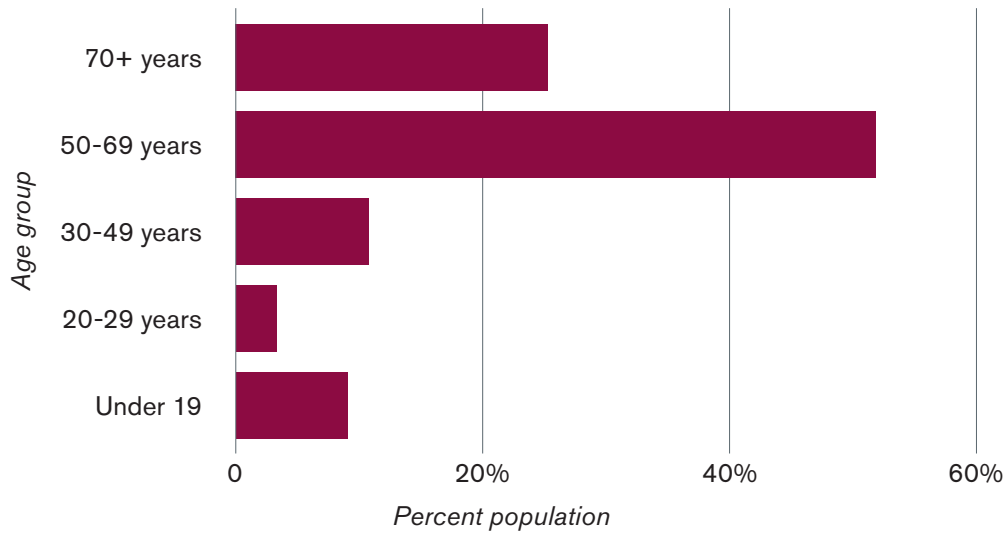
A significant share of Clarkdale's population is above the age of 50 years old (see Figure 8B). According to the 2013 5-year ACS estimates, more than half the population is between 50 and 69 years old (52%), and another quarter is older than 70 years old (25%). Families, middle-aged adults, and young adults are underrepresented within the community: 11% of the population is between 30 and 49 years old, 9% are 19 years or younger, and only 3% of residents are young adults between the ages of 20 and 29.

2.2.1.3 Population by sex

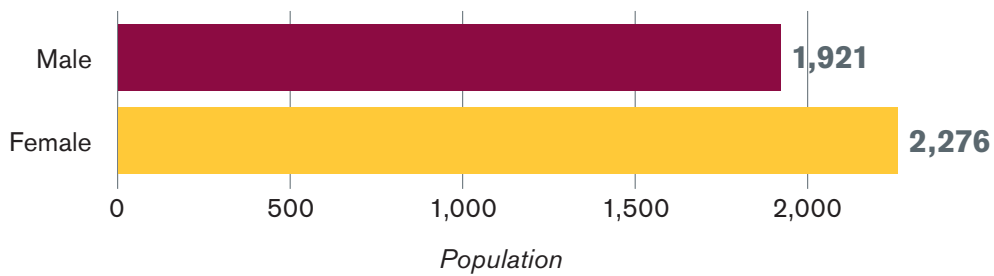
According to the 2013 5-year ACS estimates, the population in Clarkdale consists of 2,276 females and 1,921 males (see Figure 8C).



8A Clarkdale population trend, 2010-2018.



8B Clarkdale population age cohorts.



8C Clarkdale population by sex.

Figure 8 Clarkdale demographic data. Source: 2010 U.S. Census and 2013-2017 American Community Survey (ACS) 5-year Estimates.

2.2.1.4 Average household income

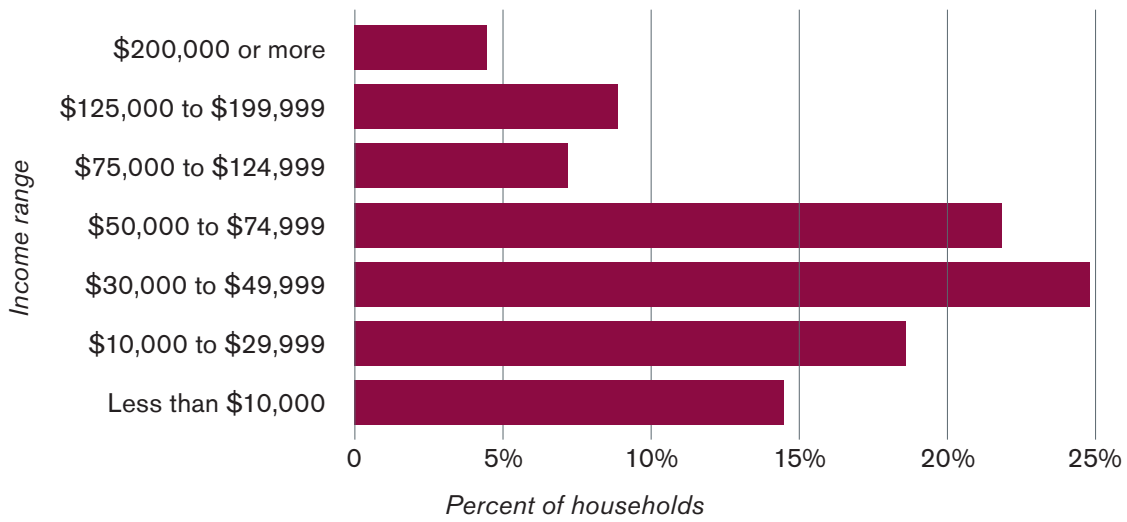
According to the 2014 ACS estimates, Clarkdale's median household income was \$48,685. When examined on a household basis with 2017 U.S. Census estimates, nearly half of all Clarkdale's households (47%) were in a middle-income bracket between \$30,000 and \$74,999 (see Figure 9A). Nearly 20% of households had modest-to-low incomes between \$10,000 and \$29,999, while approximately 15% of households claimed less than \$10,000. One-fifth of Clarkdale households (20%) earned more than \$75,000.

2.2.1.5 Poverty

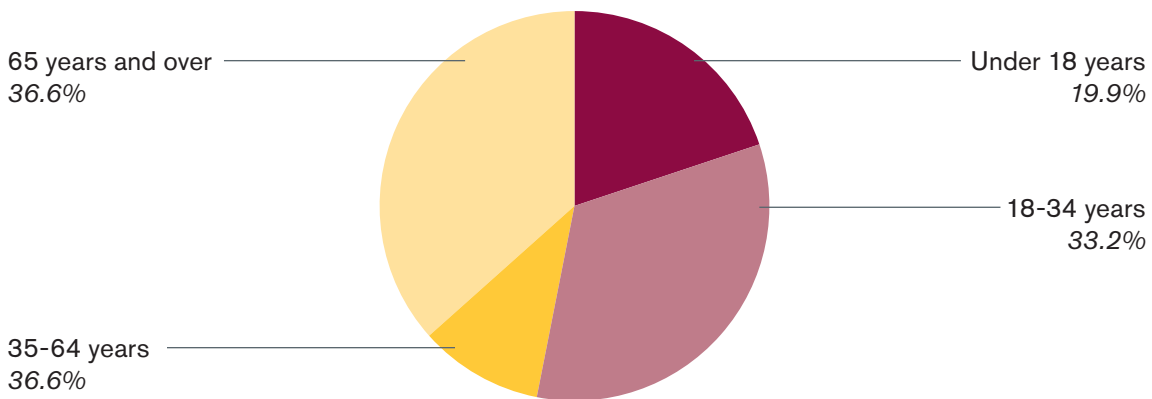
According to the 2017 U.S. Census, nearly one-sixth of all Clarkdale's residents lived below the poverty line (14%). When subdivided by age categories, more than one-third of these residents are seniors aged 65 and older (37%), closely followed by young to middle-aged adults between the ages of 18 and 34 (33%) (see Figure 9B). Nearly 20% of impoverished residents were children under the age of 18. And only 10% of residents living in poverty were between 35 and 64 years old.

2.2.1.6 Educational attainment

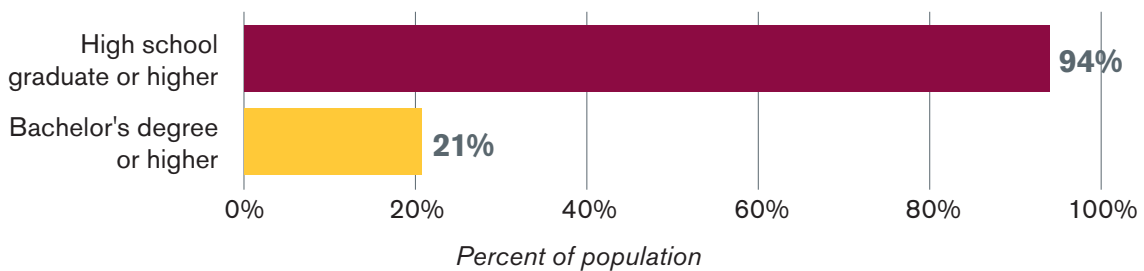
The vast majority of Clarkdale residents aged 25 years and over have, at a minimum, a high school education (94%), according to the 2013 5-year ACS estimates (see Figure 9C). Comparatively, only 20% of the same residents have a bachelor's degree or higher.



9A Average household income in the past 12 months in Clarkdale.



9B Clarkdale population below the poverty level by age.



9C Educational attainment levels for Clarkdale residents ages 25 years and over.

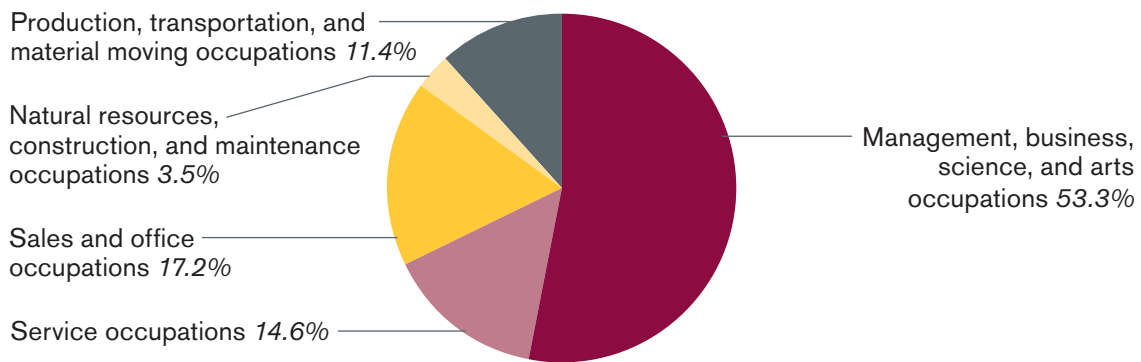
Figure 9 Clarkdale socioeconomic data. Source: 2017 U.S. Census and American Community Survey.

2.2.1.7 Occupation by sector

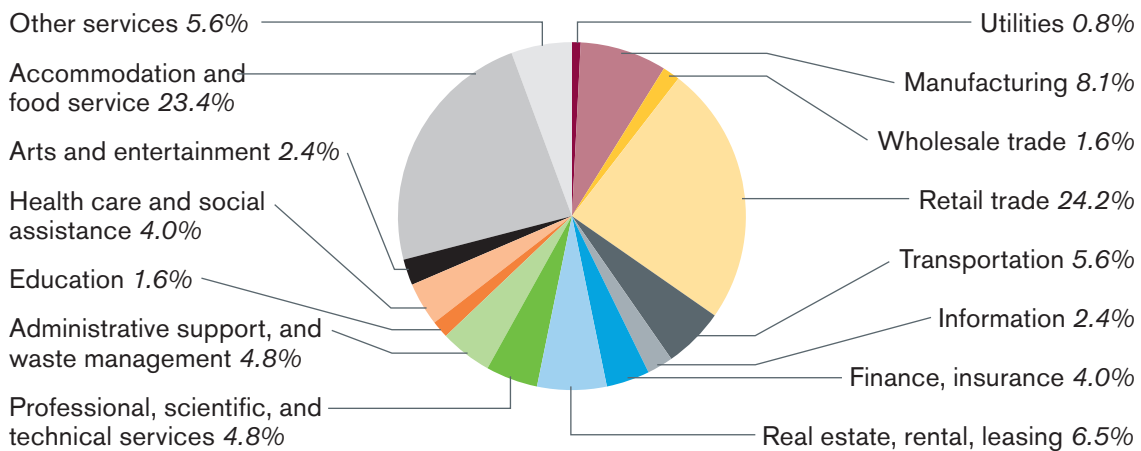
With respect to employment opportunities, the majority of Clarkdale's residents have jobs in the management, business, science, and arts sector (53%). A significantly smaller share of the workforce is employed within the sales/office (17%) and service (15%) sectors (see Figure 10A).

2.2.1.8 Industries by sector

Clarkdale has a variety of industries supporting its local economy. According to the 2012 U.S. Economic Census, Clarkdale's largest industry sector is the retail trade sector (24.2%), closely followed by the accommodation and food service sector (23.4%) (see Figure 10B). Not coincidentally, these sectors align with the significant tourism industry within Clarkdale and the larger Verde Valley region. The manufacturing sector represents less than 10% of the local economy, falling into a distant third position.



10A Clarkdale occupations by sector. Source: 2013-2017 American Community Survey (ACS) 5-Year Estimate



10B Clarkdale's industry sectors. Source: 2012 U.S. Economics Census

Figure 10 Clarkdale industry and employment data.

2.3 Review of previous plans

The Town of Clarkdale has several existing plans intended to guide development and establish a vision for the community, including a General Plan, several Focus Area Plans, and a Sustainability Plan. Collectively, these documents underscore Clarkdale's commitment to:

- Protecting and expanding their reputation as a community that is connected, unique, and economically stable, and
- Preserving the community's history and its small-town aesthetic that has long-made Clarkdale a beautiful location not only to visit but also to live

This section highlights key points from each of these planning efforts, as they are relevant to this document.

2.3.1 2012 General Plan: Instilling a Culture of Sustainability

The 2012 General Plan: Instilling a Culture of Sustainability is Clarkdale's official statement of both short- and long-range goals and strategies; it also satisfies General Plan requirements for the State of Arizona. **The key theme throughout this document is Clarkdale's goal to honor its past, while also planning for the future.** Some of the main challenges outlined in the General Plan include:

- Preserving the small-town character and identity of Clarkdale
- Enhancing neighborhood character and conditions
- Ensuring efficient growth patterns
- Providing efficient transportation systems
- Protecting Clarkdale's natural resources and amenities.

In the General Plan, Clarkdale anticipated significant growth pressures as the surrounding Verde Valley communities continued to expand and development encroached on the Town. However, Clarkdale also recognized the impact of economic events on its growth patterns, including the Great Recession. During the 2008 economic downturn, an ongoing single-family development project in Clarkdale—the community's largest—was stalled. The developer filed for bankruptcy, leaving the neighborhood half-built and encumbered by legal challenges.

In the 2012 General Plan's land use chapter, Clarkdale established a series of goals that prioritized sustainability, economic development, historic and character preservation, preserving the natural environment and ensuring sufficient affordable housing exists. The town recognized the need to modify zoning, development, and town codes to achieve its goals. The plan also considered several growth areas within the community, given its recent population trajectory. Between 1990 and 2010, Clarkdale saw its population increase by 68%, spurring new residential development within the community. As of 2012, the town anticipated its population would nearly double by 2034—although recent population estimates indicate only modest growth between 2010 and 2018 (approximately 7%).

As part of its growth planning, Clarkdale has planned for a range of different housing options—the plan notes the significant shortage of affordable housing in the town (and surrounding region), which poses challenges for current and potential residents. For many years, Clarkdale's growth area plan advocated for walkability, targeting downtown-adjacent neighborhoods for housing and commercial use. However, the town recognized development continued to occur further from its downtown core. In response, the growth area plan targeted rational development patterns that supported a variety of uses, provided efficient multi-modal transportation opportunities, conserved natural and open space resources, ensured economical infrastructure expansion, and coordinated public infrastructure expansion with private development activity. Since most of the town's land is privately owned, the General Plan's goals were aimed at providing mutual benefits for landowners and the Town in general.

Clarkdale's main growth areas include the Clarkdale Parkway Gateway District, the Broadway Tuzigoot Gateway, the Railroad District, 89A corridor, and the south side of State Route 89A as it heads towards Jerome. The Clarkdale Parkway Gateway is intended to be mixed-use with a Clarkdale Parkway Overlay designation that would have a significant impact on the character of Clarkdale. The Broadway Tuzigoot Gateway is home to the wastewater treatment plant, as well as natural and cultural resources. The historic Industrial Railroad District is a unique growth area that offers excellent opportunities for development, including residential alongside commercial or light industrial uses. The 89A corridor vision included mixed-use concepts, pedestrian amenities, and secondary access roads. South of the 89A towards Jerome offered an attractive development area for both commercial and residential uses. **In all instances, the Plan highlighted Clarkdale's smart growth goals, including the need for planned infrastructure to guide future development efforts.** As of Spring 2020, Clarkdale is currently planning an update to the General Plan.

2.3.2 Other planning documents

As part of the preliminary planning process, the Planning Workshop reviewed several additional planning documents that are briefly summarized here.

The Central Business District Focus Area Plan was adopted in 2018. The plan focuses on the downtown district, examining opportunities to support a mixed-use business district, as well as ongoing challenges to fill vacant properties along Main Street. It identifies area strengths, including strong public spaces and its historic status. These are further supported by an existing arts and entertainment district overlay, which requires certain site features and encourages design elements that complement downtown. Lastly, the plan offers several recommendations for revitalizing downtown, including strengthening pedestrian connections, establishing a more robust arts presence, adding more public parking, and incorporating more residential development near downtown.

The SR 89A Focus Area Master Plan was adopted in 2016, establishing a focus area around the town's central transportation corridor. The plan identifies three growth opportunity zones within the Clarkdale commercial corridor, including one near the Cottonwood border, one near the downtown entrance at the intersection of Cement Plant Road and Clarkdale Parkway, and a third zone that connects Clarkdale to Jerome. **The central objective of the 89A Master Plan is to design a space for pedestrians along the corridor that is sustainable, attractive, and productive.** The plan enumerates several challenges for the 89A corridor, including limited access along the highway and the odd sizes of parcels in the area. Furthermore, it identifies opportunities for 89A, such as the availability of utilities, the regional scenic views, and high traffic visibility. Lastly, the plan offers several recommendations, including desired businesses and design expectations, such as grocery stores, professional offices, entertainment options, and other businesses, preferably those that have limited impacts on the surrounding residential properties.

The Sustainable Community and Economic Development Plan was adopted in 2013, created shortly after The 2012 General Plan was approved. The plan grew out of an opportunity for Clarkdale to participate in the economic assistance program "Focused Future II," sponsored by APS. The "Focused Future II" program and its public participation process resulted in an economic development plan for Clarkdale, including several short-term strategies for establishing a strong economic base in the community.

The town's goals included increasing its appeal to young families and expanding its high-wage job base to support those residents. This goal builds upon Clarkdale's existing assets, including high-quality K-12 public schools, several natural resources and amenities, and a vast array of cultural resources, including art festivals and historical attractions that can be marketed toward tourists and potential new residents.

2.3.3 Other economic goals

In 2013, Clarkdale adopted the following economic goals, each with a set of strategies to support the implementation:

- Develop a business retention, expansion, and attraction program
- Support continued expansion of the local wine industry
- Encourage additional precision manufacturing
- Develop an arts & entertainment district
- Advance tourism opportunities
- Encourage and support the expansion of diverse health care niche businesses

Clarkdale is aware that local business support is critical to its growth and economic success. However, there are few engaged businesses within the community, and the town has a shortage of “basic businesses” that bring in money from the outside, as well as hospitality services that would target increased tourism. Clarkdale residents view these gaps as a weakness to other local businesses as well, noting limited support for home-based businesses. The town also experiences challenges to its regional brand. Whereas Clarkdale counts its cultural, historical, and natural resources as significant community assets, they are not well known in the broader Verde Valley region.

2.4 Review of study areas

The design guidelines address two study areas within the Town of Clarkdale: the downtown district and the 89A commercial corridor. This section briefly introduces the areas, including location, boundaries, and existing conditions.

2.4.1 Downtown district

Though Clarkdale's downtown core generally extends east to Broadway, the design guidelines focus on the community's central downtown blocks (see Figure 11). The study area includes those parcels located along Clarkdale's Main Street, between its intersection with 9th Street (including the Town Hall complex and the Arizona Copper Art Museum) and 11th Street (including Clarkdale Park). In addition to the Main Street frontage, the plan considers adjacent alleyways on the rear side of the target parcels.



Figure 11 Downtown district focus area, by Town of Clarkdale.

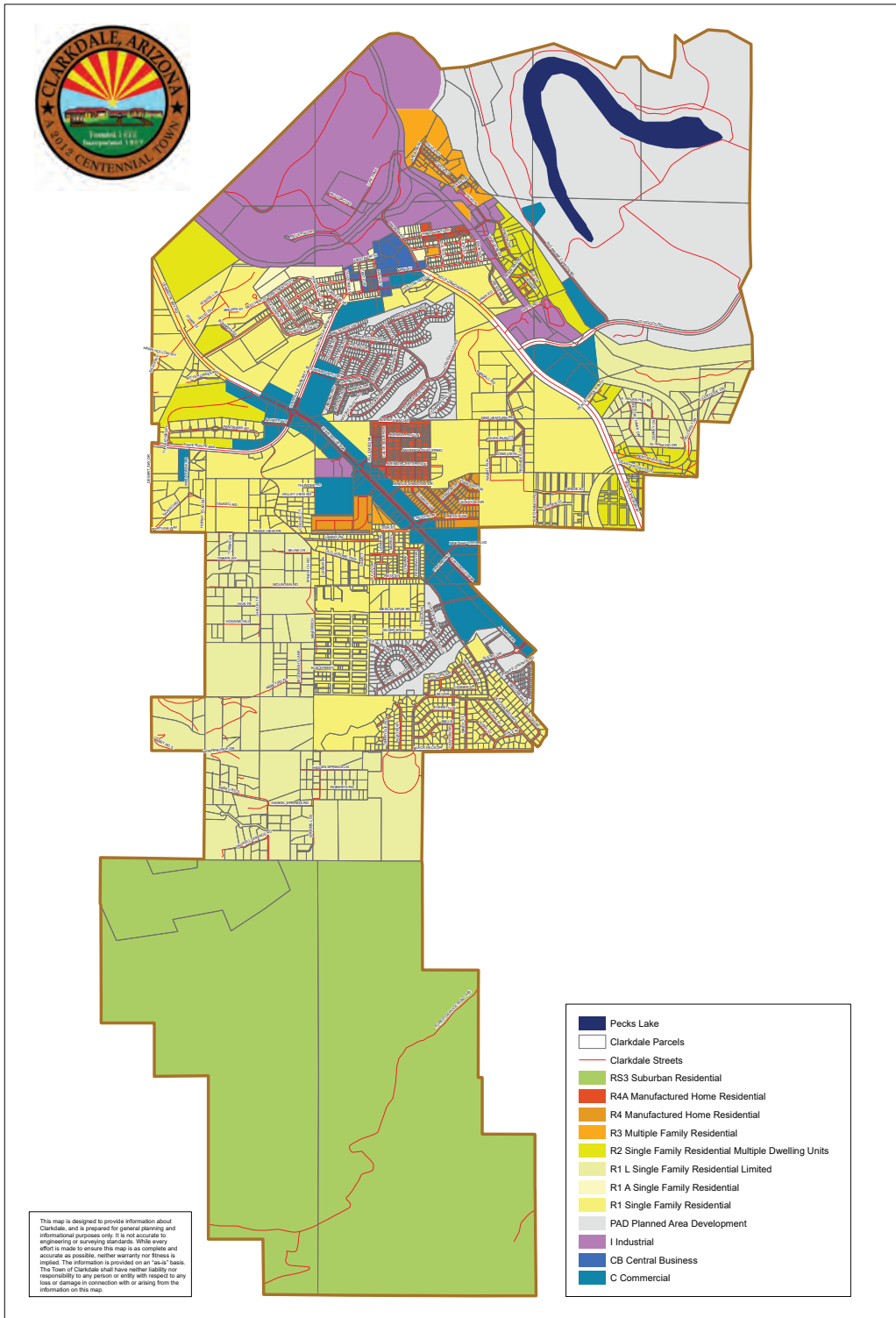
During early meetings, town staff identified three priority properties (see Figure 12) within the downtown district, including:

- The former Marketplace building, located at 9th Street and Main Street (901 Main Street). The historic building anchors the eastern edge of the downtown district, sharing the intersection with the Arizona Copper Art Museum and the Town Hall Complex. Although currently vacant and in need of substantial renovation, the building offers ample square footage to accommodate one or more businesses.
- The Clarkdale Classic Station, a historic gas station located at 10th Street and Main Street (924 Main Street). The building is currently used as a glass blowing studio and also features vintage cars. The unique architecture and art studio offer an opportunity to showcase Clarkdale's cultural assets and guide the vision for downtown development.
- The vacant asphalt lot located in front of the Clarkdale Lodge at 11th Street and Main Street (23 N 11th St). Currently referred to as the "sea of concrete," the property offers a blank slate opportunity to contribute to the western anchor of the downtown district.



Figure 12 Downtown district priority properties. The former Marketplace building (top) by PUP 580 students, the Clarkdale Classic Station (center) by PUP 580 students, and the "sea of concrete" vacant lot (bottom).

The majority of the downtown district is zoned Central Business (CB) (see Figure 13), which aims to provide attractive areas within the historic downtown where the community can offer commercial and social activities with a store front character. Additionally, some parcels on the western edge of the downtown district are zoned Single Family Residential (R1), including Clarkdale Park. Lastly, one parcel (the Arizona Copper Art Museum) on the southeast edge of downtown is zoned Industrial (I). The town's Historic District applies to much of downtown, including several properties recognized for their historical significance with local, state, and federal designations.



The Town of Clarkdale
 P.O. Box 308/690 Main Street,
 Clarkdale, AZ 85324
 (928) 636-2550

Zoning Map



0 850 1,700 3,400 5,100 6,800 Feet

Figure 13 Clarkdale zoning map, by Town of Clarkdale.

2.4.2 89A commercial corridor

Arizona State Route 89A runs through the Town of Clarkdale, bordering the Town of Jerome at Desert Sky Road on the northwest and the Town of Cottonwood at Scenic Drive and Groseta Ranch Road on the southeast (see Figure 14). In previous planning efforts, the Town of Clarkdale has established three priority areas for 89A:

- The section between the roundabout at Lisa Street and Lincoln Drive, and the boundary with the Town of Cottonwood at Scenic Drive and Groseta Ranch Road
- The section north of the Lisa Street and Lincoln Drive roundabout to Clarkdale Parkway
- The section east of Clarkdale Parkway towards the boundary with the Town of Jerome

Regarding the design guidelines, the study area includes the section between the roundabout at Lisa Street and Lincoln Drive, and the boundary with the Town of Cottonwood at Scenic Drive and Groseta Ranch Road.

The 89A commercial corridor is zoned Commercial (C) (see Figure 13), with the exception of the Mold In Graphic Systems property, which is zoned Industrial (I). The corridor also has a commercial overlay district that sets design standards for 500 feet on both sides of the route from the centerline. The overlay district promotes a pedestrian environment through shared pathways, street furniture and landscape, and viewsheds to allow pedestrians to enjoy scenic views. The study area primarily consists of privately owned parcels and vacant land.

CHAPTER 3: PUBLIC PARTICIPATION

As part of the planning process, the Planning Workshop incorporated a multi-phased public participation approach to collect input from town staff and key community stakeholders. The process included meetings with town staff, onsite research, and a public event to generate broader feedback. Chapter 3 documents the comments, priorities, and visions collected during the public participation phase, which provide the foundation for the design guidelines and recommendations in Chapters 5 and 6.

The public participation approach included four milestones, as illustrated by the gold markers within our broader planning process (see Figure 15) and described in greater detail throughout this chapter.

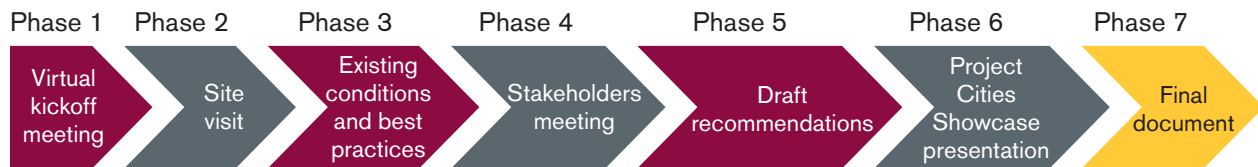


Figure 15 Planning process for Clarkdale design guidelines, by PUP 580 students.

3.1 Virtual kickoff meeting

The first phase of the public participation process included a kickoff meeting with the Town of Clarkdale to review the project scope, identify key community priorities, and discuss other opportunities and challenges for the project. The Planning Workshop hosted a virtual kickoff meeting with key Clarkdale staff, including the Town Manager, the Community Development Director, and other Community Development staff on January 15, 2020.

Planning Workshop students prepared a number of questions intended to refine the project scope of work and learn more about existing conditions, previous and ongoing planning efforts, and community values. During the initial meeting, town staff identified the following priorities for the target areas:

- **The downtown district**—especially the historic buildings within the area—are important to the community. Clarkdale’s goals include attracting new businesses to occupy vacant downtown buildings, as well as supporting historic preservation and rehabilitation of existing buildings. Town staff highlighted some of the ongoing work in this area, including: an extensive building restoration project that will welcome a new hotel and brewery into the downtown; a recently opened spa, which complements the hotel use; and some of the strong business owners within the district who are committed to downtown revitalization.
- **The 89A commercial corridor** is an important regional highway and offers Clarkdale the opportunity to welcome new businesses into the community. As the Verde Valley region continues to grow, Clarkdale’s largely undeveloped section of 89A is subject to increasing development pressure; the Town would like to strategically guide new development, rather than allowing anything to be built in the area. Among the top priorities include a mix of community-serving businesses (e.g., groceries, bank, general commercial services) and tourist-focused destinations (e.g., wineries, restaurants). Rather than generic big-box companies (some of which are already represented along 89A in other local communities), Clarkdale would like to target unique businesses that can serve both local and visiting populations.

During the kickoff meeting, Clarkdale identified key objectives that would guide the project, including:

- Improve the quality of life for residents, while also appealing to regional tourism demands.
- Create unique economic development opportunities, avoiding redundancy with other communities within the Verde Valley.
- Incorporate sustainability and the Town’s historical and cultural identity throughout the project, as guiding visions for any future development.

Following the virtual kickoff meeting, the Planning Workshop reviewed several existing plans and documents provided by town staff, and collected data about the existing conditions of the community.

3.2 Site visit meeting

The second phase of the public participation process included an all-day site visit and brainstorming session with key town staff, held on January 31, 2020. Several town staff participated in the meeting including the Town Manager, the Community Development Director, the Public Works Director, and additional staff from these departments.

The broad purpose of the site visit was to offer an opportunity for collaboration and community-led data gathering about Clarkdale's history, existing conditions, and potential opportunities. The Planning Workshop had several goals for the site visit:

- **Review and confirm the mission, vision, and goals for the project**, including identifying specific study area boundaries for the downtown district and 89A commercial corridor.
- **Present an initial analysis of strengths, weaknesses, opportunities, and threats (SWOT)** to town staff, confirming key details about conditions and priorities with the study areas, the community, and the region.
- **Identify critical opportunities and constraints within the two study areas**, including information about infrastructure, building conditions and uses, and any other details that might help or hinder development visions within the area.
- **Gain a detailed understanding of the two study areas**, achieved through thorough site visits within the downtown district and 89A commercial corridor. Town staff led a walking tour of downtown, including tours of several historic buildings and visits with key businesses. Subsequently, town staff facilitated a tour of the 89A commercial corridor, including a bus and walking tour of key sections of the highway.

During the site visit, the Planning Workshop documented vital information about existing conditions, opportunities, and challenges, including pictures and maps, produced collaboratively with town staff. This information served as the foundation for both the existing conditions analysis (see Chapter 2) and subsequent recommendations (see Chapters 5 and 6).

3.3 Stakeholder meeting

The third phase of the public participation process included a mid-project update meeting with town staff and an invited stakeholder meeting to generate community priorities for the downtown district and 89A commercial corridor. Town staff identified key stakeholders within both study areas and provided the Planning Workshop with contact information. Subsequently, the Planning Workshop sent email invitations for the event, which was held on a Friday evening (February 28, 2020) at the Clarkdale Memorial Clubhouse. **Beyond the Planning Workshop members and town staff, elected officials and a remarkable attendance of 28 stakeholders were also present for the meeting.**

The primary goal of the stakeholder meeting was to collect information about community preferences within the downtown district and 89A commercial corridor and facilitate focused discussions to identify key priorities, visions, and perceived challenges for the study areas. The meeting agenda included several ways for stakeholders to participate and offer input, including:

- **An introductory presentation**, where the Planning Workshop reported back early findings of existing conditions and Clarkdale's strengths, weaknesses, opportunities, and threats as determined during the initial site visit
- **A visual preference survey** that enabled stakeholders to vote for their preferences on a wide range of issues and visions within the downtown district and 89A commercial corridor
- **A series of small-group breakout discussions**, facilitated by the Planning Workshop students, that gathered detailed feedback about stakeholder preferences, priorities, and visions for the downtown district and 89A commercial corridor
- **Two modes of reflective feedback** that asked stakeholders to write remaining thoughts and comments on a post-meeting survey and comment cards

The remainder of this chapter summarizes the stakeholder meeting in greater detail, including details about major themes that emerged from the surveys and conversations. The full version of the Visual Preference Survey, including the voting results, are available in the original student content at links.asu.edu/PCClarkdaleDowntownRevitalization19-20.

3.3.1 Downtown Clarkdale SWOT analysis

At the start of the stakeholder meeting, the Planning Workshop presented a summary of Clarkdale's strengths, weaknesses, opportunities, and threats. Known as a SWOT analysis, the framework allows a community to inventory its existing internal characteristics (positive or negative) and external factors (positive or negative). The SWOT framework also enabled the Planning Workshop to confirm its understanding of Clarkdale, and subsequently use that as a basis for discussions about future visions for the downtown district and 89A commercial corridor.

The following summarizes the SWOT analysis presented at the stakeholder meeting:

- **Strengths:** What are the unique assets and resources?
- **Weaknesses:** What are the improvements to be made, and what are the resources that are lacking?
- **Opportunities:** What are the opportunities from strengths that can be capitalized on?
- **Threats:** Are there any weaknesses that can open doors to threats?

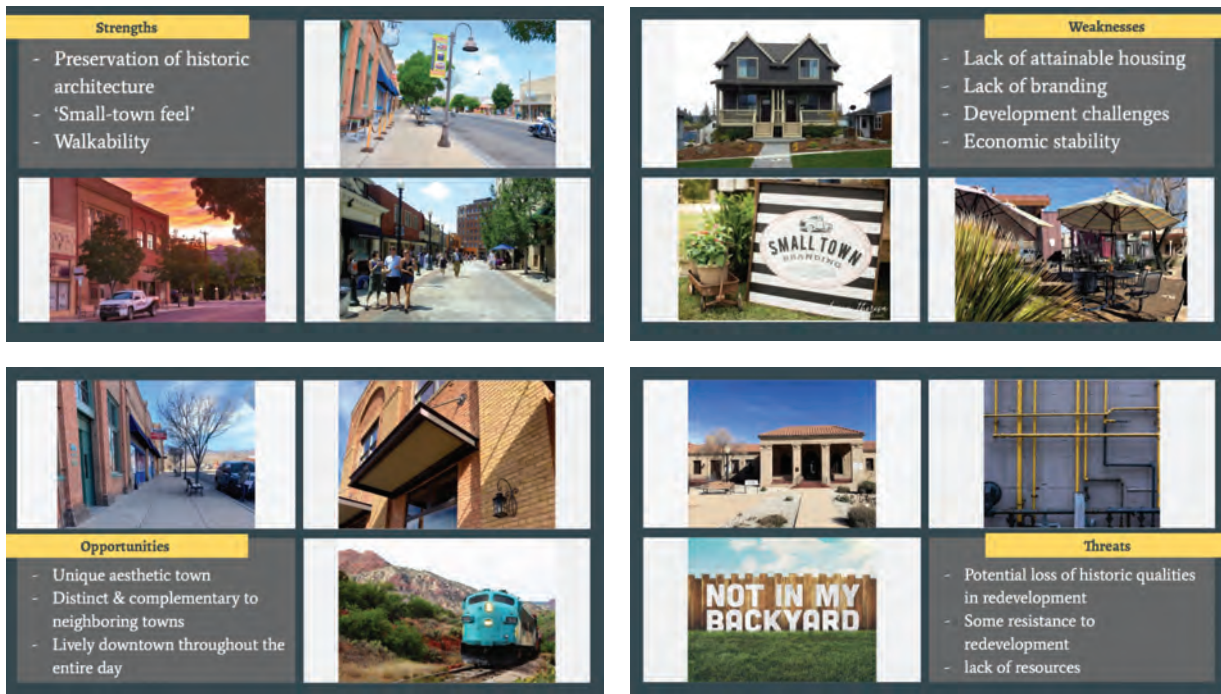


Figure 16 Downtown SWOT analysis presentation, by PUP 580 students.

3.3.2 89A commercial corridor SWOT analysis:

- **Strengths:** What are the unique assets and resources?
- **Weaknesses:** What are the improvements to be made, and what are the resources that are lacking?
- **Opportunities:** What are the opportunities from strengths that can be capitalized on?
- **Threats:** Are there any Weaknesses that can open doors to threats?



Figure 17 89A corridor SWOT analysis presentation, by PUP 580 students.

3.3.3 Visual preference survey (VPS)

Following the introductory presentation, the Planning Workshop conducted a visual preference survey (VPS) with community stakeholders. The VPS asks participants to look at several images depicting a condition or element (e.g., streetscaping, building facades, building density) and vote for the image they most preferred. Stakeholders reviewed the images on a projector at the front of the room, while they voted their preferences using their cell phones (see Figure 18). Subsequently, the Planning Workshop was able to tally the votes in real time and present them back to stakeholders during the small-group breakout discussions.

The VPS focused on a series of issues relevant to the downtown district and 89A commercial corridor. The following list identifies the voting issues. The full VPS, including questions, images, and voting results, is available in the original student content at links.asu.edu/PCClarkdaleDowntownRevitalization19-20.



Figure 18 Students conducting the Visual Preference Survey, by Morgan Henn.

89A commercial corridor

1. Which streetscape best represents your vision for 89A?
2. Which parking style best represents your vision for 89A?
3. Which facade best represents your vision for 89A?
4. Which wayfinding signage best represents your vision for 89A?
5. Which landmark signage best represents your vision for 89A?
6. Which retail signage best represents your vision for 89A?
7. Which of these building uses best represents your vision for 89A?

Downtown district

1. Which streetscape best represents your vision for the downtown?
2. Which parking style best represents your vision for the downtown?
3. Which wayfinding signage best represents your vision for the downtown?
4. Which building signage best represents your vision for the downtown?
5. Which level of sign uniformity best represents your vision for the downtown?
6. Which alley best represents your vision for the downtown?
7. Which facade best represents your vision for the downtown?
8. What building uses best represent your vision for the downtown?
9. Which street decoration type best represents your vision for the downtown?

3.3.4 Table breakout discussion groups

After conducting the VPS, community members were asked to join Planning Workshop facilitators at one of four breakout tables, where students engaged participants in small group discussions (see Figure 19). The breakout tables allowed stakeholders an opportunity to share their opinions and preferences in a focus group setting, enabling conversations among meeting attendees. The Planning Workshop guided community members through three separate conversations, each lasting approximately 30 minutes. The following section offers details about the prepared questions the students used to spark conversations about VPS results, Clarkdale's downtown district, and the 89A commercial corridor, as well as the key public input that emerged.

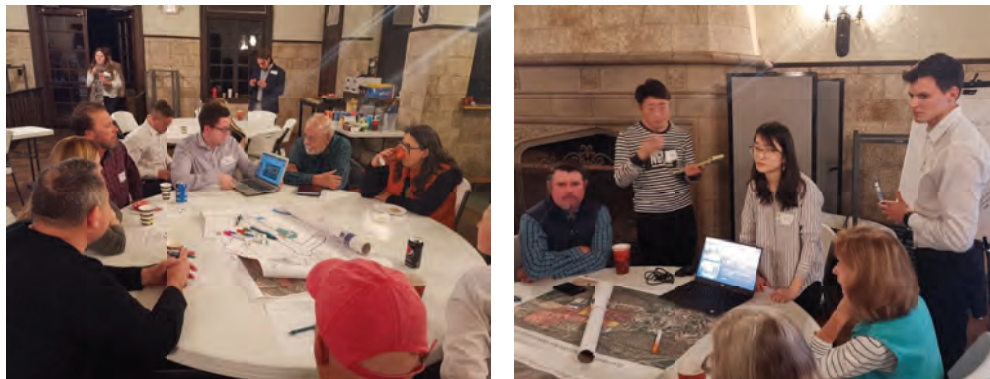


Figure 19 VPS table breakout discussion groups (left), and students presenting VPS results to stakeholders (right), by Morgan Henn.

3.3.4.1 VPS results discussion

During the small-group VPS discussion, Planning Workshop facilitators showed participants the results of the survey and asked a series of questions designed to elicit additional information about why community members preferred one image over another (see Figure 19). The goal of the conversation was to develop a greater understanding of community preferences, in addition to revealing points of consensus or disagreement among stakeholders. Over the course of 30-minutes, facilitators asked participants the following questions (supported by VPS images and results, illustrated in the original student content):

Streetscape

1. What did you like about the option you selected?
2. What were the features you liked about it?
3. Were there features you didn't think would be appropriate for 89A/downtown?

Facade & architecture

1. What did you like about the option you selected for downtown/89A?
2. Were there any options you felt would definitely not suit downtown/89A?
3. If you didn't like any of them, what did you feel was missing from the options or what style would you like to see?

Wayfinding signage

1. What did you like about the wayfinding signage that you chose for the 89a/downtown?
2. For the downtown, did your preference of signage relate more to the type of signage (map, directional sign, post with directions) or the aesthetic style of the signage?
3. Was there anything about the wayfinding signage options that were missing, such as a specific type or style you'd prefer?

General

1. How would you like the street, buildings, and parking to relate to each other in the 89A corridor?
2. Would you like the design (signs, buildings, facades, other details, etc.) of the downtown to be very uniform and cohesive, or more varied? What about in the 89A corridor?
3. Was there anything important to your vision of these areas that wasn't included in the survey?

3.3.4.2 Downtown district discussion

Subsequently, the breakout tables discussed stakeholder visions and preferences for Clarkdale's historic downtown district. During a 30-minute facilitated conversation, students prompted community stakeholders with the following questions about downtown:

1. Based on your time here as a resident, what three words come to mind when you think about the character of the downtown?
2. Now, think about this area in the future, what would you like this area to look like?
 - i. How can the town government help make those changes?
3. To have a better understanding of what you want to see happen here and thinking about how this could complement already existing services, are there other types of businesses that you think residents/ tourists would support in downtown?

- i. What mix of uses (variety of services) could you see in this area that could support the town and resident's goals?
4. Now that we have an idea of what you want to see happen, let's think about, if you owned property downtown, how would you use it?
5. Based on our conversation and your vision for the downtown, what should be the three main goals for downtown?

Across the four breakout tables, the Planning Workshop was able to identify a series of themes to guide a future vision for downtown Clarkdale. Community members described a downtown that would promote the town's "live-work-play" philosophy—an ideal situation that originates with Clarkdale's founding. Residents also hoped to see increased population density and diversity in the downtown district, while protecting the community's rich history. When stakeholders envisioned the "play" element of downtown, they prioritized historical and cultural tourism, concerts, and art festivals—activities that already play a meaningful role in the district and should be expanded in the future. They wanted to see more streetscaping within the downtown, including outdoor seating, landscaping with plenty of shade, widened and connected sidewalks, bike lanes, and trail connections. Lastly, future visions of downtown should embrace a diversity of housing choices—including multi-family residential buildings with a mix of attainable and luxury units—and economic development opportunities, with a focus on expanding the job base.

Specific stakeholder input included the following visions and priorities for the downtown district (listed in no particular order):

Stakeholder feedback: Future downtown vision(s) and development

The following input is supported by highly-voted VPS images.

- Incorporate more businesses that offer services to tourists, which will help support the existing Clarkdale Lodge and newly developed Park Hotel. Additionally, there are opportunities for new hotels on Broadway Road.
- Repurpose existing vacant lots (e.g., the "sea of concrete" parcel in front of the Clarkdale Lodge). Proposed uses include multi-family residential or designated downtown parking.
- Target existing, vacant buildings and houses for new businesses.
- Utilize Clarkdale Park as an asset for downtown and Clarkdale's economy.

- Connect trails and sidewalks, both to increase walkability within the downtown district and to increase access from recreation trains and the popular Verde Canyon Railroad.
- Increase the role of the Verde Canyon Railroad and leverage it as an asset to the downtown district.
- Improve access to the Verde River from downtown Clarkdale, leveraging it as a tourist attraction.
- Protect and maintain the historic character of the downtown district, including building facades.
- As existing buildings are renovated, consider reconfiguring their layouts to host new business models (e.g., subdivide larger buildings to allow for smaller business footprints) or enable mixed-use formats, including upper floor residential units (see Figure 20A).
- Consider reclaiming the existing, utilitarian alleys for more active pedestrian space, including enhanced streetscaping, walkability, and business access.
- Improve and update wayfinding signage within the downtown district (see Figure 20B).
- Consider restriping parking on Main Street to allow for diagonal, instead of perpendicular, parking spaces.
- Improve building signage within the downtown, and establish a cohesive strategy for signage within the district.
- Update and enhance streetscaping within the downtown, including elements that support Clarkdale's history and a unified brand for the district (see Figure 20C).



20A Mixed-use building, by Peter French via Flickr.



20B Wayfinding signage, by Chris Harrison via Flickr.



20C Relevant street statue, by Tamsin Slater via Flickr.

Figure 20 Future downtown vision imagery.

Stakeholder feedback: Downtown uses

Community members identified the following as preferred uses for the downtown district:

- Coffee roasters
- Breweries
- Grocery stores (especially niche and boutique markets)
- A theater
- Wineries
- Restaurants
- A sports bar
- Entertainment uses (e.g., billiards café)
- Professional services (e.g., doctors, dentists, lawyers)
- Bookstores
- Barbershops
- Bakeries
- Banks
- Smaller formats of big-box stores (e.g., neighborhood-scale Walmart)
- Destination businesses (e.g., those targeting tourists)
- A bowling alley

Stakeholder feedback: Municipal actions needed to support a downtown vision

- Support new businesses that offer different and unique services that can attract customers from throughout the Verde Valley and increase diversity.
- Adopt historic preservation guidelines or protections, which could include direct support from town staff or incentives. Historically, residents felt town policies lacked a cohesive historic development plan for developers and business owners, and relied on individual actions.
- Support actions that expand the downtown tax base, including new businesses and services.
- Expand connections to Yavapai College, leveraging it as a community asset.
- Support expanded downtown business hours to increase foot traffic in the district (but do not allow 24/7 access).

3.3.4.3 89A commercial corridor discussion

The last 30-minute conversation focused on stakeholder visions and preferences for Clarkdale's 89A commercial corridor. Students prompted community stakeholders with the following questions:

1. Based on your time here as a resident, what three words come to mind when you think about the character of 89A?
2. Now, think about this area in the future, what would you like this area to look like?
 - i. How can the town government help make those changes?
3. To have a better understanding of what you want to see happen here and thinking about how this could complement already existing services, are there other types of businesses that you think residents/ tourists would support in 89A?
 - i. What mix of uses (variety of services) could you see in this area that could support the town and resident's goals?
4. Now that we have an idea of what you want to see happen, let's think about, if you owned property 89A, how would you use it?
5. Based on our conversation and your vision for 89A, what should be the three main goals for 89A?

Across the four breakout tables, the Planning Workshop was able to identify a series of themes to guide a future vision for the 89A commercial corridor. Community members described a corridor that would support and blend with the rest of Clarkdale's identity. Some of the ideas for the 89A corridor included: strong pedestrian accessibility, traffic calming, sustainable landscaping (e.g., xeriscaping), enhanced wayfinding, and human-scale design elements. In the future, stakeholders hoped to see mixed-use buildings and a grocery store located along the corridor. Participants envisioned an 89A corridor with wide and connected sidewalks, bike lanes, and public art (including indigenous art).

Specific stakeholder input included the following visions and priorities for the downtown district (listed in no particular order):

Stakeholder feedback: Future 89A vision(s) and development

The following input is supported by highly-voted VPS images:

- Improve pedestrian and trail accessibility, including the expansion of pathways and enhanced connectivity.
- Expand bus stop access.
- Deploy traffic calming measures within the corridor, including a “street diet” that reduces the number of traffic lanes and reduces vehicle speeds.
- Enhance streetscape designs along the 89A corridor, including pedestrian-scale landscaping and walkability.
- Encourage new uses on the corridor, including multi-family residential and mixed-use buildings.
- Enhance wayfinding signage with the 89A corridor.
- Consider incorporating public art, such as landmark signage, into the roundabouts that support the corridor’s wayfinding scheme (see Figure 21A).
- Consider enhanced surface parking lot designs, including those that incorporate solar panels to shade cars (see Figure 21B).
- Encourage new development with a modern Southwestern architecture style, as opposed to highly modern buildings (e.g., all-glass facades) (see Figure 21C).
- Establish a cohesive design strategy for retail signage within the 89A corridor that supports Clarkdale’s identity.



21A Landmark signage, by Jason Kowell via Wikimedia Commons.



21B Solar panel shaded parking, by Great Valley Center via Flickr.



21C Modern Southwest architecture, by Dean Cote via Wikimedia Commons.

Figure 21 Future 89A commercial corridor vision imagery.

Stakeholder feedback: 89A commercial corridor uses

Community members identified the following as preferred uses for the 89A commercial corridor:

- Professional services and office uses
- Smaller-scale grocery stores (e.g., Sprouts)
- Urgent care center
- A larger-format hardware store (e.g., Lowe's or similar)—particularly on a larger parcel within the corridor

Stakeholder feedback: Municipal actions needed to support the 89A commercial corridor vision

- Offer incentives to encourage development, especially projects that will support the town's goals to increase population growth and diversity.
- Consider opportunities for public-private partnerships to catalyze new development projects.
- Explore incentives for new employers to locate within the community.
- Create a form-based code for the 89A corridor to help support a unified vision for the area.
- Support the inclusion of attainable housing projects within the 89A corridor.

CHAPTER 4: BEST PRACTICES AND COMMUNITY EXAMPLES

As part of the Planning Workshop's review of Clarkdale's existing conditions, students reviewed a number of best practices and community examples. Chapter 4 offers a brief overview of these best practices and other planning strategies from case study communities. The purpose of this chapter is to identify planning practices from other communities that could be beneficial in helping the Town of Clarkdale achieve its goals.

4.1 Downtown revitalization: Best practices and strategies

4.1.1 Promoting historic preservation

Preserving Clarkdale's rich history and small-town feel is one of the town's primary priorities. One example of successful historic preservation in a smaller town is Galena, Illinois, as seen in Figure 22. This town was able to grow its local economy and maintain its historic charm by applying economic tools or strategies that would typically be utilized in a more urban setting, in addition to adopting legislation that protects historic areas and properties (Paradis, 2000). Leveraging support from the community, Galena implemented a historic preservation ordinance to ensure the protection of key areas during redevelopment projects. These types of local legislative changes are a way for communities to manage growth and redevelopment in a way that suits their needs.



Figure 22 Historic downtown of Galena, Illinois, by Dave Herholz via Flickr.

4.1.2 Promoting slow-tourism

Clarkdale's location along the Verde River, its proximity to other communities like Cottonwood, Jerome, and Sedona, and its rich history, provide excellent opportunities for a tourism-focused economy. In particular, slow-tourism can offer an effective strategy for small communities like Clarkdale because it seeks to achieve balance between the tourism industry and local community needs. In Clarkdale, slow-tourism is a strategy to promote economic growth while also protecting the community's small-town charm. One way to promote tourism is by developing programs around the town's rich history and historical sites, which aids in historic preservation and builds community and tourism awareness around preservation issues.



Figure 23 Kayaking the Verde River, by Doug Von Gausig.

Clarkdale is also home to an array of natural recreation and open space amenities, allowing for a range of outdoor attractions such as hiking, kayaking, and biking. These assets could be integrated into the town's business strategies, linking natural resources to affiliated uses (e.g., hotels, restaurants, tours). Some Clarkdale businesses, such as the Clarkdale Kayak Company and Scott's Main Street Cafe, have already integrated the surrounding assets into their business model and branding. Lastly, **Clarkdale's policies and ordinances can protect slow-tourism assets, promoting practices like infill development, land conservation, and historic preservation.**

4.1.3 Promoting economic development

Economic development is essential for achieving economic stability and successful redevelopment. As mentioned before, historic preservation and tourism are both excellent ways to promote economic development in towns like Clarkdale. Similarly, communities can adopt policies and ordinances that are supportive of economic growth and encourage new businesses to move to Clarkdale. For example, Galena, Illinois adopted new policies and regulations to guide growth in a way that promoted economic development without detracting from other community priorities (Paradis, 2000). Similarly, adopting policies that allow for and explicitly encourage infill development is an excellent way to direct growth into the community's business district, while limiting sprawl that could diminish surrounding natural landscapes and tourism opportunities. Lastly, incentives can be created to entice new businesses into a community, including incentive programs that target local small businesses.

4.1.4 Designing for downtown

Creative design and placemaking elements are critical components of healthy downtowns and should be encouraged in revitalization efforts (Arendt, 2015). Local ordinances and building standards can help shape strong urban design within a downtown district. For instance, mixed-use zoning allowances can facilitate dynamic city centers. Other zoning ordinance considerations that can support a thriving downtown include: allowing for increased lot coverage, decreased (or zero) setbacks, reduced parking requirements, or shared parking accommodations. Lastly, fostering connectivity within the downtown, including the creation of connections between sidewalks, public plazas, seating areas, and trails, can increase "synergy" and establish the public realm as a priority (Arendt, 2015).

Relative to large urban centers, small cities rely on different strategies to support downtown revitalization. Small towns can find it more challenging to attract new development projects; fewer cultural activities on weekends and events can also inhibit revitalization efforts (Robertson, 1999). In response, Robertson argues that a downtown's "sense of place" plays a significant role in the success of its revitalization.

Michael A. Burayidi examined factors that led to downtown resiliency in his book, "Resilient Downtowns: A New Approach to Revitalizing Small and Medium City Downtowns" (2013), which showcases common design features present in successful small- and mid-sized downtowns across the United States. In numerous examples, successful downtowns possessed a distinct point of arrival, proclaiming to visitors that they had officially entered.

In smaller communities, a vibrant downtown requires significant landmarks and attraction strategies. A clear point of arrival enables the downtown to make a strong first impression and solidify community identity. Gridley, California offers one such example depicted in Figure 24A (Burayidi, 2013).



24A Gridley, California, point of arrival arch, by Alan Eck via Wikimedia Commons.



24B Charlottesville, Virginia, pedestrian mall, by Marc Carlson via Flickr.

Figure 24 Examples of vibrant downtown design principles.

As seen in Figure 24B, these spaces are often public plazas or squares that serve the entire community, providing space for formal or informal gatherings. These spaces are a blank canvas, activated by a multitude of occasional and regular programming, such as markets, sporting events, festivals, or parades.

One of Clarkdale's existing assets is the arts community; developing an arts district offers one strategy for defining a sense of place and attracting more artists. Recent research investigated the role of the planning process in creating formal and informal art districts, finding that planning efforts can help catalyze and protect formal art districts (Chapple et al., 2010). For instance, artists in the art communities of Berkeley and Oakland, CA found they were threatened by new development projects, requiring effective strategies to protect their interests. Within informal districts, planners could also play a role through stakeholder engagement efforts. Taken together, this article offers a resource for planners as they consider leveraging arts districts as part of their downtown revitalization strategy.

4.2 89A commercial corridor: Best practices and strategies

4.2.1 Elements of commercial corridor development

Social and cultural capital are key elements to a successful commercial corridor revitalization strategy. Diane Dyste offers a general framework for urban revitalization that considers: community assets, community input, strategic partnerships, cultural development, the creation of designated zones and districts, and strategic organizational documents (2012). Important assets might include cultural heritage, arts districts, or historic preservation efforts, as well as formal districts (e.g., business improvement district or a Main Street program through the National Trust for Historic Preservation).

Public participation represents another critical element for a successful corridor revitalization effort. Doohyun Hwang et al. examined sustainable rural tourism strategies and offered a framework for public engagement (2012). Through a series of interviews and analysis of local newspapers, Hwang identified collective community-based action as a key component for sustainable rural tourism development, establishing the stimulation of public discourse and consensus-building as best practices. Through a deliberate public participation process, the community is able to build a clear identity that can better inform planning decisions and reinforce its local brand. In other words, by coming together, a community's collective voice can inform the direction and contributions of tourism for the local identity.

4.2.2 Developing around State Department of Transportation highways

While state highways are efficient for moving cars between points A and B, they can represent a challenge for planning efforts due to interjurisdictional authority between state and local entities, conflicting planning objectives, and the general lack of communication between different agencies. In her research, Salila Vanka highlights key recommendations for successfully engaging in development along interjurisdictional highways, including: maintaining consistent and clear lines of communication with the Department of Transportation (DOT) offices reviewing access permits, incorporating DOT representatives within site plan review meetings, and holding ongoing coordination meetings (2005).

Best practices for local government collaborations with their DOT include the creation of a mutually-supportive land use category, expressly designed to facilitate development around highway interchanges in accordance with DOT access regulations. Similarly, a community could incorporate DOT-appropriate standards within its zoning regulations, streamlining review processes, and establishing a mutually agreeable starting point for projects. For example, a Portland case revolved around adopting “orphan highways” or parallel-running former DOT maintained highways, such as Old Jerome Highway in Clarkdale, and developing them in order to fortify and revitalize the area (Vanka, 2005).

4.2.3 Developing successful public-private partnership for a connected commercial corridor

A public-private partnership (P3) is a cooperative agreement between a public agency and private entity intended to support new development, services, or infrastructure. In recent years, P3s have become more attractive due to constrained public funding and an abundance of private sector capital waiting to be tapped (Nabers, 2017). While P3s are most common in transportation projects, they can also be used by innovative leaders to launch projects in smaller communities.

Much of the P3 literature has focused on partnerships with major cities and urban projects. However, the Napa Civic Center Project in Napa, California, could offer an example of a P3 arrangement in a smaller community—albeit a contentious one. Over the past few years, the City has explored options to replace its undersized city hall with a four-story, 130,000 square foot, mixed-use, modern facility complex. The new facilities would include a combined city hall and public safety building, fire station, parking structure, hotel, condominiums, and retail space (Hewes, 2018). However, community pushback has led to a reevaluation of the project, and as of Spring 2020 the City was reviewing more traditional alternatives.

Rural communities and small towns often face development challenges due to inadequate infrastructure, limited employer diversity, and declining populations. To sustain new visions and revitalization, smaller communities need to identify innovative ways to attract and finance development. Clarkdale’s existing assets offer some potential opportunities for P3-style arrangements.

One P3 opportunity might include cooperation among a community, its local churches, and mixed-use developers. Attainable housing or multi-family residential buildings often face pushback from “Not in My Backyard” (NIMBY) residents.

More recently, there have been counter-movements to advocate for increased affordable housing—known as “Yes, in My Backyard” (YIMBY) movements. Across cities and states that face serious affordable housing shortfalls, another variant of affordable housing development is emerging: “Yes, in God’s Backyard” (YIGBY), which features churches allowing for affordable housing development on their property, (Molina, 2015). One successful example of the “YIGBY” mantra is the Abora Court affordable housing development on the property of University Christian Church in Seattle, Washington. If local churches (or other non-profit landowners) have sufficient land to accommodate multi-family affordable housing projects, Clarkdale could identify ways to support the endeavor and facilitate partnerships with (potentially mission-driven) affordable housing developers.

4.3 Placemaking and branding

4.3.1 *The Importance of Placemaking and Branding*

In his book examining placemaking with smaller communities, Bill Baker defines place-branding as, “The totality of thoughts, feelings, and expectations that people hold about a location” (2007). He draws similarities between a charismatic person and a memorable city, just as a city without a clear and appealing identity can be easily overlooked. **However, placemaking is more than just a tagline and promotional strategy; it has the power to enhance community pride, identity, and culture.** In turn, understanding a community’s values, culture, and assets is critical when establishing its brand (Aitken et al., 2011).

4.3.2 *The elements of placemaking and branding*

There are many components to a successful placemaking and branding strategy. Some of these elements translate across communities regardless of context or size, while others draw upon local assets and community composition. This section outlines some of the central concepts when establishing a placemaking and branding strategy.

Partnerships

Partnerships are critical to the success of placemaking efforts in small communities. By leveraging the strengths and resources of multiple organizations, a community increases support for and adoption of a branding strategy throughout the town. Key partners may include elected officials and department heads, non-profit organizations serving the area, and regional, state, or federal agencies. A strategic partnership that could help foster Clarkdale’s community identity is with an art and cultural organization or commission.

Public art that reflects Clarkdale’s history or current assets can help solidify the community brand for visitors and throughout the Verde Valley region. Further, unique amenities and public spaces can increase place attachment and encourage young people to strengthen their ties within the community (Project for Public Spaces, 2016).

Stakeholders

Small communities often have residents who “...care deeply about the future of their towns and they value their uniqueness and strong sense of community” (Project for Public Spaces, 2016). However, challenges can arise as a community considers how to grow its employment base while also supporting local businesses. Similarly, small towns can face challenges attracting new residents, while maintaining its small-town identity and character. Placemaking offers some locally-driven solutions to these common difficulties, emphasizing the ways small changes can impact residents in significant ways. For example, placemaking can target small changes to the streetscape, including public benches, curb extensions, and other small traffic calming strategies, or community programming to rebrand the public realm as a space for and by local residents (and not just cars). Figure 25 illustrates the transformation placemaking and traffic calming strategies made in Kingsport, Tennessee, and display the potential benefit similar strategies can provide Clarkdale. Through deliberate stakeholder engagement, placemaking can meet its objective of creating a sense of connectedness with long-term benefits for the community.



Figure 25 Kingsport Tennessee streetscape before placemaking initiatives (top) and after being reimagined (bottom), by The Walc Institute and TDC Design Studio.

4.3.3 The process of building a brand

For small communities, it can be challenging to develop a formal brand or placemaking strategy. However, case study research on small towns suggests communities can start their journey to placemaking by following some foundational principles (Lawson, Tulchin, Kukka, and Slater, 2015). Sarah Lawson et al. recommend to:

- Engage in long-term planning with strong local leadership.
- Create a recognizable town theme and incorporate it into community events such as festivals.
- Leverage unique town history (e.g., with museums, tours).
- Highlight historic buildings and revitalize unique features.
- Capitalize on natural resources and amenities to foster eco-tourism.
- Make a collective effort to foster Main Street small businesses through entrepreneurship, small business training, and tax incentives.

Collectively, these principles can foster community cohesion and growth by emphasizing key assets and strengthening the community's core identity. In addition to solidifying a brand, these strategies can promote community resilience and community-wide adoption of placemaking strategies.

Concerning the development process, Forrest Miller offers strategies for building a community-based brand from the ground up, (2006). The first step is to identify a stakeholder group, who can guide the process. The stakeholder group should then identify key issues of concern for the community, including controversial issues related to the community's vision and identity. Subsequently, the group should collaborate to create a clear, concise problem statement that embodies the key concerns/controversies. The problem statement serves as a touchstone during the remainder of the branding process, reminding residents of their vision and objectives for a community brand. Following the identification of a clear problem, stakeholders work together to build consensus around attainable solutions to address the problem statement. At this point, the community is ready to implement the brand and solutions, although Miller cautions stakeholders to set realistic expectations. **A community should not expect to resolve their problem statement in fewer than five years; instead, a community should focus on gradual progress.** Lastly, the stakeholder group should continue to review the branding strategy and implementation over time, evaluating results and updating their approach as the community evolves.

4.3.4 Branding for historic preservation

Historic branding for small towns is a valuable asset, but requires a community to enact policies to preserve its character, including zoning ordinances, other building regulations, and design guidelines. When properly enforced, these practices can integrate historic preservation values into a community's brand without inhibiting new growth goals (Kendig, 2017).

Place branding can also spur community revitalization through cultural tourism. In Clarksdale, Mississippi, the community utilized its history with blues music and Delta culture to rebrand the city (Henshall, 2012). Prior to the city's revitalization efforts, Clarksdale struggled with high poverty rates and insufficient job opportunities. However, the community's Delta Blues brand has generated new economic development opportunities, including job growth in food service, management, performance, and visitor accommodation industries. Clarksdale's logo highlights its Blues brand and history by featuring a Clarksdale landmark referenced in a well known Blues song (Figure 26). In recent years, new blues musicians have relocated to Clarksdale, calling it home, while rising musicians have come to play at popular juke joints and blues music festivals in the community. Collectively, Clarksdale has built a new brand rooted in its history but has also continued to invest in that brand to ensure its continued success.



Figure 26 Clarksdale, Mississippi, Crossroads landmark, by Mr. Littlehand via Flickr.

4.3.5 Branding for economic development

As a community pursues economic development, the importance of placemaking and branding quickly becomes apparent. A community's brand can represent a strategic asset for corporate development and offer a competitive advantage over other communities (Aaker, 1996). David Aaker's article presents examples demonstrating the importance of community brands to urban development projects by analyzing decisions made by Saturn, General Electric, Kodak, Healthy Choice, and McDonald (1996). In short, the research finds that brands represent an intangible asset for the city and are a valuable investment. The author suggests local governments leverage their brands to attract small- and medium-sized enterprises, and subsequently, large enterprises are more likely to consider the area.

4.3.6 Branding for tourism

Whether it is a day trip or cross-country adventure, tourists seek out places that are unique, exciting, and different from their everyday life at home. Businesses want to locate in an area that enables them to maximize resources, services, and draw. Place-branding strategies represent one tool to help communities harness their existing assets, attracting tourists and businesses alike.

A tourism-focused community brand is most successful when it extends from, and complements the values and priorities of residents. When creating its place brand, Tillamook County, Oregon engaged both residents and potential consumers in the process. This inclusion allowed Tillamook County to create an effective brand that reflects residents' priorities and incorporates community-identified assets like the coast and agricultural products.



Figure 27 The rocky Tillamook coast, which influenced the County's visual brand, by Brian M. via Flickr.

By rooting the brand in locals' perspectives, local businesses are more likely to buy into using the brand. This has initiated a unified effort to attract tourism across the county using the new brand (Baker, 2015). Baker emphasizes that an integrated brand rooted in areas of capital investment, services, and urban development is a strong brand ready for long term success (2007). Overall, placemaking identifies what the city or town stands for and what makes it special, which can then be translated into a tourism campaign that complements—and does not conflict with—the community.

With respect to tourism, some research identifies the importance of branding that can support “Word of Mouth” (WOM) strategies (Hanna et al., 2011). WOM strategies emphasize informal communication chains between visitors (i.e., consumers of the brand experience). While WOM strategies can be leveraged as an asset, they can also represent a risk as a community's brand could be vulnerable to misrepresentation as thousands of tourists interpret it over time (Baker, 2007). For instance, Yelp and other online platforms collect hundreds of visitor experiences, aggregating them in a single place and painting a picture of a business or community over time—for better or worse. In short, a community's brand is not entirely within its control and is subject to visitor experiences as well. The creation of intentional WOM strategies becomes a critical tool to help sustain positive brand momentum.

4.4 Conclusion

Chapter 4 has presented a number of best practices and examples of successful community revitalization and placemaking, including many that could benefit the Town of Clarkdale. **A central takeaway is the importance of local regulations and stakeholder support to a successful revitalization strategy.** These tools can contribute to historic preservation, tourism, and economic development. Many of these themes provide a foundation for the recommendations (and not recommended actions) presented in the design guidelines for the downtown district (Chapter 5) and 89A commercial corridor (Chapter 6).

CHAPTER 5: DOWNTOWN DISTRICT DESIGN PRINCIPLES AND GUIDELINES

5.1 Introduction

Downtown Clarkdale (referred to as the downtown district) is a destination for visitors and a homestead to a diverse community. Distinctive architecture and a special historic charm are enhanced by the town's scenic location near the mountains, nestled in the heart of the Verde Valley. The philosophical ideology of Clarkdale invites innovative mixed-use design that pays homage to its founder's vision of a community where its residents could live, work, and play, surrounded by small-town charm and natural beauty. These attributes act as a magnet for social interaction and economic development within the downtown area. As such, **the downtown district should be protected and nurtured to represent the heritage and values of the community, as well as foster a strong sense of place.**

Chapter 5 introduces a set of design principles and guidelines (referred to as guidelines in the rest of the chapter) intended to guide future development and investments in the downtown district. The guidelines reflect community input gathered during the meetings with stakeholders and town staff. The guidelines intend to:

- **Support** Clarkdale's elected officials, boards, commissions, and staff as they evaluate current development proposals and consider future opportunities for the downtown district
- **Inform and inspire** current property owners and developers interested in the downtown district, offering a flexible vision for appropriate uses and design aspects along Main Street
- **Assist** in future planning efforts in the downtown district, providing a cohesive vision that may guide discussions about what Clarkdale hopes the downtown looks like in the future

The guidelines are applicable to all developments in downtown, regardless of building use or type. They are designed to be flexible, complying with existing regulations and responding to Clarkdale's current conditions, while also helping Clarkdale develop in new and meaningful ways. For instance, exploring opportunities for new urbanism concepts within the downtown district can create an active street edge that is highly walkable and also vastly accessible with multi-modal options.

Varied architectural facades and the realization of diverse uniformity within structures can introduce vibrancy along Main Street. By implementing these guidelines, Clarkdale's overall vision can be enhanced and reinforced within the downtown district. The design recommendations also offer the opportunity to complement the community's identity. The guidelines can also support Clarkdale's economic resilience and community development by adhering to central principles of sustainable development.

5.1.1 Purpose

The purpose of the downtown district design guidelines is to enhance and preserve the existing historic character of the area while establishing a vision to guide new development. The guidelines will serve several functions. They clarify the broad design principles for the area, supported by more specific design recommendations for development or preservation in the downtown. Together, the guidelines assure the historic character of the community is both prioritized and respected, while ensuring future downtown investment complements and capitalizes on historic assets. Additionally, the guidelines can aid with public investments and policy decisions, providing an overall vision that ensures investments are efficient and supportive of the area's character.

These guidelines act as a promise to residents, business owners, visitors and investors that Clarkdale will maintain its historic character that so many have come to appreciate. **The overarching goal of the guidelines is fostering a cohesive, uniquely historic, and vibrant downtown.**

5.2 Existing land uses

This section identifies key challenges and opportunities for future development in the downtown district. Currently, there is a variety of land uses in the downtown area, which serves as a solid foundation for a vibrant city hub. Existing businesses include a cocktail bar, full-service restaurant, breakfast cafe, lunch cafe, and a museum. A new boutique hotel and brewery will soon anchor the western corner of Main Street, across from Clarkdale Park. However, the downtown district also hosts several vacant buildings and lots, offering ample opportunity for new revitalization and business in the area.

The downtown district focus area hones in on Main Street, inclusive of its adjacent parcels and alleys, between 9th Street and 11th Street (see Figure 28). The focus area is anchored by the Arizona Copper Museum and Town Hall Complex to the east and Clarkdale Park to the west.



Figure 28 Clarkdale's downtown district, by PUP 580 students and Google Maps.

In conjunction with the town staff, the Planning Workshop identified three high priority properties within the downtown district. These properties—and the challenges and opportunities they represent—helped shape the guidelines for the area. The high priority properties include:

High priority property 1: Former Marketplace

The Former Marketplace (901 Main Street) is located at the southwest corner of the Main Street and Ninth Street intersection (see Figure 29). Although the building has been long vacant, it retains many of its original details and maintains its structural integrity. The property owners are ready to sell and move along the path of redevelopment.



Figure 29 Marketplace location map (left), building exterior (center), and building interior (right), by PUP 580 students and Google Maps.

High priority property 2: Clarkdale Classic Station

The Clarkdale Classic Station (924 Main Street) is located at the northeast corner of the Main Street and 10th Street intersection (see Figure 30). The historic gas station is currently used as a glass blowing studio and features vintage cars on its lot. At present, the property is family-owned and the owner does not wish to sell. The station's unique architecture and its art studio offer an opportunity to showcase Clarkdale's cultural assets and support the vision for the downtown district.



Figure 30 Clarkdale Classic Station location map (left), signage (center), and building exterior (right), by PUP 580 students.

High priority property 3: "Sea of Concrete"

A vacant asphalt lot, which the students referred to as a "Sea of Concrete" (23 N 11th Street), is located immediately south of the Clarkdale Lodge at the intersection of Main Street and 11th Street (see Figure 31). The site offers a blank slate opportunity to contribute as a western anchor of the downtown district, bringing new economic benefits to the area.

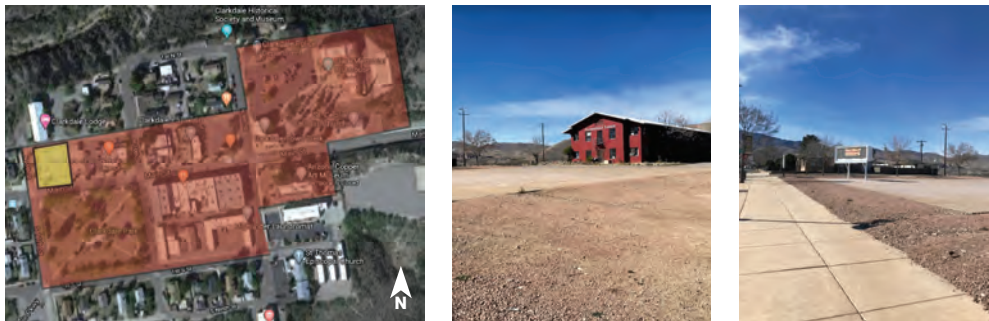


Figure 31 Vacant lot location map (left), Clarkdale Lodge at rear of property (center), and the "Sea of Concrete" (right), by PUP 580 students.

This section first reviews the challenges and opportunities facing the downtown district, followed by the challenges and opportunities of the Priority Properties.

5.2.1 Challenges

Clarkdale's strengths are what makes it the great town it is today. Its historic preservation efforts have protected the original 'small-town feel,' bolstering the Town's unique appeal to visitors and residents alike. The downtown district does, however, face challenges as well.

Limited access to resources

As a small community, Clarkdale's resources, such as budget and staff time, are limited. This can prove challenging when a community is seeking to attract new development or businesses, particularly if it is competing with more well-resourced communities. Additionally, Clarkdale does not meet the requirements for some government programs, which can also impede efforts to attract or incentivize new downtown development. While limited resources can—and, for Clarkdale, does—breed creative strategies for fostering new opportunities, it also represents an obstacle to overcome.

Potential loss of historic appeal

Absent of careful regulations and guidance, new downtown (or downtown-adjacent) developments can threaten the historic appeal of the district. The loss of historic structures or the inclusion of incompatible architectural styles can dominate the streetscape and detract from the district's valuable historic character. While town staff, boards, and commissions can encourage new developments to respect the area's character, enforcement can be difficult without regulations or a consistently applied vision to guide decision making. In addition, retroactively encouraging developers to respond to historic characteristics can be counterproductive and expensive if the conversation does not happen early in the process.

Potential harm to other local businesses

Even as new growth is welcomed downtown, there is potential for new businesses to threaten existing local businesses through competition and other means. For example, restaurants and bars are welcome, but there is concern that too many new food service businesses could saturate the market. While competition is not inherently bad, there is a desire to foster success among local businesses while allowing the district to expand and evolve. **Downtown's growth should be balanced and supported to help protect existing assets.**

Lack of town branding

The Town of Clarkdale's location in the Verde Valley is an asset, but it can also pose a challenge. Whereas Clarkdale is along the same 89A corridor, its neighboring communities tend to have a much larger presence in the regional tourist market, including Jerome, Cottonwood, and Sedona. This represents an obstacle to Clarkdale's aspirations to increase its tourism market and grow its population. Relative to its peer communities, Clarkdale does not have a cohesive brand that has saturated the Verde Valley region. Whereas Sedona is nationally known for its red rocks, Cottonwood for its wine, and Jerome as a 'ghost town,' Clarkdale's messaging is not as apparent. This is a challenge the town has to overcome.

5.2.2 Opportunities

With the revitalization of downtown Clarkdale comes an excellent opportunity to strengthen Clarkdale's cultural assets, refresh historic facades, and liven the day-to-night atmosphere. Clarkdale's strengths—from its community to its historic structures—create an opportunity to spark a recognizable brand throughout the Verde Valley (and beyond).

Making its mark as a unique small town

Leveraging its strong historic appeal, Clarkdale has the opportunity to enhance its reputation as a unique community with small-town charm. While the building blocks are already in place, a strong set of design guidelines can prioritize Clarkdale's historic architecture (see Figure 32). A cohesive vision and approach to enabling new development, while also protecting historic assets, can set a foundation that allows Clarkdale to stand out within the Verde Valley.



Figure 32 *Clarkdale's historic appeal and small-town charm, by PUP 580 students.*

Creative complement to neighboring towns

In conjunction with becoming a unique small town, Clarkdale also has the opportunity to build upon the momentum of neighboring communities. The Verde Valley is already a tourist destination with several strong community brands. As Clarkdale grows its own brand, the Town can leverage regional assets to develop an identity that is complementary to its neighbors—fellow partners that represent an important resource—but also distinct, enabling the Town to fill its own niche within the area.

Economic growth

Clarkdale's vacant buildings and parcels, while representing a challenge, are also an opportunity. They offer a "blank slate" to welcome new businesses and a carefully considered identity within the downtown district. This represents new economic growth for the town, including tax base, jobs, and a stronger local economy. Further, new business can help satisfy town goals to achieve slow tourism and balance visitors with resident needs.

Lively downtown throughout the entire day

In a downtown district, new businesses mean increased foot traffic. If the district can expand with a variety of new businesses (including mixed-use developments), the area can also increase its hours of activity beyond the 9-to-5 or smaller evening windows. Additionally, building stronger connections with existing community assets (e.g., the Verde Canyon Railroad, Verde River, and local trails) can complement an array of uses within the district and further support longer hours of activity.

5.2.3 Priority properties: Challenges and opportunities

Former Marketplace (901 Main St)

The former Marketplace building anchors the eastern edge of the downtown district, completing the intersection with the Arizona Copper Museum and the Town Hall Complex. Given its prominent placement and historic character, this makes the Marketplace building particularly important to the success of the downtown. New development has the potential to provide a complementary anchor to the Park Hotel and Smelter Town Brewery, encouraging foot traffic throughout downtown Clarkdale.

The building has been long-vacant and its renovation would require significant investment, potentially making it a less attractive opportunity. The building's large, open floor plan and lofted second floor could pose a challenge for identifying future uses; alternately, they represent flexibility and offer unique development opportunities. Investors will need to consider whether it should be leased by a single business or become a shared space of multiple tenants or businesses.

With a single business tenant, the building owner may feel there is the risk of counting on one individual business to be successful. It could also be challenging to find a business in need of such ample space (see Figure 33). On the other hand, finding multiple business tenants and designing the space to support the needs of several businesses could also be challenging. Outside, the building's back alley entrance can offer a creative landscape, including opportunities for public art and interesting gathering spaces (e.g., a small patio for a restaurant or brewery).



Figure 33 The expansive interior space of the vacant marketplace building, by PUP 580 students.

To overcome the building's obstacles and maximize its potential, **the Marketplace will require an investor with a strong vision and support from the downtown district.** One strategy for the Town is to identify developers with experience adapting large, historic buildings from other Arizona communities, including Phoenix and Tucson, to help shape opportunities, and potentially recruit an interested buyer.

Clarkdale Classic Station (924 Main St)

The Clarkdale Classic Station conveys a compelling historic charm and offers the potential to tell visitors a beautiful story of the history of Clarkdale. While the current property owner is not pursuing any redevelopment or renovation plans, the Clarkdale Classic Station represents a unique development opportunity that should be protected over the long-term. The architectural style leaves a lasting impression and can represent a memorable landmark within the community. For example, Bing's Burger Station in Cottonwood has a similar aesthetic that serves as a noteworthy tourist destination. At present, this property represents a challenge of timing.

Even as downtown undergoes revitalization, the Station property is not currently available for new uses or rehabilitation. **The Town should remain in communication with the property owner until the time is right to move forward.**



Figure 34 Clarkdale Classic Station owner opening the historic building for students to experience.

“Sea of concrete” vacant lot (1000 N. Main St)

Given its size, the concrete slab at the intersection of Main and 11th Streets has the potential to be a major attraction for tourists and residents. Its location provides an opportunity to serve as a community landmark while lengthening the downtown district and providing a walkable destination on its western edge. At present, the property owners have no development plans on the horizon. In its current condition, the empty slab of concrete (a.k.a. the “sea of concrete”) is an eyesore providing no economic benefit for Clarkdale. The town and downtown district would benefit from new investment on the parcel given its prominent location across from Clarkdale Park and the newly renovated Park Hotel. Development opportunities include a mixed-use building, potentially incorporating attainable housing opportunities. The town should remain in communication with the property owner.

Incentives could potentially provide a catalyst for the property owners to move forward with development. Although the town does not have resources available to incentivize a project at this time, it should consider future opportunities.

5.3 Downtown district design principles

Historic preservation

The historical features of downtown are an important asset, and the preservation of these characteristics will remain a point of emphasis for the downtown district.

The historic charm of the downtown is valued by residents, supports the growth of the tourism industry, and plays a vital role in making Clarkdale distinct. Clarkdale has done well preserving and promoting its historic buildings—a practice it should continue to protect valuable historical assets for the future. Historic preservation encompasses the maintenance of existing historic buildings, as well as a design review process to ensure future developments are compatible with the character of the area (without mimicking it). **Therefore, in the downtown, the preservation of historic buildings or features should be prioritized.**

Live-Work-Play community

True to its founder’s vision, Clarkdale should host opportunities for all residents to live, work, and play.

Clarkdale was founded as a community where employees of local companies could live, work, and play. This mantra has persisted for Clarkdale’s current residents and remains an important principle. The downtown district should exemplify this standard by incorporating all elements of “live, work, play,” including attainable housing, attractive recreation and leisure options, and employment opportunities.

Live

Appropriate housing types should be incorporated into the district to support the downtown’s vitality and provide a broader range of housing options for current or future residents.

Attainable housing can be integrated into the district by allowing and encouraging upper-story apartments above ground-floor retail/office space. Allowing vacant lots to be developed into small scale apartment buildings, such as four to eight unit buildings or rowhomes, would be another way to incorporate attainable housing without disrupting the small-town, historic character. Additional housing in the downtown will also increase foot traffic, bringing advantages for local business as well.

Work

Enhancing the downtown district's appeal to tourists, Verde Valley locals and Clarkdale residents can bolster the success of small businesses, grow Clarkdale's economy, and sustain local employment opportunities.

Retail trade plays an important role in Clarkdale's economy, providing job opportunities and supporting a sustainable, local economy in the downtown area. Growing the retail sector could also expand opportunities in recreation and tourism. It is the ideal place to feature and support Clarkdale's history and character, as well as capitalize on opportunities to attract visitors and consumers from the Verde Valley region and beyond. Branding efforts will also reinforce Clarkdale's appeal to local and visiting consumers.

Slow tourism

Clarkdale is uniquely suited for a slow tourism economy due to its history and cultural assets, events, and natural resources, including the only free-flowing river in Arizona. **The concept of slow tourism relies on the quality of experiences rather than quantity, and emphasizes getting to know a place as a local, rather than an outsider.** From the local's perspective, a slow tourism economy balances the needs of the community with visitors, ensuring tourism does not crowd out resident demand.



Figure 35 Inside the renovation of the Park Hotel and Smelter Town Brewery, a historical slow tourism opportunity, by PUP 580 students.

To foster slow tourism within the district, Clarkdale should prioritize improved connections between the downtown and popular natural attractions, including Tuzigoot National Monument and the Verde River. Clarkdale's downtown economy could also be bolstered by building a stronger link between downtown and the Verde Canyon Railroad.

These connections could be forged through stronger branding and wayfinding strategies (e.g., public art, signage, event programming), as well as coordinated tourist attraction strategies between the downtown and various sites. In future efforts, Clarkdale should protect and restore both natural and manmade attractions. Highlighting the community's numerous historic buildings within and adjacent to the downtown district (including Main Street, but also the proximal historic neighborhoods) is another option for strengthening the tourism economy. In highlighting its historic assets, Clarkdale should also strive to share the unique stories that add dimension to its history, which strengthens tourism attraction and showcases the community's identity.

Economic growth

Economic growth is a central goal for Clarkdale and its residents. In a downtown setting, new developments and businesses can be supported by strong infrastructure, a pleasant pedestrian realm, and improved multi-modal accessibility and connections. Walkways and bikeways help reduce the use of private cars, so it is important to identify feasible locations for economic activities, recreation, or tourism that are accessible by foot or bike. In service of this goal, the downtown district should develop a plan for basic multi-modal infrastructure, including walkable facilities and bikeways to connect commercial corridors and community areas.

Economic resilience

Economic resilience should be enhanced in the downtown district through encouraging redevelopment, maintaining valuable assets and infrastructure, and avoiding an overreliance on a single economic driver. As Clarkdale seeks to grow the tourism industry, the downtown should ensure that it can survive on resident and regional support to avoid over-dependence on tourism. Preventative infrastructure maintenance is generally cheaper than replacement or major repairs from years of neglect. Maintaining infrastructure also encourages development by making Clarkdale a safe and appealing place to invest. Fostering redevelopment of vacant buildings or lots can bring new consumers to the district that may patronize multiple businesses, beyond what initially attracted them to the area, and thus represent a benefit to the Main Street economy beyond just the sales they generate.

Play

The downtown district represents an important hub of leisure and recreation activity for tourists and residents alike. Expanding the entertainment and recreational opportunities will further strengthen Clarkdale's Main Street economy.

Downtown Clarkdale already provides many opportunities for leisure and recreation. Residents can take advantage of restaurants, the Arizona Copper Museum, kayak rentals, and Clarkdale Park, as well as several festivals and special events hosted in the downtown throughout the year. Fostering entertainment, leisure, and recreation in the district will only enhance Clarkdale's appeal to residents and tourists alike. To build upon its existing activities, Clarkdale could consider adding unique public art (e.g., murals, playful sculptures) and establishing a marketable self-guided historic sites tour. Additionally, the town could assist local businesses in developing district-wide promotional events, such as downtown "passport" events encouraging visitors to explore local businesses (and collect stamps in their Downtown District Passport), or cross-business promotions. Clarkdale should also support development opportunities that could bring new entertainment options into the district, including the restoration of the historic theater.

Sustainability

The surrounding environment is an important asset to the Town of Clarkdale. Sustainable practices should be a primary focus in the design of downtown Clarkdale.

Clarkdale is committed to sustainable practices, especially water conservation. Located in the Arizona desert, water resources can be scarce. Clarkdale takes pride in being one of the few cities in Arizona to have a free-flowing river—an asset they want to protect—thus, low water use is of utmost importance. **New developments should be mindful of Clarkdale's commitment to sustainability.** Landscape plans should incorporate xeriscaping practices, conserving as much water as possible. Other sustainable practices that would protect the surrounding environment should also be implemented within downtown Clarkdale, including sustainable building materials and energy conservation measures. Historic preservation will also contribute to Clarkdale's sustainability values by prioritizing the use of existing buildings over consuming more materials and energy to construct new buildings.

5.4 Downtown district design guidelines and recommendations

The following design guidelines intend to establish a guiding vision for the downtown district. For each topic, the Planning Workshop offers a brief vision statement followed by specific recommended and not recommended actions or features. The guidelines aim to be flexible, facilitating discussion and highlighting key issues of concern or opportunity as new developments or renovations are proposed for the district. The guidelines provide more detailed recommendations to support the design principles (section 5.3) and reflect community input.

Desired uses

Allowing and encouraging the right mix of uses is essential to creating a vibrant downtown. In small communities, downtowns often serve as a cornerstone and the hub of social and economic activity. As a source of community pride and history, **it is important that Clarkdale deliberately supports a mix of appropriate uses in the downtown district.** The desired uses for the district are those that help Clarkdale fulfill its ethos of a community where people can live, work, and play.

Encouraged actions

Mixed and supportive uses

- Zoning in Clarkdale's downtown district should allow for a range of complementary uses, within single buildings (e.g., mixed-use buildings) and throughout the downtown. In particular, buildings that include retail on the ground level with residential or office uses on upper stories are greatly encouraged. This style of mixed-use has traditionally existed in small historic downtowns like Clarkdale. A great example of this concept is the new Smelter Town Brewery, which includes a brewery on the ground level and hotel accommodations on the upper level (see Figure 36A).
- Businesses that complement, rather than replicate, existing ones are recommended to strengthen the downtown economy and bolster local businesses through symbiotic developments.
- Uses that support activity throughout the day and contribute to a lively downtown are favored. A variety of uses and businesses naturally fosters activity throughout the day.

Historic uses

- When possible, reestablishing historical uses in presently vacant, historic buildings is preferred. It may not always be appropriate to restore vacant historic buildings to their original purpose, however (see Figure 36B). Related uses that support the overall character of the downtown district are also encouraged.
- When reestablishing a historical use is not appropriate, adaptive reuse of existing buildings is desirable. In these cases, repurposed historic buildings should strive to highlight the historical use when possible. Clarkdale's former bank building offers an excellent example: although it now hosts a new purpose, the building retains key historic features like the teller stations depicted in Figure 36C.



36A Smelter Town Brewery with hotel on upper level.



36B Clarkdale Theater that could be reestablished or redeveloped.



36C Original teller booths inside the bank building.

Figure 36 Clarkdale historic use imagery, by PUP 580 students and Town of Clarkdale.

Balance of local and tourist uses

- New developments or rehabilitation projects should balance serving Clarkdale residents with catering to tourists.
 - The downtown should incorporate uses that serve residents' needs. Examples of community-identified needs for the downtown district include:
 - Small-scale healthcare; a grocery; service-oriented businesses like banking, salons or daycare; attainable housing; and commercial space.
 - As mentioned above, residential uses should be incorporated into multi-story buildings with retail on the ground floor, when possible.

- Small-scale multi-family developments would also be appropriate within the downtown district including low-rise apartment buildings or townhouses.
- Uses that attract tourists and support the tourism industry are also desired within the downtown district. Examples of appropriate tourism uses include:
 - Lodging; event space; art and culture-based businesses like museums or galleries; and experience-based business like kayak rentals, glass blowing, and tours (see Figure 37).
- Uses that serve both tourists and residents are highly recommended. Examples of appropriate uses include:
 - Locally owned unique retail shops, restaurants, entertainment and service-oriented businesses like florists or spas.
 - Consideration may also be given to uses that will attract regional visitors and appeal to residents. Uses or businesses that do not presently exist in the surrounding towns but serve a need or fulfill a desire would qualify. One example is a movie theater.



Figure 37 Existing Clarkdale establishments that support the tourism industry, Clarkdale Kayak Company and Copper Art Museum, by PUP 580 students.

Discouraged actions

- Single-use or otherwise rigid zoning that hinders mixed-use or constrains complementary development in the downtown district is not recommended.
- Industries or businesses that may hamper activity in the downtown district are discouraged. These would include uses that are exceptionally noisy or odorous.

- Large-scale, “one-stop” businesses, large chain businesses or franchised restaurants are discouraged, as they do not complement the downtown district’s objectives for locally-owned small businesses or a slow tourism economy. Some of these uses may be more appropriate in the 89A commercial corridor. Where these uses are considered within the downtown district, they should be viewed with caution and development plans should include elements that support Clarkdale’s historic and unique features (see additional design guidelines, below).
- New single-family detached housing is discouraged as it does not contribute to a mixed-use atmosphere and may detract from Clarkdale’s valuable historic appeal in the downtown-adjacent neighborhoods. Where single-family housing is considered, it should be focused on infill opportunities in the downtown-adjacent neighborhoods and respect the historic fabric of the residential area.

Facade materials and ornamentation

Results from the Visual Preference Survey illustrate residents prefer the facade and architecture in the downtown district to retain and/or complement the existing historic fabric. Thus, Clarkdale should continue to protect and preserve its historic facades and advise property owners against historically inappropriate alterations. Any new development or redevelopment projects should take note of historic facade materials and ornamentation styles within the district. As recognized by the National Register of Historic Places, historical architectural styles of Clarkdale include Classical Revival, Bungalow/Craftsman, and/or Mission/Spanish Revival, any of which should be used as inspiration for future development. However, developers should use caution to not mimic historic styles; instead modern designs should complement, but not replicate historic buildings. The priority for development in the downtown district is maintaining historical integrity, while encouraging an appropriate degree of diversity—in other words, allowing for differing design elements, while still aligning with the same overarching theme.

Encouraged actions

- Developers should maintain exposed brick exterior facades as much as possible. Incorporating stucco detailing over brick allows for a fresher look on new development, while still allowing for potential to relate to historical architectural styles (see Figure 38).
- Tile roofing should be implemented when appropriate, as it has been used in historical downtown architectural styles.



Figure 38 *Historically appropriate exposed brick facade, by Jerry and Roy Klotz via Wikimedia Commons.*

- Ornamentation and details should remain historically accurate and be preserved in instances of building renovation.
- Historic buildings undergoing structural repairs or significant renovation should maintain—either through preservation or restoration—the exterior facade very close to its original design style, whenever possible. Any exceptions should be made in consideration with other recommendations within the guidelines.
- On new developments, ornamentation should be used to create a cohesive relationship with the historic character of the downtown district. New development should strive to complement, not mimic historic building designs.

Discouraged actions

- Renovation of historic buildings should avoid any attempt to remove or cover historic building features, including original facades or ornamentation.
- New development or renovation projects should avoid the use of modern facade materials that could alter the historic atmosphere of downtown Clarkdale or detract from sustainability goals.
- Any new development proposals that seek to mimic historic architecture should be strongly discouraged.

Facade color scheme

Beyond materials, building facades should draw inspiration from historically appropriate color palettes. Broadly speaking, there should be flexibility to allow for differentiation in the colors used on details, with certain limitations in place.

Encouraged actions

- Building facades should incorporate historically appropriate color schemes.
- Storefronts and signs should complement the color palette of the established facade.
- Within the downtown district, adjacent properties should contribute to a cohesive, historically relevant color scheme, without necessitating uniform color palettes or creating a “cookie cutter” appearance (see Figure 39A).
- A certain number of contrasting colors on ornamental details, window banners and doorway decorations should be permitted, while still supporting a cohesive identity throughout the downtown district.

Discouraged actions

- Extremely bold or bright colors outside of historic color schemes are strongly discouraged (see Figure 39B).



39A Clarkdale Main Street color palette, by PUP 580 students.



39B Bright facades in Kinsale, Ireland, by Sarah Smith via Geograph.

Figure 39 Appropriate facade color palette (left), juxtaposed with an example of bold facade colors that do not match Clarkdale's historic appeal (right).

Building orientation and storefronts

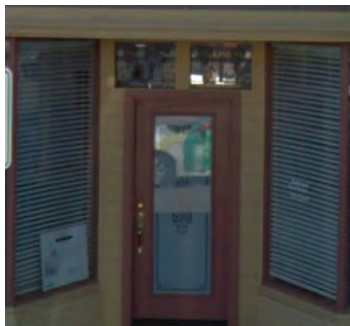
The downtown district should strive for an inviting, vibrant atmosphere, including street activation with pedestrian-friendly storefront design. The current orientation of downtown storefronts are indicative of a traditional main street, including no front or side setbacks that establish a walkable, urban experience. Stakeholders indicated strong preference for this orientation during the Visual Preference Survey. Future development should continue the downtown pattern, emphasizing the pedestrian experience and traditional downtown storefront features.

Encouraged actions

- Maintain the zero setbacks found throughout the downtown district in any new development.
- Respect the current scale of surrounding buildings in both height and width (see Figure 40A). Generally, limit new building height to no more than four stories.
- As buildings undergo rehabilitation, developers should take care to preserve original entryways, storefronts, and ornamentation details to the fullest extent possible (see Figure 40B).
- As a general rule of thumb, display windows should be 65% to 75% of the overall facade in the downtown district.
- Display windows should be at a pedestrian-level and support an “eyes on the street” feel within the district. In addition to enhancing pedestrian safety, this practice visually open storefronts contribute to a more vibrant atmosphere (see Figure 40C).
- Include historically appropriate awnings on building facades where possible, to create shade and visual interest in the pedestrian realm.



40A *Current building heights on Main Street.*



40B *Well-preserved historical entryway details.*



40C *Example of pedestrian level display windows.*

Figure 40 *Clarkdale building orientation and storefront imagery, by PUP 580 students.*

Discouraged actions

- Storefront facade designs that are overly modern and do not complement historic styles are strongly discouraged.
- Blank and/or flat walls without ornamentation, windows, decoration, plants, or detailing are not recommended (see Figure 41).
- Building owners should avoid walls or fencing that obstruct views or fragment the pedestrian atmosphere.

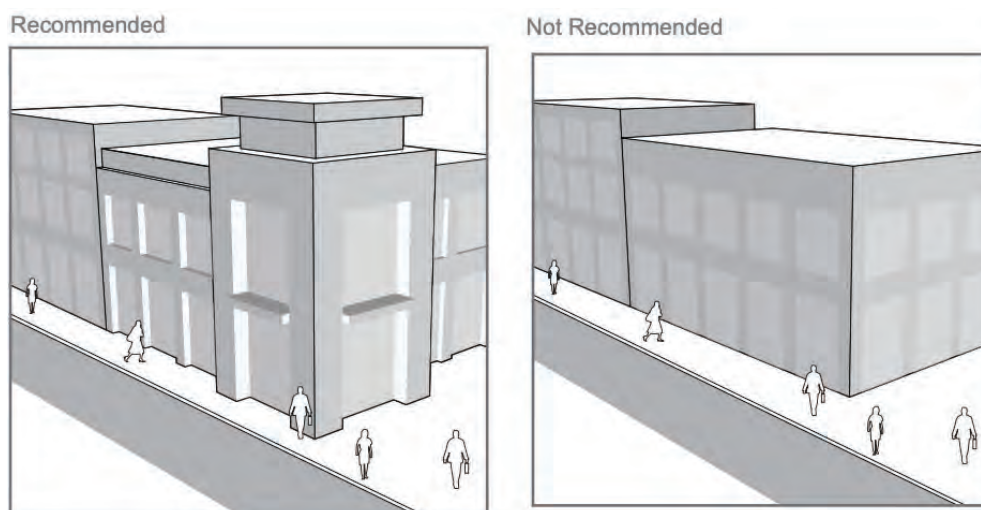


Figure 41 Comparison between recommended and not recommended style of a typical storefront, from *L.A. Walkability Checklist, Ch.08*.

Streetscape

When entering the downtown district, the streetscape offers the first visual signal that visitors have “arrived.” Thus, it is vital for the streetscape to help create a cohesive identity for the district. During community input, stakeholders expressed support for the existing streetscape, and the guidelines seek to reinforce those preferences. Currently, the streetscape consists of reasonably wide sidewalks for pedestrians, street furniture, and street trees. Parallel parking spots are located adjacent to the public right of way.

Encouraged actions

- To the fullest extent possible, new developments should include elements that support the existing streetscape design, such as appropriate landscaping and streetscape amenities.
- Prioritize the safe usage of multiple modes of transportation, including bicycles, pedestrians and automobiles.

- Implement traffic calming measures where applicable to maximize community safety. These measures include, but are not limited to, stop signs, narrow roads, and raised crosswalks or intersections.
- Maximize safety and emphasize walkability by visually distinguishing crosswalks. At key crossings, crosswalk lights are encouraged.
- Ensure sidewalks are accessible to multiple types of users, beyond the minimum American Disability Act (ADA) requirements. Provide ramps for visitors to get from parking to sidewalks and into any business (see Figure 42).

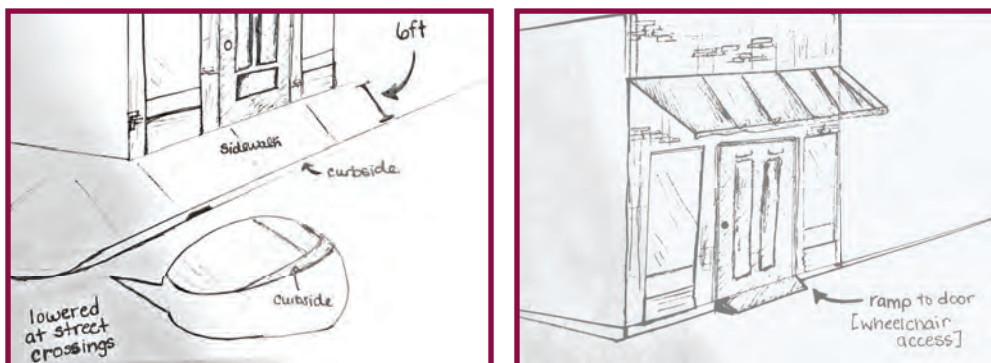


Figure 42 Student sketches of recommended sidewalk accessibility features.

- Install bike lanes throughout the area to enable separation of users, including pedestrians from cyclists.
- Maintain sidewalk zones that are wide enough to accommodate pedestrians, as well as expanded retail or dining spaces. A minimum width of 6-feet is encouraged. Business expansion onto the sidewalk creates a more attractive and cohesive downtown community. Expansion opportunities may include outdoor dining areas for restaurants, diners, breweries, or other similar businesses, or outdoor display racks that draw in customers without stepping foot into the store (see Figure 43).



Figure 43 Example of a cafe's outdoor dining area, by La Citta Vita via Flickr.

- Provide appropriate streetscape amenities to accommodate different types of visitors. This includes enough parking, bike storage, pedestrian-scale lighting, and seating throughout the district.
- Maintain a cohesive network between other design guidelines mentioned later in this document, including landscaping, parking, and signage.

Discouraged actions

- The downtown district should not have empty sidewalks, absent streetscape amenities.
- Streetscape elements that depart from the cohesive streetscape theme should be avoided.
- Narrow sidewalks or other streetscape elements that impede the movement of multiple types of transportation (e.g., pedestrians, bicyclists) should be discouraged.

Landscaping

Landscaping guidelines aim to protect Clarkdale's unique desert landscape and conserve natural resources. Landscaping within the downtown district should complement the community's natural open spaces and support its sustainability mission. Sustainable landscaping standards can help protect the Verde River, among other natural features in and around Clarkdale. Downtown landscaping can also enhance the public realm and make the area more attractive to visitors and residents.

Encouraged actions

- Prioritize shade opportunities to the fullest extent. Wherever possible, create shade using natural sources, including native desert trees. If natural shading is not possible, man-made shade structures can be considered.
- Utilize a plant palette conducive to xeriscaping principles, which could include native wildflowers, cacti or succulents, or trees and shrubs (see Figure 44A).
- Emphasize low maintenance landscaping to minimize maintenance costs and water usage. Landscaped areas can also promote water retention during storm events.



44A Example of a xeriscape plant palette, by Potomacpalms.



44B Example of landscaping impeding driver visibility, by Albert Bridge.

Figure 44 Landscape guiding imagery, via Wikimedia Commons.

Discouraged actions

- While landscaping is an important feature within the downtown district, it should not impede safety, access, or visibility (see Figure 44B).

Sustainable building measures

The Town of Clarkdale values the environment and sustainability, with a particular focus on water conservation. Development projects throughout Clarkdale, including downtown, should recognize these values by incorporating sustainable building measures. While the initial investment in sustainable building practices can be cost-prohibitive, their long-term benefits tend to outweigh early expenses over time. Financial resources and incentives are available for green building strategies to help defray development costs.

Encouraged actions

- Preserve and restore existing buildings whenever possible, rather than building new developments.
- Utilize green building practices whenever possible to support Clarkdale's commitment to sustainability. Practices can include:
 - Net-zero buildings that consume as much energy on an annual basis as the renewable energy it produces or consumes as much water as it recycles (see Figure 45).
 - Climate resiliency practices that incorporate measures to ensure the building can withstand extreme weather patterns and natural disasters—in Clarkdale's case, it could mean preparing for extreme heat events.

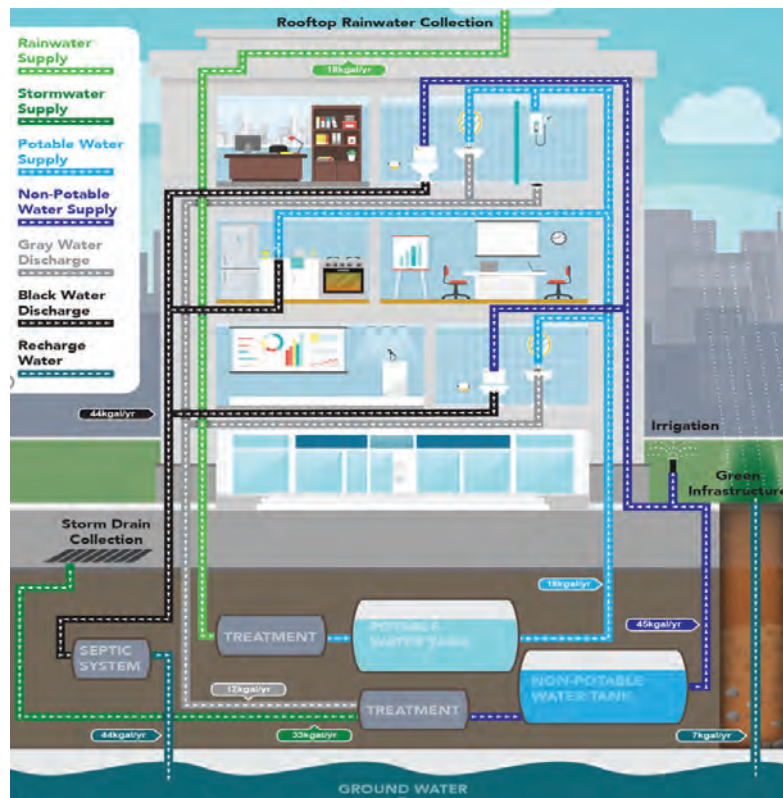


Figure 45 Diagram of a net zero water building design, by the Office of Energy Efficiency and Renewable Energy via Wikimedia Commons.

- Green Certification programs, such as Green Star Certification, Leader in Energy and Environmental Design (LEED) Certification, and Excellence in Design for Greater Efficiencies (EDGE) Certification.
- Distributed Energy Systems through the use of sensors, meters and actuators for the system to observe and improve a building's performance (e.g., heating, cooling, lighting).
- The use of sustainable building materials (e.g., grasscrete, bamboo, recycled plastic, wood, and hempcrete).
- Energy-efficient measures, such as LED lighting, EnergyStar appliances, multi-paned windows, or energy-rated insulation.
- Install low-pressure water fixtures throughout developments, both interior (e.g. dual-flush toilets) and exterior (e.g. drip irrigation systems).
- Separate waste streams into landfill, recycling, and composting streams. This applies to waste within buildings and also at the refuse storage point outside (see Figure 46).



Figure 46 Compost, recycle, and landfill receptacles with respective content signage, by Green Waste Palo Alto.

Discouraged actions

- Whenever feasible, buildings without any green building practices should be discouraged.

Potential funding resources for historic preservation and green building practices:

- The National Park Service Federal Historic Preservation Tax Incentives program
- The National Park Service State Historic Preservation Program (SHPO) Historic Preservation Fund (HPF) Grant Program
- The National Park Service Save America's Treasures (SAT) Grant Program
- Department of Housing and Urban Development (HUD) Federal Housing Administration (FHA) Loan Program
- Arizona State Parks & Trails State Property Tax (SPT) Program for Incoming Producing Properties
- Federal Business Energy Investment Tax Credit (ITC)
- Arizona State Solar and Wind Equipment Sales Tax Exemption (ITC)
- Arizona Public Service (APS) Multifamily Energy Efficiency Program
- UniSource Energy Services (UES) Commercial Energy Efficiency Rebate Program

- APS Energy Efficiency Solutions for Business Program
- Federal Clean Renewable Energy Bonds (CREBs)
- Federal Renewable Electricity Production Tax Credit (PTC)
- U.S. Department of Energy Loan Guarantee Program
- Federal Income Tax Credits and Other Incentives for Energy Efficiency
- Energy Efficiency and Renewable Energy Financial Opportunities

Parking

In the Visual Preference Survey, community members indicated strong support for street parking downtown; however, the results showed a preference for diagonal street parking over parallel options. Maximizing parking is an important goal, and a step toward supporting Clarkdale's local economy and tourism industry.

Encouraged actions

- Replace parallel parking with diagonal spaces where possible to reduce the stress of parallel parking. This design maximizes parking capacity while minimizing congestion.
- Consider opportunities to site new parking behind buildings or in strategically-placed parking lots. This approach can help alleviate parking demand during major events and from multi-day visitors, without reducing parking along Main Street.
- Parking should be considered part of the streetscape with a relationship to adjacent landscaping.
- As parking is maintained, consider incorporating permeable paving or other opportunities to improve stormwater drainage.
- Reserve on-street parking along Main Street for visitors to the downtown district. Encourage employees and long-term visitors to park in nearby areas.

Discouraged actions

- While over-parking should be avoided within the downtown district, under-parking should also be a concern.
- At present, Clarkdale should retain a free on-street parking program and avoid implementing any fee structures.

Alleys

During the community input, Clarkdale residents expressed interest in activating downtown alleys (see Figure 47). Alley activation includes the creation of an inviting atmosphere and the implementation of safety measures, such as adequate lighting and access. Alley activation can increase street connectivity as well as catalyze new pedestrian and bike opportunities. Alleys can also add a whimsical element to the area, contributing to Clarkdale's rich history. The following recommendations are targeted at businesses adjacent to alleyways.



Figure 47 Alleyway before and after being activated, by Patronicity.

Encouraged actions

- Screen large commercial dumpsters or other utilities to facilitate an improved pedestrian experience.
- Catalyze alley activation by clearly indicating alley entrances or spaces whenever possible.
- Install pedestrian-scale street lights (or other lighting strategies) within activated alleys to increase visibility and safety.
- Where applicable, incorporate public art to showcase the location as a unique space in the district. Local artists and art that showcases Clarkdale's identity is strongly encouraged. This strategy is particularly useful near the alley's intersections with public streets.
- Provide visible alley signage that supports the brand and identity of the downtown district.

Discouraged actions

- Any landscaping should be maintained and should not impede pedestrian visibility.
- Property owners should avoid alley conditions that create safety concerns (e.g., broken pavement) or inadequate stormwater drainage (e.g., impermeable pavement), reducing walkability within the alleys.

Signage

Signage plays two essential roles: it offers information (e.g., directional, informational), and it can contribute to a sense of place. Within the downtown district, signage contributes to the usability and identity of the area. Like streetscape, wayfinding signage can signal to visitors that they have “arrived” in a special place. Perhaps more importantly, signage is an important tool for local businesses, enabling them to identify their buildings and attract customers. The signage guidelines aim to identify suitable signage types to support the character and history of downtown while allowing for reasonable degrees of variation for purposes of site suitability and visual interest.

Encouraged actions

- Install signs that are compatible with the historic character of the downtown district, including materials and colors.
- Signs should preserve, complement, and enhance buildings within the downtown district (see Figure 48).
- Utilize proportionally appropriate signage that integrates into the building facade and highlights, rather than detracts from, architectural features.
- Utilize human-scale signage that is readily viewable by (and legible to) pedestrians. A mix of signage types is encouraged, including facade, window, awning, and projection signage.
- Signs should have constant lighting; halo or backlit lighting is recommended.
- Employ a consistent theme or color palette on all wayfinding signage to render it distinct and easily recognizable to visitors (see Figure 48).



Figure 48 Preferred retail (left) and wayfinding (right) signage imagery from the results of the VPS from the Clarkdale stakeholders meeting with ASU.

Discouraged actions

- Do not obscure or damage historic building features or ornamentation.
- Do not use excessively bright color schemes (e.g., fluorescent colors) or rely on color combinations that impede sign legibility.
- Consider neon signs with caution, and only implement well-designed ones where considered.
- Digital signage is strongly discouraged within the historic downtown district.
- Do not incorporate flashing lights on any signage.

Placemaking: Artistic, historic & cultural atmosphere

Placemaking strategies can connect time, space, peoples, and cultures with a specific location. Often taking the form of public art, placemaking can enhance community pride, identity, and culture. Through a placemaking strategy, Clarkdale can reinforce the vibrancy of downtown with community-reflective art, combining the elements of partnership and creative branding. Installations will foster not only a sense of play within the town but also a sense of pride. By inviting a community of artists, Clarkdale can maintain and hone the historic, timeless and unique character of the downtown district, while highlighting local talent. The emphasis of art in the area will aid in creating a culture where generations can connect in a meaningful, distinctive space.

Encouraged actions

- Encourage public art features at key locations throughout the district. Public art can add to the appeal of the area while supporting slow tourism and the local economy. Potential opportunities for public art within the downtown district include:
 - Alleyways
 - Blank facades or natural features (within reason)
 - Neighborhood entrances
 - Public facilities
 - Seating areas
 - Trailheads
 - Transit stops

- Draw upon historically and culturally appropriate themes, helping to solidify the district's identity. Potential themes might include: Verde River, mining-related themes (e.g., mines, railroad, copper or other mining materials), desert themes, or mountain themes. (see Figure 49).



Figure 49 Historically relevant mining themed mural, by Steven McKay via Geograph.

- As buildings are developed or renovated, developers and/or the town, perhaps through public-private partnerships, are encouraged to incorporate art installations—particularly in public spaces, such as within the streetscaping zone or other community spaces. Detailed suggestions for art installations include:
 - **Public spaces**
 - Installations of any kind are encouraged to be produced locally.
 - Installations or projects should enhance the public realm.
 - Installations should draw the public into and through a space.
 - Installations should enhance connectivity between neighborhoods.
 - Installations with a functional use (e.g., bike racks, shade structures, sustainability features) are encouraged (see Figure 50A).
 - Installations should support the downtown district brand, either directly or indirectly.
 - Installations are encouraged to draw inspiration from historically relevant time periods for the downtown district, including art deco, art nouveau, cubism, or futurism (see Figure 50B).

- **Murals**

- Invite mural artists to revive spaces with color and expression, while simultaneously highlighting a personal skill set for the public aesthetic (see Figure 50C).
- Support the character and branding of the downtown district through mural themes.

- **Sculpture**

- Encourage sculptures that celebrate local history and culture, whether from a historical or playful perspective.
- Use appropriate materials such as glass, wood, metal, stone, and clay.



50A Evaporative cooling sculpture, by S. Anirudh.



50B Art Nouveau exterior mural in Brussels.



50C Floral mural in Havana, by Michael Rivera.

Figure 50 Assorted public art imagery showing appropriate styles and functions of installations in Clarkdale, via Wikimedia Commons and ArchDaily.

Discouraged actions

- Avoid public art that conflicts with pedestrian-friendly design.
- Do not obstruct scenic views within the district.
- Do not harm or detract from the historic character of a building or the downtown district.

Other recommendations

Clarkdale's downtown district is a rich historical and cultural asset that should continue to shape the community's identity for years to come. This section provides an overview of the various techniques Clarkdale could use to help apply the downtown district design principles and guidelines. These recommendations offer additional suggestions that will assist in generating a supplementary tax base and contribute to Clarkdale's economic prosperity. The following recommendations include incentives and programs.

Incentives

Incentives, often financial, are one strategy for business attraction or retention within a downtown. Government entities often grant these incentives; at the local level, governments can include non-financial incentives, such as expedited processes or other supports. Incentives can be uniform or customizable, targeting specific types of support to individual business needs. Incentives could be a useful strategy for Clarkdale, enabling the town to catalyze new economic growth within the downtown district. The following list offers a range of potential incentive strategies for Clarkdale:

- ***Accelerated permitting process:*** This strategy provides a non-financial incentive, aimed to reduce the start-up time and costs for new development or business. The sooner a business can begin operating, the sooner the downtown district can benefit.
- ***Fee waiver or reduction of permit fees:*** Fee waivers or reductions can help make projects more feasible for local developers or businesses. This strategy can assist in business relocation, local business expansion, or new development at a key location. This approach may also apply to tenant finishes and plan reviews.
- ***Performance-based sales tax rebates:*** This incentive is related to public infrastructure or retail, where a developer or business owner receives a rebate for a portion of the tax revenues their project generates. The rebate is generally time-limited (e.g., two to five years). For a developer, the rebate can incentivize investment in streetscape and other public-facing infrastructure; for business owners, it can incentive new businesses or expansion.
- ***Financial incentives:*** There is a wide array of financial incentives that can target economic growth. These include temporary low-interest rate loan programs or grants to businesses that will grow the tax or job base.
- ***Targeted small business grants:*** There is a range of small business programs and grants to consider, many of which originate from federal agencies like the Small Business Administration (SBA) or non-profits. There are also small business grants that target specific sub-populations, including women and people of color. Some of these existing grant programs include: the Eileen Fisher Women-Owned Business Grant program; the National Association for the Self-Employed (NASE) Growth Grants; or the SBA 8(a) Business Development Program.

- **Negative incentives (also known as disincentives):** This is a form of financial punishment for taking certain actions, designed to ensure new developments align with current regulations. While disincentives can be effective, they should be used sparingly.

Programs

Programs may be the easiest, yet oftentimes most overlooked, plan of action. Programs and partnerships can help accomplish a specific action by working with other community or regional stakeholders to achieve a common goal. Potential programs to support the downtown district include:

- Develop a support system for small businesses within the downtown district that provides small, local businesses with the support and resources needed to succeed.
 - Continue collaborating with Local First Arizona to promote the Town's local economy and celebrate local businesses. Local First provides entrepreneurs with valuable educational and development resources and connects businesses.
 - Explore small downtown programs, such as the Main Street Program (administered by the Main Street Center of the National Trust for Historic Preservation), to find resources and strategies to assist with the downtown district's long-term vision.
 - Develop a small business incubator program to provide entrepreneurs with the support and technical assistance they need to begin a business. In this program, startup companies share resources and services to decrease startup and operational costs. The Town of Clarkdale should coordinate with the Yavapai College to develop this program and foster small businesses growth in the Town and broader community.

CHAPTER 6: 89A COMMERCIAL CORRIDOR DESIGN PRINCIPLES AND GUIDELINES

6.1 Introduction

State Route (SR) 89A (referred to as the 89A commercial corridor) serves as the central transportation corridor for Clarkdale. It is also one of Arizona's most scenic drives, transporting residents, commercial freight, and tourists alike throughout the Verde Valley region.

The 89A commercial corridor connects Clarkdale to several other north and central Arizona communities, including Jerome, Prescott, Cottonwood, and Sedona. Originally designated as US 89A, the 89A corridor was the “alternate” or faster highway route in the region relative to US Route 66. However, it eventually lost its highway status and was officially renamed to SR 89A. Much of the corridor has since been altered to help facilitate traffic flow and safety within populated communities, although some segments retain their historic highway-feel (Pry, 2011).

Today, the 89A commercial corridor holds excellent potential for development activities that will help achieve Clarkdale's longer-term visions for its community, as well as bolster its economic resilience. The corridor's connectivity throughout the region offers opportunities to entice tourists traveling through the Verde Valley, in addition to attracting new businesses and jobs. The 89A commercial corridor also offers a “blank canvas” to incorporate a cohesive wayfinding strategy into the community and strengthen Clarkdale's brand within the region.

Chapter 6 introduces a set of design principles and guidelines (referred to as guidelines in the rest of the chapter) intended to guide future development and investments in the 89A commercial corridor. The guidelines reflect community input gathered during meetings with stakeholders and town staff. The guidelines intend to:

- Support Clarkdale's elected officials, boards, commissions, and staff as they evaluate current development proposals and consider future opportunities for the 89A commercial corridor.
- Inform and inspire current property owners and developers interested in the 89A commercial corridor, offering a flexible vision for appropriate uses and design aspects along a regional arterial.

- Assist in future planning efforts along the 89A commercial corridor, providing a cohesive vision that may guide discussions about what Clarkdale hopes the corridor looks like in the future.

The 89A commercial corridor guidelines complement those of downtown Clarkdale. Clarkdale's character, history, and charm should be celebrated and preserved through new development in the corridor. This chapter aims at overcoming the identified challenges in this focus area to offer clear design expectations to attract and retain desired businesses and that have a limited negative impact on the surrounding residential properties and increase tourism in this area.

6.1.1 Purpose

The purpose of the 89A commercial corridor guidelines is to enhance the area's natural beauty and support future development that is sustainable, attractive, and productive for Clarkdale. This objective aligns with the 2016 SR 89A Focus

Area Master Plan, as well as community feedback gathered during this planning process. The guidelines will serve several functions. They offer broad design principles to guide work within the corridor, supported by specific design recommendations for development along 89A. Together, the guidelines ensure the corridor's vision supports Clarkdale's need for community-centered services, balanced tourism, and sustainability. The guidelines assure that future development projects will continue to align with current infrastructure capacity and zoning regulations, while complementing (but not imitating) the historic nature of Clarkdale's downtown. Additionally, the guidelines seek to support economic resilience and growth for the Town of Clarkdale and within the Verde Valley.

These guidelines act as a promise to residents, business owners, visitors and investors that Clarkdale will continue its commitment to sustainable growth and meet the needs of residents and visitors. The guidelines aim to foster a cohesive, vibrant, uniquely Clarkdale brand for the 89A commercial corridor.

6.2 Existing land uses

This section identifies key challenges and opportunities for future development along SR 89A, including individual circumstances impacting the three key opportunity areas. Although many parcels along the corridor are currently vacant, most of the land is zoned for commercial uses. Existing businesses include a convenience store, a discount retailer, two wineries, a restaurant, and a church.

Presently, some (but not all) of the corridor has the infrastructure to accommodate new development. The 89A commercial corridor also exists within a 500-foot commercial overlay district that establishes design standards along the highway right of way, promoting a pedestrian-friendly environment.

The 89A commercial corridor focus area targets the portion of 89A that runs through Clarkdale, inclusive of its adjacent parcels (see Figure 51). In reference to the Town, the 89A corridor extends from its intersection with the Clarkdale Parkway roundabout to the north, and its boundary with the City of Cottonwood to the south.



Figure 51 89A commercial corridor focus area (left), and key opportunity areas (right), by PUP 580 students.

For this project, the Planning Workshop and town staff prioritized the corridor into three opportunity areas defined below. The guidelines target the first priority area, which was deemed the ripest for development due to its current infrastructure capacity and existing land uses. The key opportunity areas, in ranked order, include:

Key opportunity area 1

The SR 89A/Cottonwood commercial corridor, bounded by the Scenic Drive roundabout to the north and the Lisa Street roundabout to the south. This area offers infrastructure, adjacent residential communities, secondary access roads, established businesses, and land ready to be privately owned and developed.

Key opportunity area 2

The SR 89A commercial corridor overlay, bounded by the Clarkdale Parkway roundabout to the north and the Lisa Street roundabout to the south. This area includes public and private landholdings and established businesses.

Key opportunity area 3

The SR 89A/Jerome commercial corridor, bounded by the Clarkdale Parkway roundabout to the east and Desert Sky Drive to the west. This area includes privately owned land, infrastructure, and no established businesses.

6.2.1 Challenges

Since the mid-20th century, the interstate highway system has been the backbone of America, allowing massive expansion in metropolitan areas and connecting rural communities. Yet, other small communities were not so fortunate and faded away as the highway system bypassed them. Like other Verde Valley communities along State Route 89A, Clarkdale's highway frontage represents an opportunity to harness economic growth for its residents and leverage regional tourism. However, the area also has challenges that could limit the potential of the 89A commercial corridor. This section examines the challenges facing the corridor.

Fast highway and economic leakage

Clarkdale's position along SR 89A is an asset, but also poses a challenge to fostering a slow tourism destination. Tourists participating in slow tourism are often more willing to spend money in locally-owned restaurants and businesses rather than larger chains to fully immerse themselves in the culture and surroundings. However, the 89A corridor was constructed as a "faster," high-traffic volume alternative for the region, meant to move people through the area quickly. The inherent lack of slow tourism elements along the corridor is a challenge for retaining tourism dollars in the local economy versus national chains. Also referred to as economic leakage, this phenomenon can negatively impact a town's economy. Without efforts to encourage the literal slowing of vehicles and pedestrians, including traffic calming and walkable infrastructure, as well as the growth of slower tourism destinations that highlight Clarkdale's scenic vistas and rich history, the community will be vulnerable to economic leakage. This challenge applies to all three previously mentioned key opportunity areas, as each lacks the infrastructure and services that encourage tourists to linger.

Barriers to development

Commercial development is critical to 89A commercial corridor, generating tax revenue for critical infrastructure and services within the town and providing services to local residents. Currently, key opportunity area 1 experiences many barriers to commercial development, including a lack of established businesses, insufficient infrastructure to support new growth, and graded parcels that are complicated to develop (see Figure 52). Critically, infrastructure gaps are a substantial hurdle for potential businesses, which may deter developers from the area because of the added expense. Key opportunity areas 2 and 3 possess similar challenges, however, initial development in area 1 may make subsequent projects easier and more attractive.



Figure 52 Vacant lot along State Route 89A, by PUP 580 students.

There is a need for a cohesive plan to guide investments with the key opportunity areas that would allow for innovative ideas and creative business plans from private developers. As part of the plan process, town staff could confer with developers to assess a project's feasibility, as well as its desirability for the community. This interaction between planning staff and property owners could support a coordinated development vision for the 89A commercial corridor.

Limited access on state highway

The Arizona Department of Transportation (ADOT) has a limited access plan that requires a creative approach for design and development along its state highways. As a limited access road, the entirety of the 89A commercial corridor must adhere to these ADOT restrictions. Limited access roads prevent or limit vehicular access to properties along the arterial to ADOT-authorized points, effectively controlling the number and placement of curb cuts.

While this strategy is useful for managing highway traffic flow, this restriction can also make it difficult for ingress and egress to and from retailers and other services. This challenge can be addressed through creative approaches to traffic flow and site access, including the use of the Old Jerome Highway as an access point and road for the businesses along the commercial corridor.

Pedestrian-challenged highway corridor

Clarkdale has expressed a clear goal to foster a pedestrian and bike-friendly environment along the 89A commercial corridor. While this is not unusual for Verde Valley communities, the corridor's designation as a state highway does pose challenges. At present, there is a sidewalk along much of the 89A commercial corridor, however no traffic calming measures are in place, and pedestrian crossings at roundabouts can be difficult (see Figure 53). Each key opportunity area, beginning with 1, needs more established businesses that could significantly increase consumer presence, walk-in traffic, and the potential for future income, essentially creating a reason for someone to walk along the corridor. Additionally, the corridor requires basic infrastructure to support a safe and welcoming environment for pedestrians and bikes, including (but not limited to) streetscaping, shade infrastructure, bike lanes, and traffic calming measures at critical points along the corridor (see Figure 53).



Figure 53 Views of 89A demonstrating conditions at a roundabout (left), and lack of existing streetscaping infrastructure (right), by PUP 580 students.

6.2.2. Opportunities

The State Route 89A commercial corridor is uniquely situated to play a special role for the Town of Clarkdale and the surrounding area. As much of it is currently undeveloped, it holds significant potential for the future. The development of this corridor brings opportunities to attract tourists, provide new and desired services to residents, and leverage the highway location to support businesses that require high volumes of traffic to thrive.

Slow tourism as a community gateway

The Town of Clarkdale is full of opportunities for slow tourism—the type of tourism industry most preferred by the community. Slow tourism focuses on discovery, learning, and sharing activities. It creates opportunities for visitors to interact and connect with local people, rather than attracting large, fast-moving groups with one-stop attractions. The 89A commercial corridor boasts access to many scenic trails and high-visibility via the highway. By investing in slow tourism opportunities (e.g., experiential businesses, such as wineries, and connections with recreational opportunities) and creating lodging for these tourists, it is possible to catalyze a new tourist draw along the corridor. Perhaps more importantly, slow tourism along the corridor can function as a gateway for Clarkdale, generating interest in the rest of the community (including the downtown district) and encouraging longer tourist stays.



Figure 54 Example of an established slow tourism trail, by Richard Layman via Flickr.

This principle applies to all key opportunity areas, with each offering the potential to encourage specific slow tourism tactics, such as locally-owned businesses and features that highlight the town's natural and historic amenities. The benefits of incorporating slow tourism concepts throughout the length of the 89A commercial corridor will help distinguish Clarkdale as a slow tourism destination and prevent (or at least slow) economic leakage.

Development that fulfills community needs

As residents expressed during public input, Clarkdale's existing businesses are unable to meet the full spectrum of community needs. As a result, residents must leave Clarkdale to purchase fresh groceries and other necessities. The 89A commercial corridor offers several vacant parcels that could accommodate new businesses to help meet community demands. During community outreach, residents highlighted strong support for a local grocery and bakery. Entertainment opportunities, such as a movie theater, are scarce throughout the Verde Valley; inclusion of these types of uses along the corridor could potentially attract people from throughout the region. Importantly, Clarkdale stakeholders and town staff expressed strong support for locally-owned and niche business models, enabling the community to build upon its unique character while also growing its local economy. While this principle applies to all key opportunity areas, area 1 is first priority due to its existing infrastructure and the opportunity to generate synergies with existing businesses in the area.

Ample flexibility for development

Editor's Note
Greenfield development usually refers to a project that is constructed on land with no existing development, and therefore features a lack of constraints from prior work.

The 89A commercial corridor offers greenfield development opportunities, allowing for creative development models and reducing logistical challenges. The existence of infrastructure and utilities in portions of the corridor also facilitates a smoother, more efficient development process for new businesses and town staff. The key opportunity areas offer specific advantages. Key opportunity area 2 has several large, publicly-owned parcels, providing an opportunity for the town to partner with developers to achieve certain goals. These partnerships could include a Request for Proposal process to generate plans for new development or more formal arrangements, such as public-private partnerships to support new business growth. Similarly, key opportunity area 3 offers several developable greenfield parcels with existing infrastructure connections.

High visibility, strong destination opportunity

The 89A commercial corridor is a busy, high-volume highway that brings regional populations, as well as visitors, through Clarkdale daily. Its traffic counts offer an opportunity to build business branding and visibility throughout the corridor, capturing market share and generating new tax revenue. **Key opportunity area 1 should be strategically highlighted as an iconic entryway for Clarkdale.** By introducing interesting features such as public art and a distinct wayfinding system, Clarkdale can build a brand that clearly distinguishes it from its adjacent neighborhoods (particularly Cottonwood), while highlighting its unique history and identity.

The creation of a celebratory entry point along the corridor will signal to visitors that they have “arrived” somewhere special and solidify Clarkdale’s brand within the region. Subsequently, there is opportunity to extend these wayfinding and branding strategies throughout key opportunity areas 2 and 3, strengthening economic development along the length of the corridor.

6.3 89A commercial corridor design principles

Small-town preservation

Preserve the town’s identity and history to maintain its close-knit community while providing residents with needed resources.

Similar to the downtown district’s principles of increasing economic activity while preserving and maintaining its historic character, the 89A commercial corridor should strategically support and complement Clarkdale’s historic, small-town identity. New businesses along the 89A commercial corridor should provide job opportunities to local residents and the surrounding communities. Development projects should respond to community input for locally-owned and niche businesses. Generic big-box projects should be avoided when possible and should emphasize smaller-scale projects over large retail footprints. Architecturally, development should complement the downtown district with modern Southwest styles, but not imitate a historical character. New buildings should be designed with an attractive small-town concept in mind and remain at a human-scale. Collectively, these concepts will help solidify Clarkdale’s brand within the community and throughout the region.

Live-Work-Play community

Make Clarkdale a livable place for all by providing residents with attainable housing options, entertainment and recreational activities, and local employment opportunities.

Clarkdale was founded as a community where employees of local companies could live, work and play. This mantra has persisted for Clarkdale’s current residents and remains an important principle. The 89A commercial corridor should embrace this standard by incorporating corridor-appropriate elements of “live, work, play” including attainable housing, attractive recreation and leisure options, and employment opportunities.

Live

Attainable housing opportunities should be incorporated into the 89A commercial corridor to support Clarkdale’s growth and provide a wider range of housing options for current or future residents with close proximity to employment centers and recreation.

Presently, several residential neighborhoods border the 89A commercial corridor, providing single-family housing options to Clarkdale. To complement these housing choices and fully encompass the “live, work, play” ethos, the corridor should incorporate attainable housing options, increasing the living choices within the community. The proximity of these housing options to commercial development, employment centers, and recreational opportunities would benefit existing and future residents. Further, additional attainable housing would help narrow the existing housing pressures in the area, making Clarkdale a livable place for all.

Work

Develop the 89A commercial corridor as an opportunity to foster regionally-connected tourism, mixed-use development, and a balance of locally owned and small-scale retail businesses.

Slow tourism

Clarkdale is uniquely suited for a slow tourism economy due to its history and cultural assets, events, and natural resources, including the only free-flowing river in Arizona. The concept of slow tourism relies on the quality of experiences over quantity and emphasizes getting to know a place as a local, rather than an outsider. From the local’s perspective, a slow tourism economy balances the needs of the community with visitors, ensuring tourism does not crowd out resident demand.

The 89A commercial corridor offers an opportunity to catalyze a regionally-connected tourism network between Clarkdale, Cottonwood, and Jerome, featuring historical and cultural assets as well as trails and parks. Under regional initiatives, marketing the area as a slow tourism corridor—and Clarkdale as a slow tourism destination within the Verde Valley—will attract tourists that appreciate Clarkdale’s history and natural landscape.

Clarkdale should develop a complete slow tourism strategy that identifies clear, complementary goals for the downtown district and 89A commercial corridor. Relative to a downtown-centered strategy, which may aim to draw higher quantities of tourists via events and higher densities of uses, the 89A commercial corridor could contribute to a quieter, slower tourist experience that encourages visitors to linger at specific destinations (e.g., an afternoon at the winery).

Mixed-use economic development

Clarkdale needs new businesses to bolster the local economy, as well as a broader spectrum and supply of housing choices. To meet the town's tax base and housing needs, the 89A commercial corridor should encourage mixed-use development opportunities that accommodate both locally owned businesses and affordable housing units (see Figure 55). Through the implementation of mixed-use zoning along the corridor, Clarkdale can ensure 89A is able to support the community in multiple ways. In addition to increasing employment opportunities, mixed-use projects are synergistic with residents supporting the businesses and vice versa. Multi-family residential along the corridor can also meet attainable housing demands from workforce renters, filling a serious gap within the community.

Finally, the mixed-use development principle can support Clarkdale's goal to create a pedestrian-friendly environment within the 89A commercial corridor. This is particularly important for populations who cannot or choose not to drive, as well as for tourists who are seeking a slow tourism experience.



Figure 55 An example of mixed-use development, including residential and retail, by Kirkland via Wikimedia Commons.

Local businesses & economic resiliency

During community input, Clarkdale's stakeholders expressed strong support for small, locally-owned businesses over large-scale, big-box retailers. Their preferences stemmed from a desire to preserve Clarkdale's small-town identity and unique character, as well as a desire to grow the community's local economy. The town has struggled with economic leakage, as local and tourist dollars leave Clarkdale's economy via big-box stores in other communities. By emphasizing and supporting small, locally-owned businesses, Clarkdale hopes to grow its local economy and tax base while responding to the needs of its residents.

Play

The 89A commercial corridor offers significant opportunities to connect recreational activities with leisure activities for tourists and residents alike. Expanding entertainment and recreational opportunities will further strengthen Clarkdale's economy.

The 89A commercial corridor should leverage its existing recreational assets, in addition to encouraging new entertainment and recreational businesses that will provide Clarkdale's residents—from youth to seniors—with opportunities to spend leisure time along the corridor. Alongside the “live” and “work” principles, “play” will help sustain Clarkdale as a livable place for all.

Sustainability

In alignment with Clarkdale's Sustainability Values and to protect existing environmental resources, sustainable practices that set standards for responsible growth should be prioritized in the revitalization of the SR 89A commercial corridor.

Clarkdale's residents support the notion that the town should develop to meet the needs of the present without compromising the ability of future generations to meet their own needs. As the community's major arterial, the 89A commercial corridor plays a vital role in the town's commerce and community. The corridor should also strive to meet the community's sustainability goals, including support for walkability, xeriscaping, and a local economy (as supported by other principles). As a water-conscious community, new development should incorporate xeriscaping practices, conserving as much water as possible. Protecting the Verde River, water resources, and desert environment should be a primary consideration for new development projects.

6.4 89A commercial corridor design guidelines and recommendations

The following design guidelines intend to establish a guiding vision for the 89A commercial corridor. For each topic, the Planning Workshop offers a brief vision statement followed by specific recommended and not recommended actions or features. The guidelines aim to be flexible, facilitating discussion and highlighting key issues of concern or opportunity as new developments or renovations are proposed for the district. The guidelines provide more detailed recommendations to support the design principles (section 6.3) and reflect community input.

Desired uses & development patterns

Land use control through zoning is one of the foremost cornerstones of urban planning and one of the most powerful tools in shaping the development of an area. The 89A commercial corridor is presently zoned for commercial uses, broadly including a variety of retail, amusement, and residential uses. Within this zoning category, however, there are many specific uses that would satisfy community needs and support the vision for Clarkdale's primary arterial. Guided by stakeholder input, the priorities for the corridor include attainable housing options and a larger tax base through sales-based businesses. The desired uses for the corridor fulfill Clarkdale's objectives of meeting resident needs locally and eliminating existing retail/service gaps within the town.

Encouraged actions

Mixed uses

- Encourage mixed-use developments that include residential units where possible along the 89A commercial corridor to meet Clarkdale's housing and commercial needs. The addition of mixed-use projects to the corridor will support Clarkdale's goals to address housing needs within the community, as well as foster a more vibrant mix of uses to support the town's urban, walkable corridor objectives.



56A *Mixed-use development, by Kyle Grading via Flickr.*



56B *Mid-rise apartments, by Aimcotest via Wikimedia Commons.*

Figure 56 89A commercial corridor desired use imagery.

- Incorporate mixed-use buildings that include retail and office uses on the ground level and residential uses on upper-stories in low- to mid-density developments (see Figure 56A).

Residential uses

- Facilitate low- to mid-density multi-family housing developments throughout the 89A commercial corridor, including mid-rise apartment buildings (e.g., 2-4 stories), townhomes, or other innovative arrangements (see Figure 56B). Specifically, housing options that provide increased attainable housing choices to Clarkdale are strongly recommended. New multi-family housing can complement the existing single-family residential neighborhoods already located near the corridor.

Commercial uses

- Encourage commercial uses that can address existing service gaps for Clarkdale's residents, causing them to seek alternatives in other Verde Valley communities and spend their dollars out of Clarkdale. Community-supported uses included restaurants, banks, and pharmacies. Special prioritization should be given to:
 - A full-serve community-scale grocery store would immediately serve the needs of Clarkdale's residents, in addition to slowing economic leakage and generating tax revenue for the town. The community is particularly interested in niche grocery stores that can provide a unique food retail experience within the Verde Valley.
 - Entertainment uses, such as a movie theater or bowling alleys. Notably absent in the Verde Valley and highly demanded by local residents, new entertainment uses along the corridor could become an attractive feature that serves residents and tourists.

Development scale and businesses

- Local businesses should be prioritized, when possible, in support of Clarkdale's goals of maintaining its small-town character and strengthening its local economy. While a chain or franchise business may be appropriate in some instances—especially if they fill an existing service gap, they are generally not preferred for the downtown area. The 89A commercial corridor is the preferred location for larger-scale commercial projects within Clarkdale, however the town should review their development plans with caution to ensure they support the vision and character of the corridor.

Discouraged actions

- New single-family detached housing is strongly discouraged along the 89A commercial corridor. Beyond its inappropriateness for a highway arterial, single-family residential uses would adversely impact Clarkdale's valuable commercially zoned space along the corridor and inhibit the broader vision for the area.
- Cultural uses, such as museums, are generally discouraged from the 89A commercial corridor, as they are likely more appropriate within the downtown district. Where these uses are considered along the corridor, they should be careful to engage with the character of the area and support, not detract, from the downtown district's uses.
- Large-scale, "one-stop" businesses, large chain businesses or franchised restaurants are generally discouraged from the 89A commercial corridor. Community stakeholders indicated these businesses are, in most instances, incompatible with Clarkdale's brand and have the potential to detract from the town's goals of a locally-based economy. Where these uses are considered, the development proposals should be viewed with caution, with preference given to those that match Clarkdale's character and fill local service gaps.
- Industrial development proposals are generally considered inappropriate for the 89A commercial corridor and should preferably be located in other areas of Clarkdale (e.g., the town's industrial area), in order to preserve and protect the commercial and residential nature of this corridor.
- Strip mall commercial centers, like those in the Prescott Valley, are generally discouraged, as community stakeholders identified the development format as incompatible with Clarkdale's goals (see Figure 57). Strip mall projects should be avoided in favor of projects that showcase unique buildings and small-town characteristics (see additional design guidelines, below).



Figure 57 *Example of discouraged strip mall development, by Michael Rivera via Wikimedia Commons.*

Development scale and site layout

Results from the Visual Preference Survey indicate that buildings reminiscent of Clarkdale's historic downtown resonate most with residents. This was true for the downtown district as well as the 89A commercial corridor. Drawing upon community input and Clarkdale's historic fabric, the following recommendations should guide development along the 89A commercial corridor. The priority for development is to preserve Clarkdale's small-town character, ensuring continuity with the downtown district and protecting the community's cultural identity; and catalyze economic growth by showcasing Clarkdale as a unique experience within the Verde Valley.

Encouraged actions

- Maintain human-scale facades on street-facing buildings to capture passerby's attention and support pedestrian activities. This could include glazing, patios or other pedestrian spaces, and secondary building entrances.
- Incorporate a variety of building heights and orientations to generate visual interest and avoid repetition. The buildings' height, mass and scale should contribute to the corridor's contemporary southwestern vision.
- Target mid-sized buildings in new development, ranging from three to five stories, to assist in activating a building's ground-level and maintaining a human-scale.
- Consider incorporating building stepbacks (height) and articulated facades (length) to create variation and help break up building length along primary streets.
- Screen utilities and refuse areas appropriately, including roof-mounted equipment from the ground-level views of adjacent properties. Locate service areas, including refuse and recycling collection areas, to the side or rear of the building and screen them from the view of adjacent properties.

Discouraged actions

- Do not build structures of excess height and mass as they may obstruct the view of the natural environment and landscape along the scenic roadway.

Architectural styles

As described in Chapter 5, the downtown district hosts a range of historic architectural styles, including: Classical Revival, Bungalow/Craftsman, and Mission/Spanish Revival. While the vast majority of the 89A commercial corridor will include new development, the area still offers opportunities to draw inspiration from Clarkdale's historic identity. Developers should use caution not to mimic historical styles; instead, modern designs should complement, not replicate historic buildings. The priority for development in the 89A commercial corridor is to establish a cohesive brand for Clarkdale that draws from contemporary southwestern styles while complementing the historic downtown core.

Encouraged actions

- Include architectural styles that compliment Clarkdale's identity and brand. New buildings should draw inspiration from local assets and natural features to create a contemporary southwestern architectural style.
- Include a mixture of southwestern and modern architectural styles in new developments that include a range of design elements (enumerated below).

Discouraged actions

- Do not implement modern facade and architectural styles that would alter the historic character and southwestern vision of Clarkdale (see Figure 58).
- Developments should not copy historical building styles, and instead should pay tribute by incorporating elements reminiscent of historic styles.



Figure 58 *Example of discouraged modern architecture style, by Jabbapablo via Wikimedia Commons.*

Facade materials and ornamentation

Encouraged actions

- Utilize regionally-appropriate materials that contribute to the overall sustainability of a development. This includes design elements that promote energy and water efficiency standards.
- Choose building materials that complement Clarkdale's natural features, as well as its history. Potential facade materials could include exposed brick, natural stone masonry, or adobe-style facades. More modern materials should be reviewed cautiously (see Figure 59A).
- The use and proportion of glass should respect the historic and contemporary southwestern style. Glass should be selected for its desired transparency and reflectiveness.
- Incorporate clay and concrete tile roofing when appropriate (see Figure 59B).
- Use building ornamentation to complement, not mimic, historic building styles. For example, precast masonry, metal trim and cornice elements are highly encouraged to help differentiate buildings and incorporate historically relevant details into new development.



59A Brick facade mixed-use building, by BEA Building Products via Flickr.



59B Clay tile roofing, by David Tribble via Wikimedia Commons.

Figure 59 89A recommended building materials imagery.

Discouraged actions

- Avoid extensive use of overly modern or industrial materials on building facades, including glass curtain, reflective glass, concrete finish, and metal coatings.

Architecture: Facade color scheme

Beyond materials, building facades should draw inspiration from the natural environment along the 89A commercial corridor. Broadly speaking, there should be flexibility to allow for differentiation in the colors used on details, with certain limitations in place.

Encouraged actions

- Use building color palettes that are appropriate for Clarkdale's southwest context, as well as the contemporary southwestern architecture of the 89A commercial corridor.
- Potential color schemes could include natural woods, desert landscape, and copper hues (see Figure 60A). Facade colors should generally represent natural, muted shades and be conscientious of their light reflectance value.

Discouraged actions

- Avoid excessively bright paint and stain color palettes, including accent colors, that distract from the natural landscape along the corridor (see Figure 60B).



60A Encouraged neutral color palette, by Elliott Brown via Flickr.



60B Discouraged bright color palette, via Wikimedia Commons.

Figure 60 89A encouraged (left) and discouraged (right) facade color schemes.

Streetscape

The streetscape offers a clear signal to visitors that they are entering a “place.” For the 89A commercial corridor, it is particularly important to visually identify the area as a distinct destination that is separate from other segments of 89A within the Verde Valley. Additionally, streetscaping offers the opportunity to create an arterial-scale brand that complements the downtown district. A well-designed streetscape can create balance between the existing natural landscape, built environment, and pedestrian realm.

Encouraged actions

- Establish a linear streetscape including sidewalks, bike lanes, landscaping, and marked pedestrian crossings—potentially incorporating signaled or crosswalk lights at appropriate intersections—to establish a clear pedestrian realm.
- Include enhanced public areas with more intense landscaping, streetscape amenities (e.g., benches), or other wayfinding elements at strategic points along the corridor. Key areas can include major corners or access points for businesses or residential zones.
- A secondary streetscape layer should focus on access roads and the pedestrian realm, enhancing walkability along the 89A commercial corridor. An enhanced pedestrian realm may include wider sidewalks, native vegetation, street furniture, signage, and/or public art reflective of the character of Clarkdale. These features may be accommodated on public or private property, as appropriate.
- Establish a cohesive streetscape theme by keeping elements consistent with the contemporary southwestern style of the corridor. Decorative streetscape elements may include murals, street furniture, and wayfinding signage that uses a similar aesthetic style or color palette appropriate to the corridor.

Discouraged actions

- Avoid a lack of streetscaping along any extended stretches of the corridor. Most critically, ensure sidewalks are consistent and connected, avoiding instances where the pedestrian realm suddenly stops.
- Do not implement inconsistent streetscaping that does not correspond to a cohesive theme, as it reinforces the impression of a discontinuous corridor.

Landscaping

The landscape guidelines seek to enhance the quality of life and economic vitality of the 89A commercial corridor. This area's landscaping should complement Clarkdale's natural vistas and uphold its sustainable values, including water conservation and xeriscaping. Sustainable landscaping standards can help protect the Verde River, among other natural features in and around Clarkdale.

Encouraged actions

- Landscaping should support safety and visibility requirements for the 89A commercial corridor. Landscape designs should be mindful of plant heights and positioning to avoid blocking sight lines at intersections, key signage (for the highway or businesses), or impeding pedestrian sightlines.
- Site landscape zones for optimal plant health and minimal maintenance.
- Incorporate shade in the landscaping to support other elements and the pedestrian realm. Wherever possible, shade should come from natural sources, including native desert trees. If natural shading is not possible, artificial shade structures can be considered.
- Prioritize the use of xeriscape principles, including the installation of native plants, shrubs, and trees.
- Use landscaping to reinforce the streetscape design of the 89A corridor and visually signal the importance of the pedestrian realm.
- Create areas of interest for pedestrians and drivers through landscaping. For example, an intensive landscaping zone at a key intersection could include pedestrian features or public art.
- Use landscaping to establish a safety buffer between high-speed traffic and pedestrian areas. One alternative is a bioswale design, which enables water retention during storm events (see Figure 61).



Figure 61 Bioswale separating a street from a sidewalk, by Eric Fisher via Flickr.

Discouraged actions

- While landscaping is an important feature within the 89A commercial corridor, it should not impede safety, access, or visibility.
- Landscaping should not conflict with ADOT requirements.
- Landscape zones should not create areas where garbage collects along the side of the arterial.

Sustainable building measures

The Town of Clarkdale values the environment and upholds a variety of sustainability practices. New construction and development projects along the 89A commercial corridor should recognize these values by incorporating sustainable building measures. While the initial investment in sustainable building practices can be cost-prohibitive, their long-term benefits tend to outweigh early expenses over time. Financial resources and incentives are available for green building strategies to help defray development costs.

Encouraged actions

- Utilize Green building practices whenever possible to support Clarkdale's commitment to sustainability. Practices can include:
- Net-zero buildings that consume as much energy on an annual basis as the renewable energy it produces or consumes as much water as it recycles;
- Climate resiliency practices that incorporate measures to ensure the building can withstand extreme weather patterns and natural disasters—in Clarkdale's case, it could mean preparing for extreme heat events;
- Green Certification programs, such as Green Star Certification, Leader in Energy and Environmental Design (LEED) Certification, and Excellence in Design for Greater Efficiencies (EDGE) Certification;
- Distributed Energy Systems through the use of sensors, meters and actuators for the system to observe and improve a building's performance (e.g., heating, cooling, lighting);
- The use of sustainable building materials (e.g., grasscrete, bamboo, recycled plastic, wood, and hempcrete); or
- Energy-efficient measures, such as LED lighting, EnergyStar appliances, multi-paned windows, or energy-rated insulation.

- Incorporate low-pressure water fixtures throughout the interior (e.g. dual-flush toilets) and exterior (e.g. drip irrigation systems) of new development.
- Separate waste streams into landfill, recycling, and composting streams, both within the building, and at the refuse storage point outside.

Discouraged actions

- Whenever feasible, buildings without any green building practices should be discouraged.

Parking & access

In city planning, few aspects impact the layout of a site as much as parking. Where parking is placed and how people park changes the street front, dictating building placement and access. The following parking guidelines aim to ensure adequate parking while integrating other areas of concern including streetscape and landscape design.

Encouraged actions

- Develop parking and access plans with consideration for the development patterns they will reinforce. For example, siting parking lots along the 89A corridor frontage may privilege vehicle access and discourage pedestrian access. New development should consider how pedestrian flows are maintained alongside parking access from the 89A corridor, as well as secondary access roads (see Figure 62A).
- Ensure safe pedestrian movement by utilizing strategies such as narrower lots or pedestrian islands throughout parking areas (see Figure 62B).



62A Rear building parking, via Wikimedia Commons.



62B Parking with pedestrian islands, by Montgomery County via Flickr.

Figure 62 89A encouraged parking lot styles.

- Explore shared parking opportunities for businesses along the 89A corridor, where appropriate. This strategy can reduce the amount of space allocated to parking and maximize efficiencies. Neighboring businesses with different time-of-use needs (e.g., a church and a restaurant) are especially encouraged to explore these opportunities.
- Incorporate landscaping in parking areas to create safe, clear pedestrian pathways. This measure also encourages more attractive parking lots.
- Include bike parking alongside vehicle parking lots where possible to support multi-modal transportation and integrate with Clarkdale's nearby trail systems.
- Given 89A's status as a highly trafficked state highway, developers should give special attention to curb cuts that facilitate parking access. Whenever possible and in coordination with ADOT requirements, curb cuts should incorporate traffic calming measures to slow vehicles turning off the highway and protect pedestrian crossings.

Discouraged actions

- Avoid large-scale parking lots that lack clear pedestrian pathways and landscaping articulation, as they do not support the corridor's goals for walkable, human-scale development. These open, asphalt parking areas are cumbersome, unsightly, and unsustainable, contributing to heat island effects and stormwater runoff (see Figure 63A).
- If possible, do not build parking garages along the 89A corridor. Parking garages have a detrimental effect on the area's scenic views, and lack general support from community members (see Figure 63B).



63A *Expansive lot lacking pedestrian paths, by Walmart via Flickr.*



63B *Large parking garage, by Maria Rimmel via Wikimedia Commons.*

Figure 63 *89A discouraged parking styles.*

Signage

Signage plays two critical roles: offering information (e.g., directional, informational) and contributing to a sense of place. Along the 89A commercial corridor, signage is an essential component to both the functionality and brand of the corridor, conveying information to cars traveling at highway speeds and adding to the pedestrian environment. The signage guidelines aim to identify suitable types of signage to support Clarkdale's identity, while allowing for reasonable degrees of variation for purposes of site suitability and visual interest.

Encouraged actions

- Signs (and sign materials) should be compatible with the rest of the development.
- All signage should be legible to the appropriate user. For instance, signage adjacent to the 89A commercial corridor should be sufficiently large to clearly convey information to drivers on the arterial (e.g., monument signs) (see Figure 64). Signage on buildings should be appropriately scaled for pedestrians (e.g., wall or projecting signs).
- Signs along the corridor should be positioned perpendicular to the highway and easily readable by opposing traffic.
- Signs to complement the character of the 89A commercial corridor with respect to style and color scheme. Signs that are appropriate for the contemporary southwestern aesthetic of the area are encouraged—however, they do not have to explicitly use southwestern design elements.
- Signs should have constant lighting; halo or backlit lighting is recommended.



Figure 64 Recommended monument style signage, via Wikimedia Commons.

Discouraged actions

- Signs should not use excessively bright color schemes (e.g., fluorescent colors) or rely on color combinations that impede its legibility. While neon or digital signs are not strictly discouraged, they should be considered with significant caution and should be well-designed if they are considered. Digital signage, in particular, can be excessively distracting on a highway corridor.
- Signs should not incorporate flashing lights.
- Sign lighting should avoid spillover into adjacent properties or spillover that detracts from the natural environment (e.g. dark skies).

Placemaking: Cultural atmosphere

The 89A commercial corridor offers a blank canvas for the Town of Clarkdale. While much of the corridor is undeveloped, this provides an opportunity to both welcome new businesses and establish a brand to signal entry into the community. Clarkdale prides itself as a small-town community with strong relationships and historic roots. Drawing from community input, the corridor offers the opportunity to create a modern southwest identity—one that welcomes current residents and tourists alike—in a unique setting for the Verde Valley. Placemaking and public art can support these efforts.

Encouraged actions

- As the corridor develops, the town, in partnership with developers, should identify opportunities to incorporate placemaking features into new developments. Placemaking strategies could be incorporated into the public right of way, as well as within the development itself.
- Explore opportunities to incorporate placemaking into the arterial to help develop a cohesive 89A corridor brand. This could include artistic monument signage or archways to mark a traveler's arrival within the corridor, or streetscaping strategies, such as flags and other decorative markers (see Figure 65).
- Select public art that reflects the modern southwestern appeal of Clarkdale's identity. Materials and colors should complement the corridor, as well as the natural amenities throughout Clarkdale.
- Incorporate public amenities (e.g., small plazas or benches) into the corridor to support the pedestrian-friendly branding. Public art should also be featured in these areas.



Figure 65 Example of an artistic archway that contributes to an area's sense of place, by Liandro Ciuffo via Wikimedia Commons.

- Whenever possible, include different forms of public art that represent Clarkdale's identity and unique location within the Verde Valley. Public art should feature multiple artists, with a preference for local artists. Suggestions for public art include:
 - Murals that reflect the culture and history of Clarkdale could be implemented on sides of buildings or other locations to capture pedestrian and driver's attention.
 - Where appropriate, sculptures or statues should be located along pedestrian routes within the 89A commercial corridor. Sculptures or statues could draw inspiration from Clarkdale's founders and history, ranging from historical figures to more playful imagery.

Discouraged actions

- Avoid public art that conflicts with the vehicular or pedestrian-friendly design of the 89A corridor.
- Do not install public art where it may obstruct scenic or vehicular views within the corridor.
- Avoid public art installations that harm or detract from the identity or brand of the 89A corridor.

Other recommendations

Commercial corridors are local assets as they provide space for communities, commerce, and tourism to intersect and connect. The land use and types of development that fill this space help define and express the heritage, culture, and social characteristics of the community. Various transportation planning documents emphasize the unique ability that state interchanges, highways, and freeway systems have in attracting land development opportunities. Land with reliable access to transportation infrastructure is more readily able to develop compared to land without access to these services (Vanka, 2005). Additionally, commercial corridor development can support an array of uses, including retail, office, residential, tourism, and public uses (Land et al., 2000).

This section provides an overview of the various techniques Clarkdale could use to help apply the 89A commercial corridor design principles and guidelines. These recommendations offer additional suggestions that will assist in generating a supplementary tax base and contribute to Clarkdale's economic prosperity. The recommendations include incentives, policies, best practices, and programs.

Incentives

Incentives are a type of mechanism used in persuading an interested party to participate in a certain action. Incentives vary, but the most effective kind for attracting new development and businesses are often financial. Financial incentives, in the form of small business loans, tax rebates, and fee waivers for building permits, are used to help motivate a business to set up shop in a particular location. The incentives assist in accelerating the permitting and construction process, making it financially attractive for businesses to develop. Municipal governments can also deter a business from locating in a particular part of town or from straying away from the recommended design guidelines through the use of disincentives, or negative financial incentives—although these should be used sparingly. The use of incentives is a more practical tool for Clarkdale to use in generating more economic growth and helping regulate the design guidelines.

- Consider fee waivers or reduced fees for permits and other development applications, as well as an accelerated approval process for these applications, to catalyze strategic development opportunities.
 - Substantial fees and a lengthy approval process can deter developers and businesses from investing in an area. Fee waivers or discounts for permit and development applications, as well as an expedited approval process, can be a useful strategy for enticing development along the 89A commercial corridor.

- Small business loans can provide local entrepreneurs with the capital necessary to begin their businesses. Often these loans originate from other sources (e.g., the Small Business Administration), but can be promoted by local governments. This is an investment in the community to continue fostering economic growth on a small, local scale.
- Tax credits redistribute a portion of the tax revenues generated by a business or development back into the business. Often restricted to a short time frame (e.g., two to five years), tax credits can help increase investments in streetscape or facilitate business relocation or expansion. Tax credits can also incentivize investment in sustainable building practices (e.g., solar panels).

Policies and regulations

Policies and regulations can help ensure that expectations are clear, as new developers or businesses seek to locate within an area. Policies are beneficial when used for achieving a specific goal, like a design guideline. Policies are often confused with regulations, like zoning ordinances. Regulations are often restrictive, labeling certain actions as noncompliant and punishing the responsible actors through fees or other means. Both items have their respective drawbacks, policies are not easily enacted, and regulations are not easily changed. The process is long and political. Planning Workshop findings recommend Clarkdale consider the following policies or regulations for the 89A commercial corridor:

- Examine an overlay district designed to facilitate development around 89A corridor by regulating land uses in a manner that works in harmony with the Arizona Department of Transportation's access regulations (Vanka, 2005).
 - Include zoning for multi-story, pedestrian-oriented developments that include a mix of small and large commercial spaces for businesses; in addition, give consideration to existing businesses within the corridor.
- Implement policies and plans that are in-line with access management guidelines.
 - Access management efforts seek to balance land development and traffic flow (Vanka, 2005).
 - Utilizing a zoning tool like planned unit developments could be useful along the corridor to manage land use and preserve transportation.

- Incorporate additional regulations, where appropriate, that allow for shared parking lots and spaces. Shared parking lots between businesses and developments will reduce the amount of land used for hard surfaces and increase the amount of land used more efficiently.
- Consider a business diversity ordinance.
 - By setting aside space, or small storefronts on the first floor of a new building for locally-owned businesses in a new development, Clarkdale can help catalyze new local business growth and support its slow tourism aspirations.
 - This type of ordinance helps to ensure that large chains do not overcrowd the smaller independent businesses (Mitchell, 2019).

Programs and partnerships

Programs may be the easiest, yet often times most overlooked plan of action. Programs and partnerships should be used to help accomplish a specific action by working together with other community or regional stakeholders to achieve a common goal.

- Continue to be a part of the Verde Valley Regional Economic Organization (VVREO) to provide access to resources for business creation, attraction, retention, and expansion. The VVREO has a Revolving Loan Program, similar to the small business loan incentive described earlier, to help those who may be thinking about opening a business, expanding an existing business, or even relocating a business to the 89A commercial corridor.
- Create a support system that provides small, local businesses with the resources needed to succeed.
 - Continue collaborating with Local First Arizona to promote the town's local economy and celebrate local businesses. Local First provides entrepreneurs with valuable educational and development resources and connects businesses.
 - A small business incubator program provides entrepreneurs with the support and technical assistance they need to begin their businesses. In this program, startup companies share resources and services to decrease startup and operational costs. The Town of Clarkdale should coordinate with Yavapai College to facilitate this program and foster small businesses growth in the Town and larger community.

- Encourage a business alliance among establishments in the 89A commercial corridor. The alliance creates the opportunity for businesses to share resources with the common goal to excel as individual organizations and strengthen the local economy. For example, the alliance could help facilitate partnerships between churches and nearby retail options for shared parking. This organization could also sponsor clean-ups and other events around the corridor that promote a sense of community.
- While local governments regulate the development of land, state agencies (e.g., ADOT) hold authority over land adjacent to highways, like the 89A commercial corridor (Vanka, 2005). Local government's willingness to cooperate and work with the state's DOT is still crucial in the coordination of managing these lands for development.

CHAPTER 7: CATALYTIC CONCEPTS

Renderings help to communicate possibilities and enable a vision of what a place might look like in the future. As a tool for exploring the potential impacts of the design principles and guidelines in the downtown district, the Planning Workshop created conceptual models with Sketchup and Photoshop to reimagine downtown Clarkdale and highlight key concepts from the planning document.

7.1 Overall design concept

As these guidelines are implemented in Clarkdale, the vision of a resilient, vibrant, and historic downtown will come to fruition. Improvements to the alleys, landscaping, and streetscape will welcome more pedestrian activity. In turn, increased street activity will support a thriving downtown economy. Art installations, public amenities, historic landmarks and signs, and other placemaking techniques will help form the downtown district's identity, further showcasing Clarkdale's unique character within the Verde Valley region. The enhanced public realm will draw residents back downtown to socialize, dine, and shop, while inviting tourists to experience the community and all it has to offer. Wayfinding signage will highlight Clarkdale's many downtown assets while facilitating connections between visitors and businesses. The design principles and guidelines establish clear vision and priorities for the downtown district, while enabling the flexibility required to allow for a range of feasible development projects. Historic facades and features will be preserved, while vacant buildings are given new life through redevelopment.



Figure 66 Downtown Clarkdale concept rendering, by PUP 580 students.

Figures 66 and 67 illustrate several of the downtown district guidelines along Main Street between 9th and 10th Streets. Suggested landscaping provides shade, and a buffer from vehicular activity for pedestrians. Outdoor dining and benches encourage pedestrians to linger and patronize local businesses. The lively sidewalk contributes to a sense of safety and community. With pleasant lighting and building uses that foster activity throughout the day and night, the downtown district will support “eyes on the street” and serve as a continuously welcoming environment. **Historic buildings will return to active uses that support residents, as well as a slow tourism industry.** Perhaps a niche grocery store will anchor the eastern edge of the district, while cafes, a pharmacy, and a day spa extend down the block. Main Street’s buildings will have transparent windows, creating visual interest for pedestrians and bikers and preserving Clarkdale’s small-town charm. The street is friendly and safe for pedestrians and cyclists, encouraging multi-modal access and ensuring Main Street serves as more than a thoroughfare for drivers. As the rendering depicts, downtown Clarkdale can flourish into an attractive destination for residents and visitors alike.



Figure 67 Downtown Clarkdale Main Street concept elevation illustration, by PUP 580 students.

CHAPTER 8: CONCLUSION AND NEXT STEPS

As part of ASU's Project Cities program, the Town of Clarkdale and SGSUP's Planning Workshop established a partnership to examine potential opportunities and challenges for two major destinations within the community: the historic downtown district and the regionally-serving 89A commercial corridor. Accompanying these opportunities are uncertainties about how to move forward. The aim of the Spring 2020 Planning Workshop was to create a planning document that could help support Clarkdale's goals, establish a guiding vision, and create a strategy to help the Town implement that vision. The analysis and recommendations offered in this plan were drawn from a student-led analysis of existing conditions and demographics, as well as a community participation process with key Clarkdale stakeholders.

Collectively, the Planning Workshop dedicated more than 2,000 hours to the preparation and assembly of this plan, researching best practices and creating a series of design principles and guidelines to assist the town as they consider the future of the downtown district and 89A commercial corridor.

8.1 Using the Design Principles and Guidelines

The *Design Principles and Guidelines for the Town of Clarkdale's Downtown District and 89A Commercial Corridor* intends to guide visioning and development decisions within the two primary study areas. The following section describes who should use the plan and how the plan can be used.

Who will use this plan?

This plan serves as a visioning tool and policymaking guideline for a number of key Clarkdale stakeholders. Town staff should rely on the plan as a foundation for visioning and policy development within the downtown district and along the 89A commercial corridor. The plan provides a platform for starting a conversation about new opportunities (e.g., development projects, infrastructure investments, business startups) and helps support a cohesive vision as those opportunities arise. Key town staff members include the Town Manager and staff in the departments of Community Development and Public Works.

The guidelines are also meant to act as a resource for elected officials, and appointed board and commission members. These stakeholders should utilize the plan to help guide conversations about decisions within the downtown district 89A commercial corridor, including reviews of development proposals and zoning changes. Here too, the plan is intended to create consensus around a shared vision of Clarkdale and provide elected and appointed stakeholders with a basis for decision making. These stakeholders include Clarkdale's Mayor, Vice Mayor, and Town Council; the Planning Commission, and the Design Review Board.

Lastly, Clarkdale's residents and stakeholders can also benefit from the guidelines, as they help shape future investments and decision making for the community. Most applicably, current (and potential) business owners and developers should use the plan to understand the community's vision for the downtown district and 89A commercial corridor. The guidelines could help inform the kinds of businesses that Clarkdale most desires for the two focus areas, as well as the community's priorities for architectural styles and amenities. Importantly, the guidelines also identify key features of the two focus areas the community wishes to preserve, as well as opportunities for new innovations and growth. The plan should remain publicly available to support a cohesive, community-led vision for Clarkdale and inspire new opportunities from those (current and future) stakeholders seeking to invest in Clarkdale's future.

How should the plan be used?

This plan is intended to function as a living document that can be updated to meet the evolving vision(s) of the town staff, elected and appointed officials, and the community. The plan provides useful and relevant information about Clarkdale's priorities, along with clear objectives to guide future (re)development in support of a cohesive vision. Ongoing updates to the plan allow for flexible application of the guidelines and enable it to evolve alongside the preferences of Clarkdale's stakeholders, as well as respond to future challenges and new developments. These guidelines should help to promote Clarkdale's two main business districts, the downtown district and the 89A commercial corridor, as complementary destinations, emphasizing local economic development and supporting Clarkdale's live-work-play identity, while preserving its small-town character.

8.2 Integrating the Design Principles and Guidelines with existing and future plans

The *Design Principles and Guidelines for the Town of Clarkdale's Downtown District and 89A Commercial Corridor* supports the goals of Clarkdale's existing planning efforts, including the 2012 General Plan: Instilling a Culture of Sustainability, Central Business District Focus Area Plan, SR 89A Focus Area Master Plan, and the Sustainable Community and Economic Development Plan. In addition, this plan serves as a foundation for future planning efforts, including the current update to the General Plan. The community input and recommendations contained within this plan can help shape the vision for Clarkdale's General Plan update and guide future community discussions. Furthermore, the design principles and guidelines can provide a foundation for new zoning and development regulations as Clarkdale moves forward.

8.3 Conclusion

This plan provides the vision and recommendations to help the Town of Clarkdale confidently pursue new development and revitalization within its community. The plan will assist town staff as they form official design standards and propose a new General Plan, as well as discuss development opportunities within the downtown district and 89A commercial corridor. It will also provide a vision for Clarkdale's future brand and can help support renewed efforts to attract businesses and employers, as well as expand its slow tourism industry. By utilizing the plan's recommendations, the Clarkdale community can achieve its goals, attract growth and development, and protect its treasured historic identity.

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