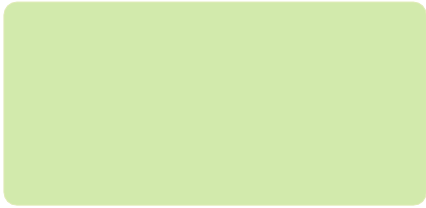
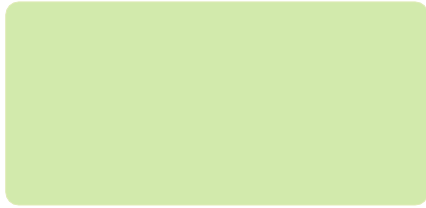




LOCAL FOODS, LOCAL PLACES

Technical Assistance Program



Strengthening the Local Foods System and Downtown Revitalization:

Actions and Strategies for Nogales, Arizona
November 2017

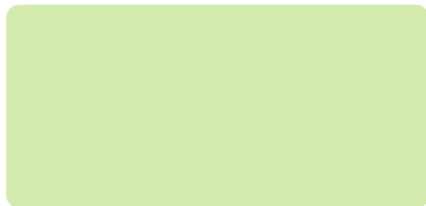
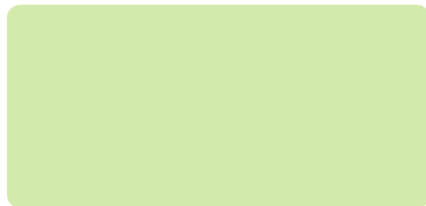


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Community Story

The city of Nogales is located in Santa Cruz County, Arizona and lies directly on the border with Mexico, across from Nogales, Sonora, a much larger city that shares its name. Nogales on the U.S. side has a population of 20,008, and it is the county seat.

The history of Nogales is directly shaped by its border location especially its origins as an outgrowth of the larger neighboring city of Nogales, Sonora, Mexico and its role in cross-border trade and business.

Nogales has a long history in trade as part of a former migratory route used by Indians. The name Nogales comes from the Spanish word for "walnut" and commemorates the groves of walnut trees which at one time covered a mountain pass in the region. Eventually, the Gadsden Purchase of 1853 defined the border between the Territory of Arizona and Mexico, dividing Nogales into two different settlements; Nogales, Arizona and Nogales, Mexico. In 1912 the Territory of Arizona joined the Union as the state of Arizona.¹

During the late 19th and 20th centuries, Nogales' downtown commercial district grew and expanded along both sides of an important rail link. Downtown Nogales was the main commercial center for the two communities. Downtown Main Street attracted nationally known retailers such as Kress and Woolworth stores known for their decorative facades. In 1914 during the Mexican Revolution, Pancho Villa's army occupied Nogales, Mexico triggering the U.S. military's garrison in Nogales to swell to over 10,000 soldiers. The military buildup and related business growth attracted additional businesses to Nogales, many of which remained for decades.²

In the 1960s and 70s, the downtown area began to experience competition and change, as the advent of suburban shopping strip malls siphoned traditional business away from the downtown. Many downtown business owners, hoping to compete with more modern suburban malls, covered their 19th and early 20th-century building facades with storefront slipcovers. However, despite the modernizing efforts, many downtown businesses failed. Some independent retail stores, such as Bracker's department store adapted



Downtown Nogales. The Main Street has a good supply of traditional commercial buildings, many of which are covered with storefront slipcovers. The downtown is split into two parts, bisected by a Union Pacific railroad line. Image Credit: Amanda West



The other end of Main Street literally terminates into the border with Mexico (at center of photo), with commercial buildings continuing the other side. Image Credit: Amanda West

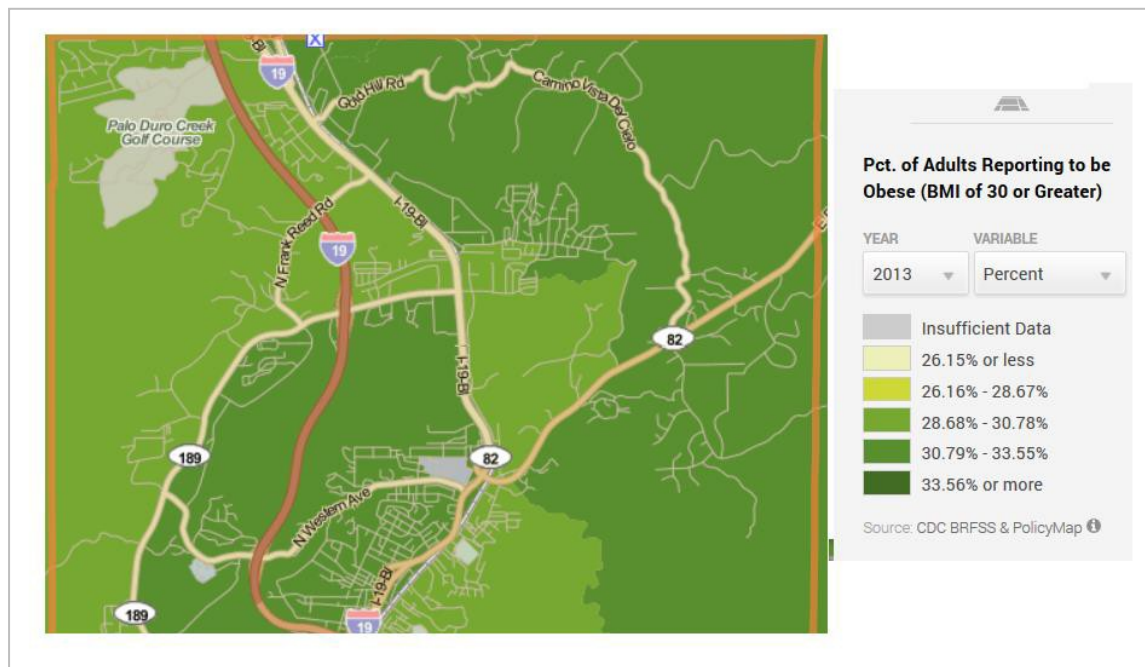
¹ Santa Cruz County. "Our History." <http://www.co.santa-cruz.az.us/304/Our-History>.

² City of Nogales website. <http://www.nogalesaz.gov/>.

and remained viable by catering heavily to Mexican shoppers. However, the commercial status of the remaining merchants downtown has eroded significantly as fewer Mexican residents cross the border to shop due to the tighter border restrictions. Back when the international border was more porous, Mexican residents would regularly cross the border to shop. The Nogales Arizona Port of Entry opened in 1903, and it facilitates the largest number of pedestrian crossings out of Arizona's six border ports of entry. However, that number has sharply decreased from over 7.5 million people in 2007 to a little under 3.5 million people in 2016.³

Demographic Profile:

The city of Nogales is predominantly a Hispanic/Latino community, and most residents are of Mexican-American or Mexican origin. Per the 2010 U.S. Census, 97 percent of Nogales residents are Hispanic/Latino, compared to 31 percent of Arizona residents. More than one-third (37.7 percent) of Nogales residents are foreign-born, and 80.5 percent speak a language other than English at home. Many individuals are part of families with mixed legal immigration statuses or are themselves undocumented. The city's population is 20,008, and the population of Santa Cruz County is 45,985.⁴



The City of Nogales faces serious health challenges as illustrated by some stark health statistics greater than the Arizona average including a 33 percent diabetes rate (versus 27 percent for Arizona) and a 14 percent obesity rate (versus 9 percent in Arizona).⁵ Persistent poverty by one-third (27.7 percent) of the community compound higher than average health statistics. Nogales also has the highest unemployment rate in the county at almost 6.8 percent.⁶ Some other striking statistics include the fact that only approximately six out of ten adults graduate from high school (62 percent) in Nogales.

³ The University of Arizona: <https://azmex.eller.arizona.edu/border-crossings/pedestrian-crossings>.

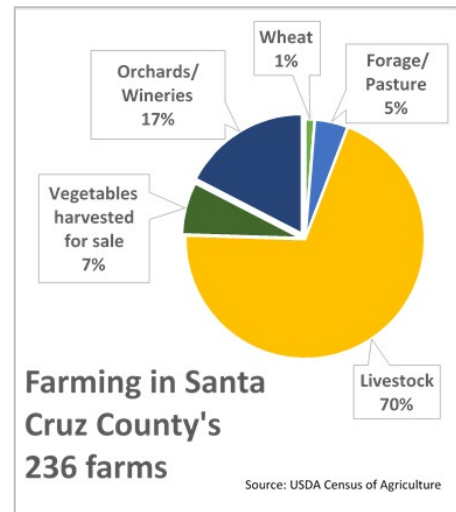
⁴ U.S. Census: www.census.gov/quickfacts/fact/map/US/PST045216.

⁵ Healthy Food Access Portal Mapping Tool: <http://www.healthyfoodaccess.org/get-started/research-your-community>.

⁶ Ibid.

The city of Nogales is designated in the USDA Food Atlas as both a low-income community and a low food access area.⁷ The organization Feeding America cites that the rate of food insecurity for Santa Cruz County is 15.4 percent or 7,270 people with the organization defining food insecurity as a lack of reliable access to sufficient quantities of affordable, nutritious food.⁸ The staff of the Mariposa Family Learning Center conducted an informal survey of those who receive services at their organization and found that eighty percent of families surveyed experienced some food shortage each month.

The Sonoran Desert environment of Nogales restricts the type of farming that can be done in the area, and expensive irrigation systems make locally produced produce too expensive for low-income families. According to reports, only eleven farms in Nogales produced vegetables for sale in 2012.⁹ Most available land in Nogales is used instead for grazing livestock, and most recently, a couple of wineries opened up in the county. The low rainfall and irrigation requirements for operating a winery is well-suited to Nogales' desert climate. A more detailed Community Data Profile on Nogales, Arizona, can be found in Appendix B of this report.



On the Mexican side of the border, within a day's drive, sits a highly productive farming area that grows a lot of the produce that enters the United States. In fact, 80 percent of the produce that enters the United States from Mexico goes through the border crossing at Nogales. However, due to fluctuating market prices, quality control issues, and other factors, a large amount of U.S.-bound produce is rejected. Most of the rejected produce is destined for a landfill providing an opportunity for the creation of two food banks that salvage the produce before it is dumped. The food banks accept cosmetically damaged produce or produce that was rejected for market pricing reasons and redistribute the produce to families in need.¹⁰ The large supply of free produce is an asset for food insecure families, however, it also adversely affects local produce farms and the regional farming economy as a whole. The dry, hot climate of Nogales and the free cosmetically damaged produce imported from Mexico both inhibit a larger local farming economy and more secure food system from sprouting in Nogales.

The Local Food and Revitalization Picture

Nogales Community Development, a local community development corporation, has been active in leading the work of revitalizing Nogales. Formerly known as a Main Street Program, Nogales Community Development recently redeveloped the downtown Bowman Building into senior housing. The remodeling of this building has played a key role in revitalizing Nogales. Nogales Community Development has also been planning to build a commercial kitchen downtown located on a portion of the site of the farmers market. As of the writing of this report, the fundraising phase for this project was not complete, and the architectural planning phase is in process.

⁷ USDA Food Access Atlas: <https://www.ers.usda.gov/data-products/food-access-research-atlas/>.

⁸ Feeding America: <http://map.feedingamerica.org/county/2013/overall>

⁹ USDA Census of Agriculture: www.agcensus.usda.gov.

¹⁰ One of many documented stories: www.npr.org/sections/thesalt/2015/04/16/398345233/lunch-not-landfill-nonprofit-rescues-produce-rejected-at-u-s-border.

In addition to Nogales Community Development, the Mariposa Community Health Center has also been active in the community and, more specifically, they have been engaged in initiatives that fall outside of their health focus areas. The Mariposa Community Health Center has various health centers in the Nogales area and offers innovative programming such as the “Cooking with the Abuelos” program, a food education program that passes onto young people cooking traditions from elders. The Mariposa Community Health Center has also created what’s become known as the Nogales Mercado, a weekly farmers market which provides approximately 100 customers per week with year-round local fresh produce and food products.

The commercial buildings and businesses of Downtown Nogales face a unique challenge in that the downtown area is frequently flooded by water originating from the Mexico side of Nogales. When the flooding occurs, the basements and ground floors of buildings are affected as much of downtown lies within a designated floodplain, which also restricts building redevelopment. The location of downtown within a designated floodplain limits how buildings in the area can be built, used, and remodeled and influences where businesses open new locations and all development decisions.

The City of Nogales recently received a planning grant award from the Arizona Department of Transportation to design a network of bike lanes and walking paths in the downtown area. Though this project is still in planning stages, this future addition of this community project was reflected in discussions described below.

The Local Food, Local Places Process

Many organizations and agencies in Nogales are responding to the economic conditions and the poor health outcomes of residents by increasing access to fresh, healthy food and making access to local food a key part of the community’s economic and community development strategies. In 2017, the Mariposa Community Health Center applied for technical assistance through the Local Foods, Local Places Program. The technical assistance includes a community-driven action plan that promotes local food systems and healthy, walkable, economically vibrant communities. The goals of the Local Foods, Local Places program are to create:

- More economic opportunities for local farmers and businesses.
- Better access to healthy, local food, especially among disadvantaged groups.
- Revitalized downtowns, main streets, and neighborhoods.



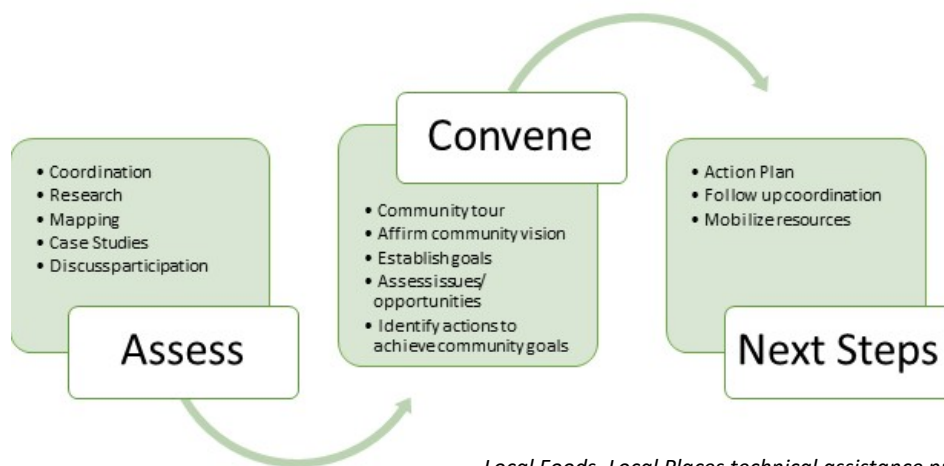
The previously vacant Bowman building was converted to senior housing in 2016 by Nogales Community Development. Image Credit: Manuel Ochoa



A rehabilitated Woolworth storefront in downtown Nogales. Image Credit: Amanda West

The Local Foods, Local Places program is supported by the U.S. Environmental Protection Agency, U.S. Department of Housing and Urban Development, the U.S. Department of Agriculture (USDA), the U.S. Department of Transportation, the Centers for Disease Control and Prevention, the Appalachian Regional Commission, and the Delta Regional Authority. In Nogales, the National Association of Latino Community Asset Builders (NALCAB) is the technical assistance provider who managed the engagement.

The technical assistance engagement process for Local Foods, Local Places has three phases, illustrated in the figure below. The assessment phase consists of three preparation conference calls with the Local Foods, Local Places steering committee to establish the workshop goals, agenda, logistics, and stakeholder invitation lists. The convening phase includes the effort’s capstone event—a two-day workshop in the community. The next steps phase includes three follow up conference calls as well as a process for reporting and documenting the procedures.



Local Foods, Local Places technical assistance process diagram.

After the Mariposa Community Health Center applied for and was awarded Local Foods, Local Places, it spearheaded the creation of a Local Foods, Local Places steering committee, whose role is to help plan the workshop and guide the community in implementing the resulting action plan. The steering community is comprised of a range of community partners (see the chart at right).

In their initial request for Local Foods, Local Places technical assistance, Mariposa Community Health Center named increasing community participation in the Nogales Mercado and expanding the capacity of the local food economy to foster entrepreneurship and jobs through the creation of a Community Kitchen as two areas to focus on. The Mariposa Community Health Center also

LOCAL FOODS, LOCAL PLACES STEERING COMMITTEE MEMBERS

- Cassalyn David**, Mariposa Community Health Center
- Christine Bachelier**, University of AZ extension
- Briggit Baez**, Nogales Community Development
- Juan Guerra**, City of Nogales
- Patty Molina**, Mariposa Community Health Center
- Carlos Muñoz**, OS3 Movement
- Santos Yescas**, Nogales Community Development

sought to make it easier for residents to walk and bike to the downtown food hub as a part of a systems change and promote physical activity along with healthy eating.

After the steering committee convened and in preparation for the workshop, the steering committee finalized their overarching goals to:

- 1) Strengthening the local food system.
- 2) Supporting healthy eating and active living.
- 3) Fostering a vibrant downtown and healthy community.

Guided by a list of specific activities the Mariposa Community Health Center included in its application, the steering committee further defined their goals and used the list to guide their brainstorming in the workshop. However, the committee noted that they did not want to be completely bound by the final list of activities they drafted, but instead wanted to remain open to ideas generated by residents during the workshop.

The remainder of this report and the appendices document the engagement process undertaken, the workshop activities, and most importantly, the action plan and next steps list for achieving the community's goals.

Over the course of three planning calls and the workshop discussions held, the community's goals evolved from those submitted in the initial request for technical assistance. The revised goals have been expanded to the six elaborated on later in this report. The new goals reflect the results of brainstorming during the community workshop and planning process.

The Mariposa Community Health Center not only applied for and received the Local Foods, Local Places workshop, but it also applied for and was awarded the Healthy Places for Healthy People workshop from EPA, which focuses on community placemaking and health-related projects. The Healthy Places for Healthy People workshop was held in Nogales in July. It focused on locating a new health center in the downtown area. To date, Nogales is the only community to receive both workshop awards, and in planning for the Local Foods, Local Places workshop, the steering committee and consulting team sought to align outcomes from the Healthy Places for Healthy People workshop with those of the Local Foods, Local Places process where applicable.

Engagement

The community workshop was held on August 22nd and 23rd, 2017 and included a small lunch gathering with the steering committee members and regional, state, and federal partners; a tour of the Nogales community; an evening community meeting at The Americana Hotel, located downtown on day 1; and an action-planning session at The Bowman—a downtown senior residence in a converted department

SPECIFIC ACTION ITEMS GOING INTO THE WORKSHOP

- Expand the weekly Mercado in downtown Nogales.*
- Develop walking and biking lanes in downtown Nogales.*
- Develop a commercial kitchen and engage community food entrepreneur participation.*
- Create and strengthen local and regional connections and partnerships to achieve the above goals based on education and engagement of the community.
- Exchange ideas and develop strategies to revitalize downtown Nogales through food, healthy eating, and physical activities.
- Develop and implement an action plan outlining strategies, tasks, resources, and people.

** = an activity that is already underway*

store—on day 2. The community meeting and all-day working session were well attended by key stakeholders, residents, and local leaders, with 30 residents at the community meeting, and 25 participants in the action planning session. The workshop sign-in sheets listing participants are in Appendix C.

Community Tour

The Local Foods, Local Places steering committee organized a luncheon with key stakeholders on August 22nd with the purpose of introducing the project. The steering committee, consultants, and federal agency representatives attended. Immediately following the luncheon, the steering committee led everyone on a tour of key places and projects in the Nogales area including the Mariposa truck and vehicle border, local food banks and produce packer facilities, a community garden, the downtown area, the farmers Mercado, and the Nogales downtown pedestrian border crossing with Mexico.

The tour was helpful in providing an overview of the challenges and opportunities for local food and revitalization in Nogales and allowed for productive discussions about the local food system and challenges arising from Nogales' border location. Some of the locations visited are shown in pictures here and in Appendix G.

Vision and Values

The workshop on the first night was attended by more than 30 Nogales residents and regional partners representing state and federal agencies. Cassalyn David; Manager of the Mariposa Community Health Center and organizer of the Local Foods, Local Places steering committee; welcomed attendees and spoke about the community's ongoing efforts. Cassalyn outlined the goals of the workshop and the larger, long-term goals for the steering committee. The consultant team introduced the topics that would be covered, provided a program overview, and gave a short presentation on the status of local foods in Nogales, Arizona, with the help of steering committee members.



The community tour, led by NDC staff, included a visit to the two local food banks near the Mariposa truck border. The group discussed the challenges and opportunities created by the large amounts of food dumped by exporters at the border. Image Credit: Amanda West



The site of the Nogales farmers market and future commercial kitchen. Image Credit: Amanda West



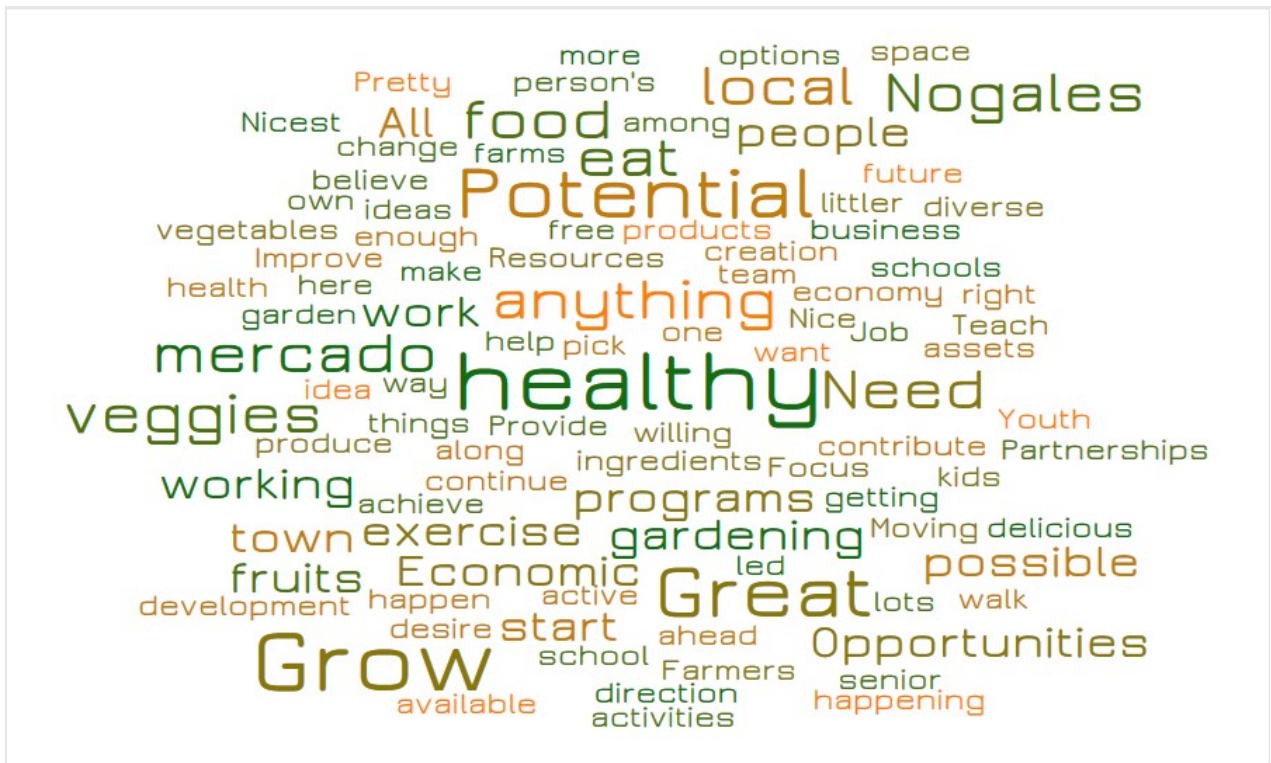
The pedestrian border crossing between Nogales and Mexico lies at the end of Main Street in downtown Nogales. Its decreased use by Mexican nationals has negatively affected the economic health of downtown. Image Credit: Amanda West

The consultant team then led community members in a values exercise, called ‘This I Believe.’ For the exercise, community members were asked to state and write out on cards one thing they believe about their community. After the workshop, the consultant team compiled these statements into a word-cloud (shown below) showing that the group held very positive outlooks for the community, with the most commonly cited words being healthy, potential, grow, and great.

The group was then led on an additional exercise to identify three challenges and opportunities in the community, and which fell within the three focus areas of the workshop: accessing, eating,



Through a partnership between the city, Nogales Community Development and OS3 bicycling group, a bike station that includes maps and a repair station was established at the farmers market site downtown. The establishment of a bike station reflects the growing interest in bicycling in Nogales. Image Credit: Amanda West



The Nogales values word cloud.

and growing local food; healthy recreational activities; and making downtown Nogales vibrant and livable.

Participants were asked to break into groups of that reflected their interests and write out their statements on a note card. The ideas generated from this exercise are summarized in the chart on next page and in Appendix A.

The themes shared during the opportunities and challenges exercises revealed the group’s aspirations for economic revitalization and improved health in the community; a desire for increased entrepreneurial

opportunities afforded by local foods; a sense of community pride; increased coordination among partner organizations; and a desire to create healthy recreation opportunities, such as cycling in Nogales.

CHALLENGES AND OPPORTUNITIES	
<u>Challenges:</u>	<u>Opportunities:</u>
<p>LOCAL FOOD</p> <ul style="list-style-type: none"> • Small or limited spaces for residents to grow food/not enough community gardens • Lack of network among small gardeners for seeds • Lack of access to land to farm 	<p>LOCAL FOOD</p> <ul style="list-style-type: none"> • Surplus produce from Mexico • School gardens • Water harvesting
<p>HEALTHY ACTIVITIES</p> <ul style="list-style-type: none"> • Poor conditions of sidewalks and streets/obstruction/trash/lighting • Lack of park maintenance • Not enough free activities 	<p>HEALTHY ACTIVITIES</p> <ul style="list-style-type: none"> • Availability of trails for walking and biking • Availability of recreational facilities • Great partnerships (Mariposa Community Health Center & Os3)
<p>DOWNTOWN NOGALES</p> <ul style="list-style-type: none"> • Difficulty in getting permits for restaurants • No anchor chains • Reputation/safety perception • Railroad bisecting downtown* • Frequent floods from Mexico* <p><small>* = outside scope of this project</small></p>	<p>DOWNTOWN NOGALES</p> <ul style="list-style-type: none"> • New markets/tourism • DOT grant for sidewalks and bikeways • Vacant stores may be opportunity to diversify

These positive values and visions for the future provided a positive backdrop for the remainder of the workshop. The first day concluded with a review of the workshop goals and a discussion about the direction the action planning would take the next day. The goals generated were further refined and evolved into the action plan implementation tables drafted the next day.

The second day of the workshop had 25 attendees and began with a review of the previous day’s results and presentations of case studies by the consulting team. The consulting team then led a food mapping exercise, identifying local food opportunities in Nogales and the surrounding area. Participants commented that it was very helpful to finally understand their food system. The results and findings of this exercise are included in Appendix A. In the afternoon; the group held a brainstorming exercise to identify actions that would advance the group’s goals for the project. The action plan that was generated from this exercise follows.



Participants identified local food resources, such as farms, distributors, and customers during the food mapping exercise described in the next page.

Action Plan

The culminating product of the workshop was a strategic action plan to guide implementation. The plan is organized around four goals and includes a series of actions the participants brainstormed at the meeting and during the follow-up calls. The action plan matrix helps to clarify further, prioritize, and define roles and responsibilities for moving forward on these actions. The goals and actions that are part of this plan are summarized below.

GOAL 1: Develop the commercial kitchen.

Action 1.1: Construct a commercial kitchen.

Action 1.2: Develop operational processes for managing the commercial kitchen.

Action 1.3: Develop a business plan and strategy for the kitchen.

Action 1.4: Develop a food education program.

GOAL 2: Develop walking and biking lanes downtown.

Action 2.1: Complete development of the master plan including bike lanes and walking paths.

Action 2.2: Complete construction of bike lanes and walking paths as designed.

Action 2.3: Integrate bike lanes use with existing businesses or cycling in downtown Nogales.

Action 2.4: Ensure that businesses such as bike shops, rentals, and repair are available to service cycling culture.

Action 2.5: Change the culture to make cycling a normal, acceptable, and safe form of transportation.

GOAL 3: Focus on filling vacant buildings and 2nd floors downtown.

Action 3.1: Evaluate and identify parking availability in the downtown.

Action 3.2: Conduct a property inventory assessment downtown.

Action 3.3: Diversify business development downtown.

Action 3.4: Develop a greater understanding of flooding's impact on downtown

GOAL 4: Increase youth involvement in downtown, local food, and healthy-living activities.

Action 4.1: Develop an inventory of youth programs in Santa Cruz County.

Action 4.2: Develop a Youth Coalition focusing on food.

Action 4.3: Create food leadership training and education for youth.

Action 4.4: Connect youth to opportunities and projects that fit their skills and community needs.

GOAL 1: Develop the Commercial Kitchen

The development of the commercial kitchen is underway by Nogales Community Development. However, construction has not broken ground, and it does not currently have a timetable. This project may take longer than expected to complete. During community discussions, various supportive activities were identified to help the kitchen succeed once it is constructed. Besides construction, the following measures were identified by the community as supportive activities that would better integrate the kitchen into other community food activities.

Action 1.1: Construct a commercial kitchen.

What this is and why it is important	Nogales Development Corporation has received partial funding to construct a commercial kitchen. It has identified a location on the elevated portion of the farmers market site to construct a new building for the kitchen. The building construction must be completed before some other key steps can proceed.
Immediate next steps	<ul style="list-style-type: none"> ▪ Initiate final phase of fundraising for the project, to be completed in three months. ▪ Finalize building design, especially interior design, i.e., features, number of stations, etc. ▪ Determine potential contractors and obtain estimated timelines from each for completing construction. ▪ Inform Local Foods, Local Places steering committee on the timeline and any unresolved building issues. ▪ Obtain building permits for construction. ▪ Hold groundbreaking ceremony and begin construction.
Measures of success	<ul style="list-style-type: none"> ▪ Permits obtained and construction begun. ▪ Timeline for completion shared with the steering committee.
Timeframe	0-9 months
Taking the lead	Nogales Community Development
Supporting cast	City of Nogales
Costs/resources needed	TBD
Possible funding sources	CDBG 108; USDA Rural Development Loans; HUD Rural Capacity Loans; Foundations and private sources.

Action 1.2: Develop operational processes for managing the commercial kitchen.

What this is and why it is important	To successfully run the commercial kitchen with local entrepreneurs, preparations must be made for outfitting the kitchen including but not limited to recruiting and training qualified users and developing a kitchen mission statement, goals, operational policies and procedures, and a building maintenance plan.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Research best practices for operating nonprofit commercial kitchens around the country, determine which practices fit the scope of Nogales' kitchen, and adapt operation policies. ▪ Identify all needed steps for preparing the kitchen for operation (some outlined below), with a timeline for completion. ▪ Develop a list of needed equipment and supplies for the kitchen. ▪ Identify governance structure for the kitchen (i.e., independent nonprofit or oversight by NDC staff). ▪ Develop policies and procedures and scope of kitchen operations, incorporating research findings of best practices from kitchens with similar goals and scope of operations. ▪ Develop a strategy to connect kitchen users to Mercado farmers market (e.g., preferred users and customers selling to the Mercado).

Action 1.2: Develop operational processes for managing the commercial kitchen.

Measures of Success	<ul style="list-style-type: none"> ▪ Completed evaluation of other commercial kitchen models with practices identified for adoption in this kitchen. ▪ Policies and procedures are drafted for operation and management. ▪ Inventory plan for equipping the kitchen completed. ▪ Governance structure discussed and adopted. ▪ Farmers market connection strategy discussed and adopted by partners.
Timeframe	0-11 months
Taking the Lead	Nogales Community Development; Mariposa Community Health Center
Supporting Cast	Nogales Unified School District, Santa Cruz County, local growers, food trucks, restaurants
Costs/Resources Needed	TBD
Possible Funding Sources	TBD

Action 1.3: Develop a business plan and strategy for the kitchen.

What this is and why it is important	The kitchen should have a business plan that will identify initial and long-term funding to cover costs of its operation. The plan should include strategies identifying the customer base, the minimum number of entrepreneur tenants and kitchen needed users to ensure an adequate income stream to cover operational and other costs through user fees, and a plan for recruiting and retaining a consistent customer base.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Prepare a forecast to determine the minimum number of tenant users needed to sustain the kitchen. ▪ Develop an outreach strategy to engage with prospective tenant entrepreneurs, assess user readiness, and outline a curriculum of required food safety courses (action 1.4) qualifying them to use the kitchen. ▪ Develop a financial plan and strategy for the kitchen that lays out fee structure, estimated staffing needs, and an operational budget for staffing, maintenance, insurance, etc. ▪ Identify sources of funding for the kitchen in addition to user fees, assuming fees will not cover all expenses.
Measures of Success	<ul style="list-style-type: none"> ▪ Market evaluation completed by potential users of the kitchen with proposed fee structure. ▪ A financial plan and strategy adopted that includes forecasted expenses, an operational budget, and proposed income sources. ▪ A recruitment plan completed on how to attract prospective kitchen tenants. ▪ A list of additional funding sources to pursue.
Timeframe	0-9 months
Taking the Lead	Nogales Community Development
Supporting Cast	Mariposa Community Health Center
Costs/Resources Needed	Staff time
Possible Funding Sources	TBD

Action 1.4: Develop a food education program.	
What this is and why it is important	A food education and training program will educate end users of the commercial kitchen on food safety, which is a necessary legal step for all users. The program can also educate community residents on healthy cooking and eating with onsite sessions, and instruct, and mentor prospective food business entrepreneurs on different issues affecting food business startups. This action can proceed before the completion of the commercial kitchen construction, with classes held at alternate locations. A certified commercial kitchen is not required to hold classes.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ First, determine whether anyone else already offers these classes in the area; if so, partner with them. ▪ Recruit food educators, trainers, and mentors for the education program. ▪ Connect with Extension on Food for Profit class curricula that may be used for food business training. ▪ Create class concepts, goals, and curricula for food safety, healthy eating and cooking, and food business development. ▪ Develop a class schedule. ▪ Develop an outreach plan. ▪ Connect with “kids’ kitchen” in Albuquerque for their ideas and experience regarding youth involvement in the community kitchen.
Measures of Success	<ul style="list-style-type: none"> ▪ Class topics finalized with the structure of classes identified. ▪ Instructors, trainers, and mentors identified and secured. ▪ Class curricula adopted. ▪ Initial classes scheduled. ▪ Promotional plan for classes developed and executed.
Timeframe	0-8 months
Taking the Lead	Nogales Community Development; Mariposa Community Health Center
Supporting Cast	Nogales Unified School District; Santa Cruz County; Local growers; U of AZ Extension
Costs/Resources Needed	Staff: Kitchen manager, class coordinator; kitchen location for teaching
Possible Funding Sources	First ideas already applied for in grants; Community College culinary classes; for the kitchen, potentially use local church kitchens.

GOAL 2: Develop Walking and Biking Lanes downtown

Development of the walking and biking lanes in the downtown area is a goal based on several assets and values in Nogales reflected in the community meetings. Currently, there is a growing culture of bicycling in Nogales with the local biking group OS3 hosting biking and walking activities for people of all ages and activity levels. Arizona DOT recently awarded a grant to the city for developing walking and biking lanes in the downtown. The grant complements the community’s strong interest in improving pedestrian and biker safety through the introduction of dedicated bike and pedestrian lanes. Nogales also has a strong desire to increase the number of physical biking and pedestrian connections to the downtown – including its businesses and farmers market. The community also seeks to create more healthy activity opportunities within the downtown.

Action 2.1: Complete development of the master plan including bike lanes and walking paths

What this is and why it is important	The master plan is the basis for placement of the bike lanes and walking paths in the downtown and is integrated into the city plan.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Hire a consultant to design and develop a project schedule. ▪ Obtain community input through public meetings and other methods.
Measures of Success	<ul style="list-style-type: none"> ▪ Completion of a master plan which includes bike and walking lanes. ▪ Community participation in master plan development.
Timeframe	18 months
Taking the Lead	Juan Guerra, City of Nogales
Supporting Cast	Arizona DOT
Costs/Resources Needed	\$150,000 to develop and construct
Possible Funding Sources	Arizona DOT grant awarded already for development costs

Action 2.2: Complete construction of bike lanes and walking paths as designed.

What this is and why it is important	Completion of walking and bike lanes are essential to improving pedestrian and biker safety goals and increasing those modes of transportation downtown.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Following approval of design and location through master plan process in Action 2.1, an engineering consultant will guide the process for construction. ▪ Identify locations for bike related businesses. ▪ Secure funding for the project. ▪ Design specifications, request for bids, contractor selection process, prioritized list of projects, and construction timeline.
Measures of Success	<ul style="list-style-type: none"> ▪ Breaking ground on first bike lane project from the prioritized list. ▪ Completion of construction of identified bike and walking lanes.
Timeframe	18 months
Taking the Lead	Juan Guerra, City of Nogales
Supporting Cast	Engineering consultant; Arizona DOT
Costs/Resources Needed	\$150,000 to develop and construct; maintenance costs included in yearly budget
Possible Funding Sources	Arizona DOT grant awarded already for development costs

Action 2.3: Integrate bike lanes use with existing businesses or cycling in downtown Nogales.

What this is and why it is important	Changing the culture and image of bicycling and walking as transportation options will lead to increased bicycle use and walking paths use.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Reach out to businesses to promote incentive programs for employees and customers. ▪ Install more bike racks.
Measures of Success	<ul style="list-style-type: none"> ▪ Number of businesses with incentive programs. ▪ Number of installations of bike racks and bike fixstations. ▪ Number of cyclists counted downtown. ▪ Number of walkers counted downtown.
Timeframe	2 years

Action 2.3: Integrate bike lanes use with existing businesses or cycling in downtown Nogales.	
Taking the Lead	OS3; downtown merchants; Chamber of Commerce;
Supporting Cast	City of Nogales
Costs/Resources Needed	\$8,000 in infrastructure for racks; an unknown amount of incentives provided by businesses.
Possible Funding Sources	TBD

Action 2.4: Ensure that businesses such as bike shops, rentals, and repair are available to service cycling culture.	
What this is and why it is important	Currently, there is only one bike repair shop in town, and people will not or cannot ride without bike repair.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Approach existing bike shop about expanding to an additional location. ▪ Offer training via community college for additional bike repair entrepreneurs in the long run.
Measures of Success	<ul style="list-style-type: none"> ▪ Opening of a downtown bike/repair shop.
Timeframe	3-4 years
Taking the Lead	Business organizations
Supporting Cast	OS3
Costs/Resources Needed	Unknown
Possible Funding Sources	Grants, membership dues

Action 2.5: Change the culture to make cycling a normal, acceptable, and safe form of	
What this is and why it is important	Nogales needs greater awareness of bike safety among riders and car drivers. More safety leads to more riders.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Advertise to increase Friday night rides awareness. ▪ Organize Nogales Bike Classic. ▪ Offer education safety classes for drivers and bikers. ▪ Offer community-wide awareness activities—PSAs, marketing campaign.
Measures of Success	<ul style="list-style-type: none"> ▪ More bicycles and fewer accidents on roads.
Timeframe	5 years +
Taking the Lead	OS3
Supporting Cast	Law enforcement, city of Nogales, Mariposa Community Health Center, Arizona DOT
Costs/Resources Needed	Unknown, but not exorbitant
Possible Funding Sources	Donated media time and space

GOAL 3: Focus on filling vacant buildings and 2nd floors downtown

In the meetings, the community identified that although vacant ground and second floors of downtown buildings were a challenge, they were also an opportunity to diversify the business mix and incentivize new businesses to locate downtown. To that end, the group selected developing a strategy to address this issue as a major goal to be addressed in the work plan.

Action 3.1: Evaluate and identify parking availability in the downtown.

What this is and why it is important	Parking is always perceived to be difficult downtown. If parking availability can be identified and highlighted to the public, it can remove a barrier to those coming downtown to shop.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Find and update the parking resource study. ▪ Design and publish a map of parking and walking downtown. ▪ Distribute the map to stores and residences to promote parking availability.
Measures of Success	<ul style="list-style-type: none"> ▪ The study is updated and parking is identified. ▪ A map is created and printed. ▪ The map is distributed to the public.
Timeframe	6 months
Taking the Lead	City Engineer
Supporting Cast	Nogales Community Development
Costs/Resources Needed	\$1,000-\$10,000
Possible Funding Sources	TBD

Action 3.2: Conduct a property inventory assessment downtown.

What this is and why it is important	Conducting a property inventory assessment will identify what properties are available and update ownership information and rent rates per square foot. The assessment should inventory and prioritize which buildings may qualify for brownfields assistance. The resulting information will guide the business recruitment process. The assessment process can also renew building owner relationships with Nogales Community Development and open up opportunities such as proactively finding tenants that both fit into the downtown strategy and benefit building owners.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Contact Santa Cruz County Assessor’s Office for information. ▪ Update current business occupancy types. ▪ Analyze existing use types and building structures/amenities for themes, new recruitment opportunities.
Measures of Success	<ul style="list-style-type: none"> ▪ An updated inventory that includes owner information, occupant information/type, and building information/type completed. ▪ Evaluation of current uses of downtown buildings and potential future uses based on inventory completed.
Timeframe	4 months
Taking the Lead	Nogales Community Development
Supporting Cast	City of Nogales
Costs/Resources Needed	\$3,000
Possible Funding Sources	TBD

Action 3.3: Diversify business development downtown.

What this is and why it is important	Diversifying the types of business recruited and developed for the downtown area can help keep downtown open to all. Engaging the community in the types of businesses that could be an asset to downtown would ensure they served residents' needs. This effort should focus on the current market reality not just for retail but also other user types, such as office, service, restaurant, residential, light manufacturing, etc. to fill the vacancies on all floors and bring people downtown.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Update the Main Street strategic plan. ▪ Engage the community in what it wants to see downtown.
Measures of Success	<ul style="list-style-type: none"> ▪ Updated strategic plan. ▪ Evidence of community engagement (i.e. the number of meetings, new volunteers, and new partners).
Timeframe	Six months
Taking the Lead	Nogales Community Development
Supporting Cast	City of Nogales
Costs/Resources Needed	\$20,000
Possible Funding Sources	TBD

Action 3.4: Develop a greater understanding of flooding's impact on downtown.

What this is and why it is important	A better understanding of the designated floodplain zones within downtown and the significance of different levels of designation will help Nogales better understand the best use and potential use restrictions placed on different downtown sites. This is important to redevelopment decisions and affects development and business siting decisions. Current lack of locally available information seems to restrict local understanding on how flooding designations are made or their impact on building use.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Meet with city staff to review floodplain maps, designations, and regulations. ▪ Update property inventory. ▪ Add information learned about regulations and processes to Main Street Strategic plan. ▪ Meet with relevant federal agencies (e.g., EPA, FEMA), state officials, and international entities to learn more about options for flood mitigation, guidelines, and responsibilities for stormwater management relevant to Nogales. ▪ Further, investigate the creation of a National Register district with the State Historic Preservation Office to understand better how the designation may impact the construction or renovation of buildings within the floodplain. ▪ Share information learned with relevant downtown, city, and county entities as it benefits the improvement of the downtown and city to advance goals in this and other initiatives.

Action 3.4: Develop a greater understanding of flooding's impact on downtown.

Measures of Success	<ul style="list-style-type: none"> Clear guidelines and responsibilities to manage and mitigate flooding are added to the Main Street Strategy and city planning policies, as needed. Greater understanding achieved among all partners about how floodplain designation, mitigation, and management affects development processes and what steps are taken during flood incidents.
Timeframe	1-3 years
Taking the Lead	Santa Cruz County
Supporting Cast	Nogales Community Development; City of Nogales; State Historic Preservation Office; EPA
Costs/Resources Needed	TBD
Possible Funding Sources	TBD

GOAL 4: Increase youth involvement in downtown, local food, and healthy-living activities.

During the workshop, the community consistently identified the need to have the greater inclusion of youth in all aspects of the Local Foods, Local Places goals. They stated good examples of where youth are currently involved, such as with OS3 biking group, but added that there was a tremendous opportunity within the town and county to include more youth in current and future activities.

Action 4.1: Develop an inventory of youth programs in Santa Cruz County.

What this is and why it is important	An inventory of youth programs is needed to get a clear picture of current activity. This would include names of programs, types of activity, current contact information and opportunities to include in future activities of the Local Foods, Local Places action plan.
Immediate Next Steps	<ul style="list-style-type: none"> Review the Arizona 211 for an initial inventory. Contact area organizations, civic groups, churches, etc. for additional ideas and share list for missing activities. Brainstorm ways they can be part of Local Foods, Local Places action plan in the future.
Measures of Success	<ul style="list-style-type: none"> A completed list of designated categories. A brief list of how local organizations can be incorporated into the Local Foods, Local Places action plan with youth programming.
Timeframe	30 days
Taking the Lead	Boys & Girls Club
Supporting Cast	TBD
Costs/Resources Needed	\$0; staff time
Possible Funding Sources	TBD

Action 4.2: Develop a Youth Coalition focusing on food.

What this is and why it is important	A youth food coalition would help youth be involved in local food issues, such as food justice and community gardens, provide valuable service opportunities to the community, and become empowered to make a change in their community.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Define objectives of the youth coalition. ▪ Define how youth would participate and the types of activities they may accomplish. ▪ Conduct outreach with Rio Rico High School, University of Arizona Cooperative Extension, Seeds organization.
Measures of Success	<ul style="list-style-type: none"> ▪ Formation of the coalition, with defined objectives and at least five members.
Timeframe	6-12 months
Taking the Lead	Seeds organization (Cesar Lopez)
Supporting Cast	TBD
Costs/Resources Needed	Meeting costs, incentives, food, transportation
Possible Funding Sources	Grants, foundations, unions

Action 4.3: Create food leadership training and education for youth.

What this is and why it is important	Training could build the capacity of local youth to raise awareness among their peers and the community of food-related issues and their effects in the community: chronic diseases, local food access, local farming economy, healthy eating, traditional foods, etc. It would also engage youth and empower them in being part of the solution in the community.
Immediate Next Steps	<ul style="list-style-type: none"> ▪ Reach out to partners identified in action 4.2 for training needs. ▪ Identify topics and develop curricula and trainers which will impact the local food system and youth. ▪ Include skills for peer-to-peer mentoring and communicating with adults and professionals. ▪ Identify timeline, schedule, location, etc. for the first round of trainings.
Measures of Success	<ul style="list-style-type: none"> ▪ Completion of at least two trainings in next year. ▪ Retention of youth in youth coalition effort.
Timeframe	3-12 months
Taking the Lead	Seeds
Supporting Cast	Local businesses/organizations; Mariposa Community Health Center
Costs/Resources Needed	In-kind;
Possible Funding Sources	Grant support

Action 4.4: Connect youth to opportunities and projects that fit their skills and community

What this is and why it is important	The youth coalition will be most effective if they are choosing and developing community projects that both satisfy their needs to serve and learn, as well as benefit the community and Local Foods, Local Places strategies by supporting goals and efforts that support local food and healthy eating activities. To accomplish this, youth and adults need training and support to collaborate effectively across generations.
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Action 4.4: Connect youth to opportunities and projects that fit their skills and community

Immediate Next Steps	<ul style="list-style-type: none"> ▪ Working with other Local Foods, Local Places partners, youth review this workplan and other areas of food-related activity they may have discovered to identify areas in which they can work. ▪ Youth create a list of projects with a description of work, outcomes, and timelines. ▪ Youth identify which project to begin first and start work.
Measures of Success	<ul style="list-style-type: none"> ▪ Existence of a list of projects with descriptions, outcomes, and timelines.
Timeframe	1-12 months after the formation of a youth council
Taking the Lead	Youth Coalition; Seeds
Supporting Cast	Local Foods, Local Places partners listed on this workplan
Costs/Resources Needed	TBD
Possible Funding Sources	Community and grant funding

Implementation and Next Steps

Three post-workshop conference calls were held following the workshop with the Local Foods, Local Places steering committee and federal partners to refine the action plan and identify which activities will be the focus of follow up technical assistance. Federal partners helped identify additional resources and technical assistance in implementing the priorities of the steering committee. The team identified two priority projects based on the site visit and follow-up conference calls:

Project A - Launch the commercial kitchen. Technical assistance provided to Nogales CDC might include fundraising and resource development, writing a business plan, or creating an operations plan.

Project B - Develop food entrepreneurs. Working with the Mariposa Community Health Center and the Nogales CDC by providing small training and advice on how to expand the farmers market and create a small business pipeline for the commercial kitchen that assists farmers and entrepreneurs in creating more value-added food products.

Appendices

Additional information for the implementation process is provided in the appendices section, ranging from funding opportunities to exercises results to resources for further information on local food and revitalization topics.

- Appendix A – Workshop Feedback—Network Map
- Appendix B – Community Data Profile
- Appendix C – Workshop Sign-in Sheets
- Appendix D – Funding Resources
- Appendix E – References
- Appendix F – Presentations
- Appendix G – Workshop Photo Album