



Development Services

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MEMORANDUM

TO: Cochise County Planning and Zoning Commission
FROM: Matthew Taylor, AICP, Planner II
FOR: Christine McLachlan, AICP, Planning Division Manager
SUBJECT: SU24-08 (Camp Naco)
DATE: June 12, 2024

Docket SU24-08 (Camp Naco)

A Special Use Authorization request for the restoration and redevelopment of Camp Naco as a historic exhibit and community resource.

I. DESCRIPTION OF SUBJECT PARCEL AND SURROUNDING USES

Applicant: City of Bisbee – Mike Normand
Location: 2118 W. Newell Street
APN: 102-57-194C and 102-57-305B
Parcel Size: 16 acres
Zoning: R-9 (Residential District, one dwelling per 9,000 square feet)
Growth Area: C – Rural Community Areas
Area Plan Designation: Recreational Open Space (Naco Area Plan)
Existing Use: Former Military Camp
Proposed Use: Historic Exhibit and Community Resource

Surrounding Zoning and Uses

North	R-9	Single family residences
South	R-9	Single family residences
East	R-9, MR-1	Single family residences
West	RU-4	Single family residence, undeveloped

II. SITE HISTORY

The project site was developed in 1911 as a military encampment to provide border security and decommissioned in 1923. The site has suffered from arson and neglect in subsequent years though it has remained a significant historical resource, being added to the National Register of Historic Places in 2012. A century after decommissioning, the Naco Heritage Alliance and City of Bisbee were awarded \$8.1M in grants from the State of Arizona and Mellon Foundation to rehabilitate and reimagine the site's buildings and history.

III. SPECIAL USE AUTHORIZATION REQUEST

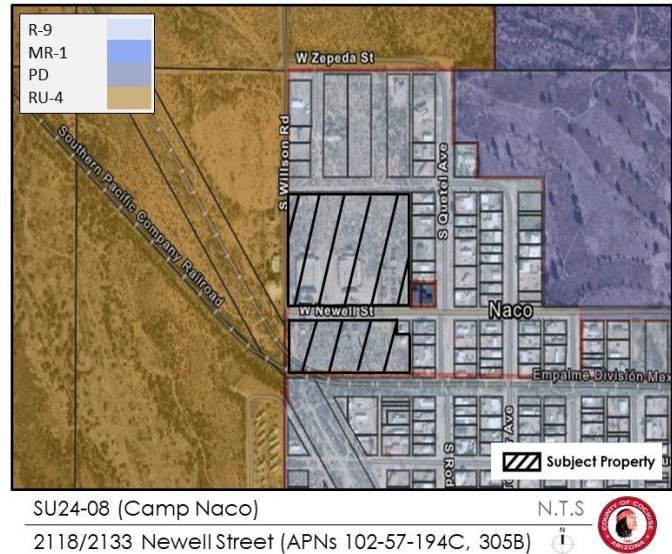
The phased project will establish Camp Naco as a historic exhibit and community resource. Proposed future uses requiring special use approval include museum, library, gift shop, bookstore, art studios, classrooms, ten cottage homes (former officer's quarters), and outdoor recreational facilities.

IV. ANALYSIS OF IMPACTS – COMPLIANCE WITH SPECIAL USE FACTORS

Section 2.48.160 of the Zoning Regulations identifies ten (10) factors to evaluate Special Use applications. Staff uses these factors to determine the suitability of a special use request, whether to recommend approval, and to determine if conditions and/or modifications are needed to mitigate potentially negative impacts on surrounding properties. With the information provided, nine (9) factors apply to this special use request with nine (9) factors complying.

1. Compliance with Duly Adopted Plans: Complies

The subject property is designated Recreational Open Space by the Naco Area Plan and falls within Growth Area C (Community Rural Areas). Existing R-9 zoning is consistent with this plan designation which identifies areas with an established character for protection, typically areas that are predominately residential. The Plan identifies historic preservation of Naco’s historic townsite and other historic resources, including Camp Naco, as a key goal with Camp Naco serving as a baseline to create a network of sites and parks promoting Naco’s unique history. Preservation of historic and archeological resources is also a major component within the Plan relative to the design of new structures and maintenance of existing structures.



2. Compliance with the Zoning District Purpose: Complies

The property’s R-9 zoning is a residential zoning district with sub-categories ranging in minimum site areas from 9000 SF to 36,000 SF. The district accommodates small to medium single-family residential development to achieve the following:

1. Provide an area for families living at a variety of low to medium densities.
2. Provide an area where single-household dwellings, rehabilitated mobile homes, and manufactured homes can co-exist.

As a mixed use project, the Camp’s future redevelopment does not conform with the zoning district purpose identified in zoning regulations. However, residential zoning districts allow non-residential uses with special use approval, including grocery stores, personal and professional services, and health clinics. In addition to being a prominent historic and cultural resource worthy of preservation and redevelopment, the Camp Naco project will also become a community resource with outdoor recreation and gathering space, picnic areas, community garden plots, farmer and art markets, and occasional special events.

3. Development Along Major Streets: Complies

The intent of this factor is to consider limiting the number of access points on major thoroughfares, arterials, or collectors by using frontage roads, shared access, and no access easements. Incorporating such measures

promotes fewer road cuts to avoid potentially unsafe traffic conflicts, hazardous traffic congestion, and roadway obstruction caused by traffic.

Camp Naco is located at the intersection of Newell Street (Rural Minor Collector) and Willson Road (Rural Major Collector) and both streets are hard-surfaced, two-lane streets. Driveways accessing on-site parking areas are proposed along both Newell and Willson roads in areas with existing 25mph speed limits. Frontage roads are not proposed, and speed humps as well as a raised pedestrian table crossing will function as supplemental traffic calming devices to promote safe vehicular and pedestrian circulation in the vicinity of the site. Four access points along Newell Street and two along Willson Road are proposed and subject to county right-of-way permitting. Access points are required to meet commercial driveway standards, including hard surfaced aprons.



4. Traffic Circulation: Complies

This Special Use Authorization factor stipulates:

1. The request is consistent with the preservation of the functions of surrounding streets as defined in the County Comprehensive Plan.
2. The request does not result in the use of any residential street for non-residential traffic.
3. Consideration of future circulation needs in the surrounding area has been considered through right-of-way dedication and off-site improvements if warranted.



Camp Naco will generate periodic traffic increases but will not result in the need to change the functional classification of either Newell Street or Willson Road. Further, visitor traffic is unlikely to utilize local neighborhood streets unless visitors intentionally choose to travel to the old business district or cross the international border. The applicant provided preliminary trip estimates with their application – more substantive analysis of this date will occur during permitting to determine if off-site traffic control improvements are required. Trip estimates suggest a potential of 13,000 site visitors per year (36 visitors/day and 24 vehicles/day), not including employees. Trip counts are projected to increase during special or commemorative events. Special events are limited to one per month at a maximum capacity of 400 participants with about 267 vehicles, assuming 1.5 person per vehicle. Proposed on-site parking totals 251 spaces, exceeding the one space per 500 square foot of gross floor area and exterior exhibit area required by the zoning regulations.

5. Adequate Services and Infrastructure: Complies

Camp Naco, which is owned by the City of Bisbee, falls within the Naco Fire District service area and has received a will serve letter from the district. Southwest Gas has also provided a will serve letter, and Arizona Public Service will provide power to the site. Naco Water Company aka Hearthstone Water and Naco Sanitary District will provide water and sewer service though a private well may be a viable alternative for water. Water, sewer, and power connections are not currently in place. Site access is from Newell Street and Willson Road, two improved, county-maintained roads.

6. Significant Site Development Standards: Complies

Development standards contained in Section 2.18, 2.45, 2.51, and 2.54 (setbacks, height, lot coverage, lighting, site development standards, signage) apply to this project as the applicant has not requested waivers from these standards. The project complies with most if not all bulk standards even though building footprints area largely established. New

structures are subject to these standards. Typical special use concerns such as noise, odors, vibrations, on-site parking, traffic increases, and lighting are addressed in the special use application and supplemental materials.

7. Public Input: Complies

Section 2.48.160 of the Zoning Regulations states, "If public concerns have been raised, it is fair to ask if the applicant has made a reasonable effort to through the Citizen Review letters to surrounding 500' on March 26, 2024, and did not receive concerns or opposition.

Beginning in February 2023, ten outreach meetings have taken place

to promote community input and equity into the Camp Naco redevelopment project, most of which have been in-person meetings in the Naco area. A website was established in March 2024, to encourage continuous and convenient public comment on the project. Participating community members have identified several priorities: fire safety; wind effects; water usage; entry cost; site security; lighting; and, traffic generation and pedestrian safety.

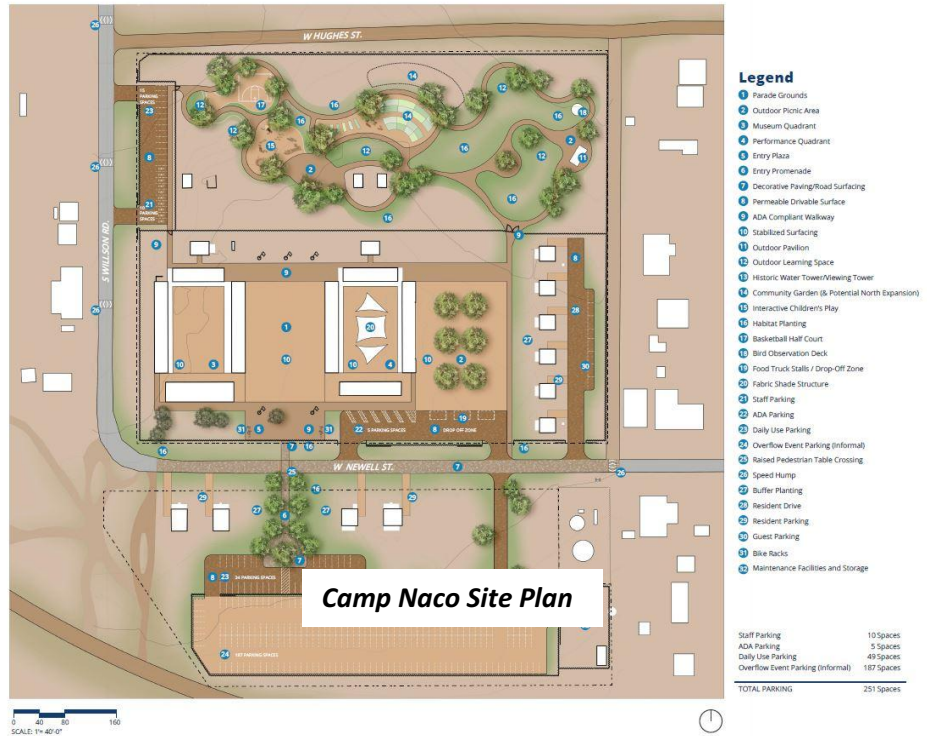
8. Hazardous Materials: Complies

Hazardous or dangerous materials are not proposed for this special use.

9. Off-Site Impacts: Complies

Off-site impacts are largely mitigated by site improvements proposed by the applicant in accordance with the zoning regulations. Compliance with applicable standards such as parking, landscaping, lighting, and signage will be further evaluated during the plan review and permitting process. Since the property will retain its residential zoning classification and residences are nearby, Staff recommends conditions relative to operating hours to mitigate noise impacts potentially generated by outdoor activities within the Camp Naco campus. Multiple single family residences are within 100' of Camp Naco.

10. Water Conservation: Complies



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County-wide and Sierra Vista Sub-Watershed Overlay Zone water conservation requirements identified in Section 2.51.170 of the zoning regulations apply to non-residential uses and properties, including this project. These include drought tolerant vegetation identified on the county's plant list for landscaping; non-erosive, soil stabilizing ground cover materials; misters are prohibited; new water features must utilize harvested rainwater. The applicant proposes numerous strategies to limit water consumption, including low-flow/high efficiency bathroom fixtures, drought-tolerant landscaping, rainwater harvesting with 100,000 GL capacity, permeable parking surfaces, and site grading that encourages storm water infiltration through on-site detention.



V. PUBLIC COMMENT

Staff mailed neighborhood letters to property owners within 500', posted the property, and published legal notice May 22-23, 2024.

VI. WAIVERS

The applicant has not requested waivers. Site development standards identified in the zoning regulations such as lighting, parking, landscaping, and signage remain in effect.

VII. SUMMARY AND CONCLUSION

The applicant requests special use authorization for the rehabilitation and redevelopment of historic Camp Naco, utilizing \$8.1M in public and private funding. Given the site's residential zoning, a special use is required for redevelopment of the historic site and implementation of new uses that include museum, gift shop, library, bookstore, art studios, classrooms, community gathers space, and outdoor recreational facilities. The project will be phased with an estimated timeline of August 2024 through December 2026, with additional restoration of former living quarters based on future funding. Approximately 20 existing structures will be rehabilitated or rebuilt along with new structures supporting maintenance operations and accessory structures such as a pavilion, playground, bird observation deck, ½ basketball, and rainwater harvesting tank. Approximately 70 visitor, employee, and resident parking spaces and an additional 187 overflow parking spaces are provided on-site.

Factors in Favor of Approval

1. Complies with nine (9) of nine (9) applicable factors.
2. Community resource that captures Camp Naco's unique history and provides learning and social space for residents and visitors.

Factors Against Approval

None identified.

VIII. RECOMMENDATION

Based on the factors in favor of approval, staff recommends approval of Docket SU24-08 for the restoration and redevelopment of Camp Naco with the following conditions:

1. Buildings on the main campus are accessible between 7:00am to 7:00pm seven days per week. Outdoor learning and recreational areas on the north end of the campus are accessible between sunrise and sunset seven days per week. Special or commemorative events may occur no later than 8:00pm Sunday through Thursday and 10:00pm Friday and Saturday.
2. Within 30-days of approval of the Special Use, the applicant shall provide the County a signed Acceptance of Conditions form and a Waiver of Claims form arising from ARS Section 12-1134. Prior to operation of the Special Use, the applicant shall apply for a building/use permit for the project within 12-months of approval. The building/use permit shall include a site plan in substantial conformance with the approved special use concept plan, the completed Special Use permit questionnaire and application, and appropriate fees. A permit must be issued within 12-months of the Special Use approval otherwise, the Special Use may be deemed void upon 30-day notification to the applicant.
3. It is the applicant's responsibility to obtain any additional permits, or meet any additional Conditions, that may apply to the proposed use pursuant to other federal, state, or local laws or regulations.
4. Any changes to the approved Special Use will be considered a Modification to this Special Use and will require review and approval of the Planning and Zoning Commission.

Sample Motion

Madam Chair, I move to approve Docket SU24-08 with conditions of approval recommended by staff, the factors in favor of approval constituting the findings of fact.
