



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: SU25-01 (Bowie Truck Stop)
DATE: March 12, 2025

Docket SU25-01 (Bowie Truck Stop)

A Special Use Authorization request for a truck stop near Bowie. The applicant has also applied for a concurrent Comprehensive Plan amendment and rezoning to General Business District (*Dockets CPA25-01 and RZ25-02*).

I. DESCRIPTION OF SUBJECT PARCEL AND SURROUNDING USES

Applicant: Sunaka LLC c/o Om Parkash
Location: I-10 Business Loop Near Exit 362
APN: 302-15-001D (83.4 acres), 001H (.6 acres), 011 (14.7 acres), and 013D (2.7 acres)
Property Size: 101.4 acres
Zoning: RU-4 (*proposed GB*)
Plan Designation: Rural (*proposed Developing*)
Growth Area: D – Rural Areas (*proposed C – Rural Community Areas*)
Existing Use: Convenience Store, MH/RV Park, Undeveloped
Proposed Use: Convenience Store, MH/RV Park, Truck Stop (Fuel, Parking, Repair)

Surrounding Zoning and Uses

North	RU-4	Undeveloped, Agriculture
South	RU-4	Undeveloped, Agriculture
East	RU-4	Undeveloped
West	RU-4	Undeveloped

II. SITE HISTORY

- Single family residence (1974); MH/RV park (1976); retail store (1977)
- 1985 – Special use for fuel sales (#SU-85-08)
- 1996 – 1.72 acres out of APN 302-15-013D rezoned to GB (Z-96-21)
- 2020 – replace fuel storage tanks (#CP20-00000495)
- No active code compliance actions

III. SPECIAL USE AUTHORIZATION REQUEST

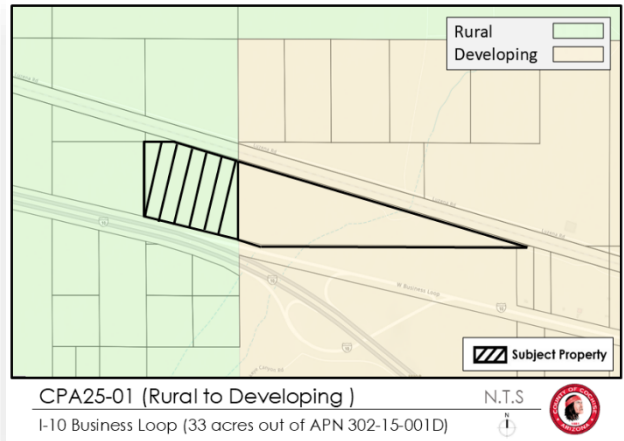
The applicant requests a special use to allow a truck stop. Services include fuel center, truck repair with tire shop, and overnight parking. Existing convenience store, MH/RV Park, and single family dwelling will remain in use.

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. These factors 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, seven (7) factors apply to this special use request with all applicable factors complying with conditions:

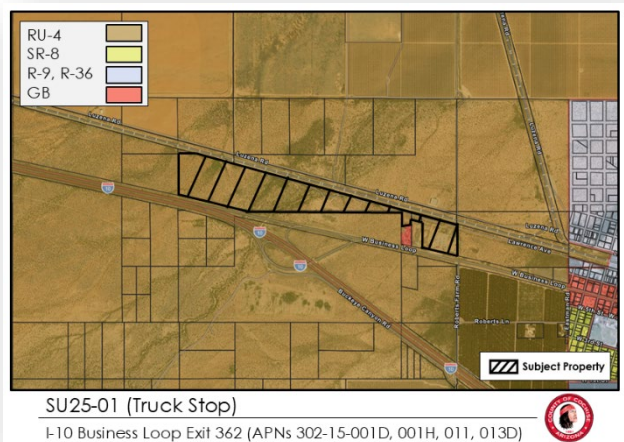
1. Compliance with Duly Adopted Plans: Partially Complies

Most of the applicant’s property is designated *Developing* and *Category C (Rural Community Areas)* by the Comprehensive Plan. The project site totals about 101 acres with a portion of tax parcel 302-15-001D having split designations (33 acres are designated *Rural* and *Growth Area D (Rural Areas)*). The proposed special use is contingent on a successful rezone to General Business (GB), as truck stops are not permitted in Rural zoning districts even with special use approval. The project site is in an appropriate location for amended land use designations and GB zoning given its location along a major roadway, Interstate 10, and in an area with established business uses and few residential land uses.



2. Compliance with the Zoning District Purpose: Complies with Rezone to GB

Rural districts allow non-residential activities that provide services serving local needs, recreational support services, and are generally compatible with rural living. These zoning districts, which range in site area from 2 acres to 36 acres, allow residential and non-residential uses compatible with an area’s rural character. Special uses that may be described in these terms relative to the applicant’s request are contractor yards, service stations, and auto repair shops.



The applicant requests a special use for a truck stop with a concurrent rezone to GB since this use is not allowed in rural zoning districts. Truck stops are defined as:

Buildings or premises in which or upon which a business, service, or industry involving the maintenance, servicing, storage, or repair of commercial vehicles is conducted or rendered, including the dispensing of motor fuel or petroleum products directly into motor vehicles, the sale

of accessories or equipment for trucks and similar commercial vehicles. A truck stop may also include overnight accommodation, convenience stores, and restaurant facilities.

The GB zoning district serves to support intense non-residential uses in areas with access to major streets and highways and having adequate size for off-street parking and vehicle stacking to reduce traffic-related obstruction or congestion on adjacent roadways. Additionally, GB is a function zoning district between rural and residential districts and industrial districts, reducing potential incompatibilities between land use types. The proposed special use is appropriate in this location with an approved rezone to GB since it supports existing business uses, has access to a major roadway, and is not adjacent to established land uses that are demonstrably more intense or less intense than uses typically associated with a truck stop.

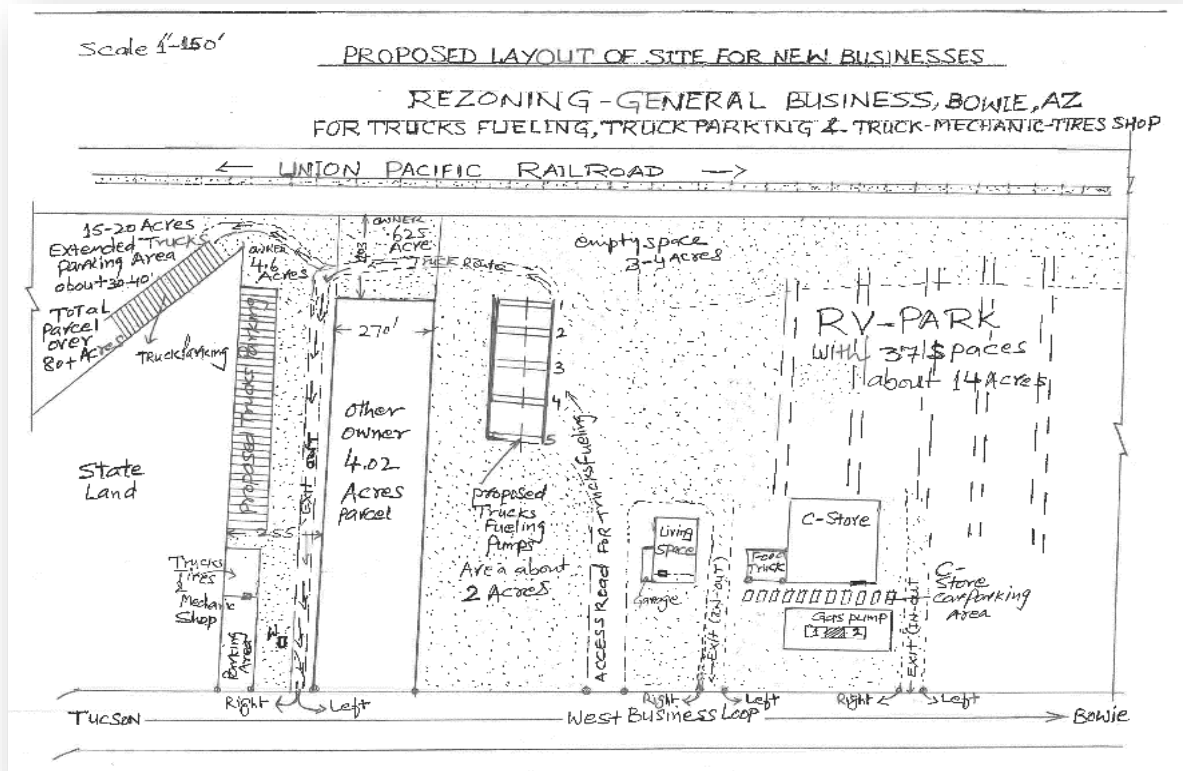
3. Development Along Major Streets: Not Applicable

The project site takes access from Interstate 10 Business Loop which is under Arizona Department of Transportation (ADOT) jurisdiction. Permitting requirements and potential off-site improvements will be determined by ADOT.

4. Traffic Circulation: Not Applicable

Tax parcels 302-15-001H, 011, and 013D access Interstate 10 Business Loop which is under Arizona Department of Transportation (ADOT) jurisdiction. The applicant has contacted ADOT's Southeastern District to discuss development plans, including new or relocated driveways and access alternatives for tax parcel 302-15-001D which is only accessible via an adjacent parcel also owned by the applicant. Permitting requirements and potential off-site improvements will be determined by ADOT.

Concept Plan



5. Adequate Services and Infrastructure: Complies

The zoning regulations includes this factor to measure the viability of a rezone to a more intensive zoning district and the uses that district would allow. Specifically, this factor considers impacts on roadways, infrastructure, and public facilities such as traffic volumes, roadway conditions, and required street, water, and sewer improvements. Given the property's location along both I-10 and the I-10 Business Loop, traffic and access-related issues will be addressed by ADOT and the applicant has begun those discussions with the State.

The site has existing water and sanitation systems supporting current business uses. Sanitation systems will undergo county review to identify if existing systems can support new habitable structures, currently proposed as a repair facility and tire shop. The only other structure proposed at this time is a diesel fuel canopy. The properties are located within the Bowie Fire District service area with the nearest fire station located on Chinchilla Street, approximately one mile east. Power to the site is provided by Sulphur Springs Valley Electric Cooperative (SSVEC).



6. Significant Site Development Standards: Complies

If the 101 acre project area is successfully rezoned to GB, future development must comply with applicable standards identified in the zoning regulations, notably Section 2.33 (*General Business Zoning District*) and Section 2.51 (*Site Development Standards*). Applicable standards include allowed uses and bulk standards such as setbacks, height, distances between structures, and maximum lot coverages. While a successful rezone to GB will legitimize existing convenience store and mobile home/recreational vehicle park uses, these uses may remain deficient with current development standards. Except for a portion of tax parcel 302-15-001D which contains about 25 acres within *Flood Zone A*, it is reasonable to assume most of the project area can comply with zoning regulation requirements.

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 address these concerns through the Citizen Review Process." The applicant mailed notices to property owners within 1500' on January 30, 2025, receiving not public comment.

8. Hazardous Materials: Not Applicable

The use of hazardous materials is not proposed for the property. Truck stops, including fuel centers and repair shops which may generate contaminants, are subject to State and federal permitting and licensing requirements.

9. Off-Site Impacts: Complies w/Conditions

This factor is intended to ensure adequate measures have been taken to mitigate off-site impacts such as noise, outdoor lighting, odors, smoke, traffic, and dust. See also Section 6 (Significant Site Development Standards):

- **Noise:** The most likely source of noise associated with the truck stop would be vehicular traffic, i.e., large trucks visiting the site for fuel and parking. This noise would be similar to the ambient noise generated by I-10 traffic.
- **Lighting:** New outdoor lighting relative to brightness and shielding is subject to Section 2.45 of the zoning regulations.
- **Odors and Smoke:** Truck stops generate significant odors from large vehicles and fuel islands; however, these odors are likely negligible given the property's location along Interstate 10 and absence of residential development within a ½ mile of the project area.
- **Parking:** Adequate parking is available onsite and the applicant does not propose off-site parking. The property will be located within *Growth Area C* with a successful Comprehensive Plan amendment, which does not require improved parking or driveway areas; however, as the use is commercial and likely to generate a larger number of vehicle trips, Staff recommends improving parking areas and driveways to reduce dust.
- **Landscaping:** Landscaping is not required for properties located in *Growth Area C*; however, landscaping in conjunction with sight obscuring fencing to screen outdoor storage areas and refuse containers is recommended.
- **Traffic:** New driveways or modifications to existing driveways and potential off-site improvements will be determined by ADOT.

10. Water Conservation: Complies

County water conservation requirements apply to non-residential uses and properties. Section 2.51.170 of the zoning regulations requires water saving strategies and applicable water conservation regulations and policies identified in the zoning regulations and comprehensive plan are typically identified at permitting. Required water conservation measures will be identified during the permitting process.

V. PUBLIC COMMENT

Staff mailed notices to owners within 1500', published legal notice, and posted the properties February 14-19, 2025.

VI. WAIVERS

None.

VII. SUMMARY AND CONCLUSION

The applicant requests special use authorization approval to allow a truck stop with new fuel pumps, a truck repair facility, and tire shop. The site has an existing convenience store with fuel sales and mobile home/recreational vehicle park that date to the 1970's. There is a single family dwelling on the site also dating to the 1970's. The property is located along Interstate 10 Business Loop with a small portion to the west along Interstate 10 and bound by public land to the north and south and undeveloped properties to the east and west. The nearest residence other than the applicant's is more than ¼ mile to the southeast and the project site is approximately ½ mile from dense residential development within Bowie.

Factors in Favor of Approval

1. Complies with all seven (7) applicable factors with conditions.
2. Intense business uses are appropriate along major roadways.
3. No opposition from nearby property owners.

Factors Against Approval

1. Concept plan does not include entire project site.
2. Approximately 25 acres of the project site is located within a flood plain, potentially constraining development.

VIII. RECOMMENDATION

Based on the factors in favor of approval, staff recommends approval of Docket SU25-01 to allow a truck stop subject to the following conditions:

1. The use of tax parcel 302-15-001D beyond what is described on the applicant's concept plan requires a revised concept plan showing proposed development for that parcel and an approved special use modification.
2. Clearing and Floodplain Use Permits are required.
3. Sight-obscuring fencing and landscaping shall be used to screen outdoor storage areas and refuse containers.
4. Parking areas and driveways shall be improved 2-inch gravel and driveways shall be chip-sealed to reduce dust. Truck parking shall be limited to 30 spaces on tax parcel 302-15-013D and 40 spaces on tax parcel 302-15-001D.
5. 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 24-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 24-months of the Special Use approval otherwise, the Special Use may be deemed void upon 30-day notification to the applicant.
6. 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.
7. 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

I move to approve Docket SU25-01 with conditions recommended by staff, the factors in favor of approval constituting the findings of fact.