



## Development Services

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### MEMORANDUM

**TO:** Cochise County Planning and Zoning Commission  
**FROM:** Matthew Taylor, AICP, Planning Manager  
**FOR:** Christine McLachlan, AICP, Director  
**SUBJECT:** Docket RZ25-10 (Highway 80 Commercial)  
**DATE:** August 13, 2025

### Docket RZ25-10 (Highway 80 Commercial)

The applicant requests rezoning approximately 27 acres from RU-4 (Rural District, one dwelling per 4 acres) to GB (General Business District). The property is located along the south side of Highway 80 about ¼ mile west of Plantation Road near Douglas.

### I. DESCRIPTION OF SUBJECT PARCEL AND SURROUNDING USES

Applicant: Alfonso Munoz  
Location: Highway 80, between Plantation Road and Kings Highway  
APN: 408-11-009  
Parcel Size: 27 acres  
Current Zoning: RU-4  
Proposed Zoning: GB  
Growth Area: B – Community Growth Areas  
Plan Designation: Developing  
Area Plan: None  
Existing Use: Undeveloped  
Proposed Use: Undetermined

### Surrounding Zoning and Land Uses:

North	RU-4	Undeveloped, Single Family Residences
South	RU-4	Undeveloped
East	RU-4	Undeveloped
West	RU-4	Undeveloped

### II. PARCEL HISTORY

- No active code compliance actions

### IV. COMPLIANCE WITH REZONING CRITERIA

Section 2.63.080 of the zoning regulations requires zoning district boundaries be in accordance with Comprehensive Plan land use and growth area designations, and the requested GB zoning is consistent with the Plan (*Developing, Growth Area B*). Based on the application submittal, 14 of 15 factors apply to this rezone with all factors currently complying or to be validated at permitting:

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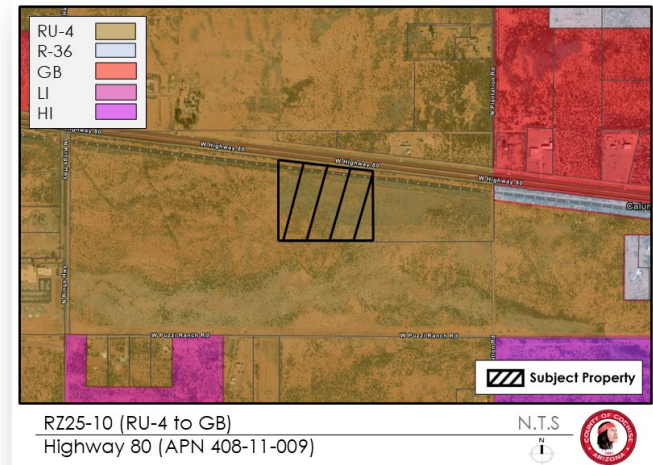
**1. Adequate Land Use/Concept Plan: Does not Comply**

The applicant did not provide a concept plan with the rezoning application. Future land uses have not been identified.

**2. Compliance with Applicable Site Development Standards: Complies**

If the 27 acre site is successfully rezoned to GB, future development must comply with applicable standards identified in the zoning regulations, notably Section 2.33 (*Light Industry Zoning District*) and Section 2.51 (*Site Development Standards*).

Applicable standards include allowed uses and bulk standards such as setbacks, height, distances between structures, maximum lot coverages, parking, screening, and landscaping. Other requirements such as building codes, floodplain regulations, and potentially land division/subdivision regulations will also apply, possibly transitioning to City of Douglas requirements should the properties be annexed in the future. It is reasonable to assume the parcel is developable and will comply with applicable zoning regulation requirements based on its land area and location along Highway 80.



**3. Adjacent Districts Remain Capable of Development: Complies**

All adjacent parcels are zoned RU-4 and also designated *Developing* and *Growth Area B* by the Comprehensive Plan. These properties are also candidates for future rezonings to non-residential zoning districts since all business and industry zoning districts are consistent with current Plan designations. More restrictive use and development standard provisions apply to intense business or industry zoning districts and not on neighboring parcels with less intense rural zoning regardless of development status.

**4. Limiting Creation of Nonconforming Uses: Complies**

Rezoning the parcel to GB will not result in the creation of nonconforming uses since the property is without established uses and permanent structures.

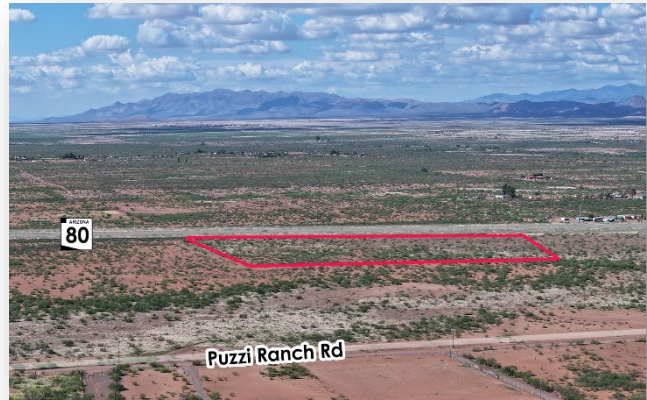
**5. Compatibility with Existing Development: Complies**

Adjacent parcels appear to be used for grazing but otherwise have no established uses or permanent structures. The nearest residential properties are located to the north across Highway 80 (3252 and 3360 Highway 80) with one residence located within 500 feet of the subject property. There are several residences between  $\frac{1}{4}$  and  $\frac{1}{2}$  mile to the south along Puzzi Ranch and Plantation Roads. Future development of the site is subject to Sections 2.33 and 2.51 of the Zoning Regulations which identify applicable site development standards such as setbacks, height, lot coverage, parking, and landscaping.

**6. Rezoning to More Intense Districts: Complies**

Rezones to more intense zoning districts are required to demonstrate that adjacent, less intense zoning districts and uses are protected. The zoning regulations require the following considerations:

- The proposed District is buffered by an intermediate District of sufficient size to provide a reasonable transition of intensity from the existing area (as a guide, a reasonable transition is considered to be a difference of intensity or density of two levels as defined in Paragraph 2).
  - *The parcel is adjacent to undeveloped rural land, much of which is also designated Developing by the Comprehensive Plan, allowing upzones to more intense business and industry zoning districts. The nearest business-zoned properties are located approximately 1/3 mile east of the property at the northeast corner of Highway 80 and Plantation Road. It is expected lands south of Highway 80 between Plantation and James Ranch Roads will develop with non-single family residential business and industrial uses.*



- The proposed District is a reasonable extension of a similar density District within the area.
  - *Land south of Highway 80 from James Ranch Road east are likely to develop with a mix of business and industrial zoning to facilitate development compatible with the new commercial Port of Entry. Adjacent properties are zoned rural but current Comprehensive Plan designations allow these properties to also be rezoned to a business or industry district. There are several parcels along the north side of Highway 80 from County Hospital Road to Kings Highway with GB zoning. The county anticipates a continuation of rezoning applications to rezone the area bound by Plantation and James Ranch Roads to the east and west and Highway 80 and the international boundary to the north and south as a result of the new Port.*
- The proposed District provides a transition between an existing less intense District and a more intensive District or an arterial street; or, the proposed District is designed to provide adequate protection to the adjacent less intense development in the form of enhanced screening, landscaping, setbacks, large lot size, building orientation, or other design measures. (Note: When an HI District is proposed in a Comprehensive Plan Rural Area, this factor may be the only applicable factor because it is unlikely that a reasonable transition can be provided between the existing Rural Zoning District and the HI District.)
  - *The property is in an area that will undergo significant changes due to the new Port of Entry and is not adjacent to other properties with established residential uses requiring additional buffering other than what is already required by the zoning regulations. Lands east of Plantation Road are zoned a mix of higher density residential, business, and industrial and this is going to continue at least 1/2 mile west of the new Port at James Ranch Road. Lands west of the Port continue to be designated Rural by the Comprehensive Plan.*

#### **7. Adequate Services and Infrastructure: Complies**

The zoning regulations include 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 Highway 80, future access will be determined by ADOT and development will be influenced by the availability of water and sewer, likely to be provided by the City of Douglas. The property is located within the Arizona Public Service (APS) service area.

#### **8. Traffic Circulation: Complies**

New driveways require ADOT approval, and right-of-way dedications, off-site improvements, and traffic study type will be identified during ADOT's permit review and approval process.

#### **9. Development Along Major Streets: Complies**

The subject parcel has frontage along Highway 80, and future property access will be determined by the Arizona Department of Transportation (ADOT). ADOT may require dedications of right-of-way or easements along Highway 80 during the State permitting process.



#### **10. Infill Compatibility: Complies**

This factor applies to rezoning requests to General Business (GB), Light Industry (LI), or Heavy Industry (HI) zoning districts and encourages non-residential uses in area with established similar uses to reduce sprawl and potentially negative impacts on less intense, especially residential, land uses. There are no established residences on adjacent properties through adjacent properties are also candidates for rezoning to business or industrial zoning districts due to their Comprehensive Plan designations. Site development standards of the GB district contained in the in the Zoning Regulations, including setbacks, screening, and landscaping will apply to future development and these standards are more restrictive when adjacent to parcels zoned rural or residential.

#### **11. Unique Topographic Features: Complies**

Similar to infill compatibility above, this factor applies to rezoning requests to more intense business or industrial zoning districts and promotes protection of areas with unstable soils, steep slopes, washes, and floodplains. There are numerous topographical features in the vicinity but this property is not impacted by such features. Future development will comply with county zoning, building, engineering, and floodplain regulations unless first annexed by the City of Douglas.

#### **12. Water Conservation: Complies**

The property is located within the Douglas Active Management Area (AMA) and water/sewer may be provided by the City of Douglas in the future. County-wide water conservation requirements identified in the Zoning Regulations apply to non-residential uses and properties, including this project, and will be identified at permitting.

**13. Public Input: Complies**

The applicant mailed notices to property owners on December 12, 2025, and did not receive any responses. Staff mailed notices, published legal notice, and posted the properties July 18-23, 2025.

**14. Hazardous Materials: Not Applicable**

Uses involving the production or utilization of hazardous materials are not proposed. Future uses that could involve hazardous materials, such as manufacturing, require an approved Special Use Authorization.

**15. Planning Policies: Complies**

The requested industrial zoning is consistent with existing Comprehensive Plan designations (*Developing, Growth Area B*), which anticipate and encourage more intensive land uses for areas in transition and capable of accommodating future residential and non-residential growth.

**V. SUMMARY AND CONCLUSION**

The applicant requests rezoning approximately 27 acres to general business zoning to allow future commercial along Highway 80. The rezoning request is speculative as there are no specific uses identified for the property. The county's Comprehensive Plan anticipates non-residential development along the south side of Highway 80 from Highway 191 west to James Ranch Road; consequently, the requested zoning is consistent with current Plan designations. The property is about two miles northeast of the new commercial Port of Entry, and the county expects continued use-related applications in the vicinity of the new Port, specifically rezones to business or industrial districts in response to future commerce-related Port activities.

**Factors in Favor**

- Complies with all applicable factors.
- Commercial uses are appropriate along major arterials, highways, and freeways.
- No adjacent residences uses.
- No opposition received.

**Factors Not in Favor**

- Land use/concept plan not provided.

**VI. RECOMMENDATION**

Based on the factors in favor of approval, Staff recommends forwarding Docket RZ25-10 to the Board of Supervisors with a recommendation of approval without special conditions.

**SAMPLE MOTION**

I move to recommend approval of Docket RZ25-10 to the Board of Supervisors without special conditions, rezoning tax parcel 408-11-009 from *RU-4* to *GB*, the factors in favor of approval constituting findings of fact.