



## Development Services

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### MEMORANDUM

**TO:** Cochise County Planning and Zoning Commission  
**FROM:** Matthew Taylor, AICP, Planning Manager  
**FOR:** Christine McLachlan, AICP, Development Services Director  
**SUBJECT:** Docket RZ25-17 (SR 80/U.S. 191)  
**DATE:** December 10, 2025

### Docket RZ25-17 (SR 80/U.S. 191)

The applicant requests rezoning APN 408-16-009E from R-36 (Residential District, one dwelling per 36,000 square feet) to GB (General Business District). The property is located at the northwest corner of State Route 80 and U.S. 191 west of Douglas.

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

Applicant: Snell & Wilmer LLP  
Location: 2134 U.S. Highway 191 (NW Corner of Highways 80 and 191)  
APN: 408-16-009E  
Parcel Size: 102.2 acres  
Current Zoning: R-36  
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	R-36	Single Family Residential
South	R-36, HI	Undeveloped
East	GB	ADOT Facility, Undeveloped
West	R-36	Undeveloped

### II. PARCEL HISTORY

The site has two existing environmental monitoring wells dating to 1996-97.

### III. NATURE OF REQUEST

The applicant requests rezoning approximately 102-acres of undeveloped land west of Douglas from R-36 to GB. Future land use is undetermined.

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### **Mandatory Compliance**

Section 2.63.080 of the zoning regulations requires zoning district boundaries be in accordance with comprehensive or area plan designations. In this case, the proposed rezone to GB is consistent with existing *Developing* and *Growth Area B* Comprehensive Plan designations.

### **Compliance with Rezoning Criteria**

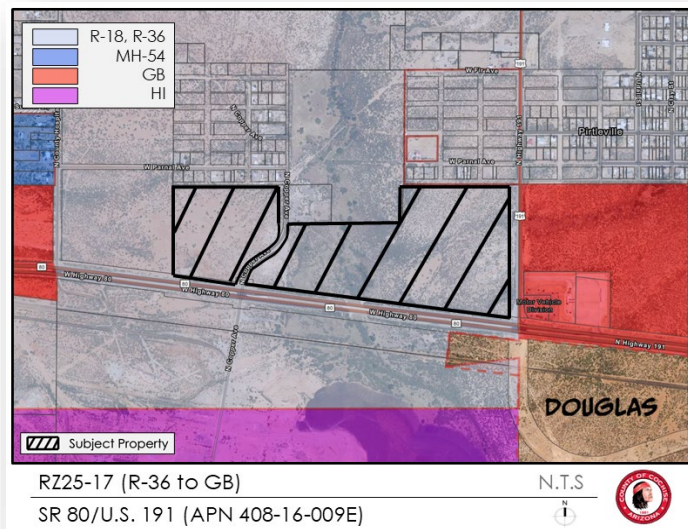
Section 2.63.080 of the zoning regulations provides fifteen (15) criteria for evaluating rezoning requests:

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

The applicant has not provided a land use/concept plan as a future use is yet to be determined. Future uses and site development are subject to County, State, and other applicable permitting requirements.

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

The property totals about 102 acres and will be subject to site development standards found in County zoning regulations if successfully rezoned to GB, including minimum setbacks, maximum height, required screening, maximum lot coverage, landscaping and other applicable requirements. It is reasonable to assume the parcel can support a variety of land uses and comply with applicable County regulations. Additionally, the property may have access to additional infrastructure, potentially being annexed into the City of Douglas prior to development.



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

The requested rezone to General Business does not prevent surrounding properties from being developed in a manner consistent with their R-36 and GB zoning classifications. Development limitations on adjacent land uses typically apply to properties being rezoned to a more intense zoning district and not those with existing residential or non-residential zoning districts yet to be developed. All adjacent parcels north of Highway 80 share the same Comprehensive Plan designations and some may be subject to rezoning requests from residential to business as Highway 80 continues to transition into a commercial corridor.

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

Rezoning the property to GB will not result in the creation of nonconforming uses since the property is undeveloped (the property is currently taxed as Agriculture/Vacant Land by the County).

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

Being at a hard corner, the subject property has adjacent properties along the west and north property lines. The 33-acre parcel to the west is undeveloped and also zoned R-36. Future land use designations for this parcel are also *Developing* and *Growth Area B*, so this property could be developed for residential use under its current zoning or potentially rezoned to business. There is another large undeveloped parcel

to the north (49-acres) is also zoned R-36 and has the same Plan designations but is severely impacted by a floodplain, which extends further south onto the subject property. This parcel may not be undevelopable but any future land uses would be limited and constrained.

The subject property is also adjacent to approximately 20 residential lots along the south side of Pirtle Avenue/Parnal Avenue (Calumet Addition (1904)). These parcels are zoned R-36, some of which are substandard, and with some having established residences. Per the plat these parcels are separated from the subject property by easements (30' on the west side, 60' on the east side). These parcels would be most affected by future non-residential development and the GB zoning district requires a 40' building setback and 6' solid screen when adjacent to residential zoning districts in *Growth Area B*. Staff has recommended an additional 20' landscape buffer for previous upzones to business or industrial along or near Highway 80 when the property has property lines with existing residences. The subject property also abuts a 5-acre utility site held by the City of Douglas.



## 6. Rezoning to More Intense Districts: Complies

This factor states that 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 subject property is to properties zoned residential but designated by the Comprehensive Plan as Developing, meaning residential or non-residential developed can be expected. There is no intermediate zoning district such as rural or neighborhood business. However, the property's location and the intersection of two highways suggest future commercial development or even multi-family uses would be appropriate given the site development standards found in the Zoning Regulations. Adjacent residential uses are to the north within the Calumet Addition subdivision. There are about 30 parcels along Pirtle Avenue/Parnal Street with ten having existing residences. Most of these residential lots do not meet the minimum 36,000 square foot site area requirement and are likely to remain undeveloped without a series of lot combinations executed through the County Assessor's office. In addition to zoning regulation standards, the presence of unimproved ROW, i.e., "paper streets," constitute additional buffering from potentially incompatible adjacent uses allowed by the General Business zoning district.*

- The proposed District is a reasonable extension of a similar density District within the area.
  - *Lands with existing GB zoning are to the east of the subject property, across U.S. Highway 191, and extend to a distance of one mile to Douglas Avenue. Land uses include non-residential (an ADOT facility) and residential though the majority of properties zoned GB are undeveloped. Lands with existing GB zoning to the west begin at County Hospital Road and extend about one mile to Plantation Road. There is a property zoned R-36 to the west of the subject property at the northeast corner of Highway 80 and County Hospital Road but rezoning that property to GB would also be consistent with Comprehensive Plan land use designations. There are also parcels to the west of Plantation Road along the north and south sides of Highway 80 that are zoned GB.*
- 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 subject property is at the intersection of two highways and in an area that is ripe for future development. The area west of Douglas extending to James Ranch Road will undergo significant changes due to the new Port of Entry and some parcels fronting these highways are adjacent to existing residences. The proposed GB zoning does not constitute a transition between less intense or more intense zoning districts and is not separated from the less intense R-36 zoning district to the west and north. However, applicable site development standards based on the proposed zoning district and growth area designation will mitigate most off-site impacts created by allowed GB land uses.*

#### **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 at the corner of SR 80 and U.S. 191, access along those highways will be determined by ADOT, and future development will be influenced by the availability of water and sewer, potentially provided by the City of Douglas. The property is located within the Arizona Public Service (APS) service area.

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

New driveways along Highways 80 and 191 are subject to Arizona Department of Transportation (ADOT) review and approval, and possible dedications of right-of-way (ROW), off-site improvements, and required traffic analysis will be identified during ADOT's permitting process. Accessing the property from Parnal Street via County Hospital Road would be discouraged, and proposed secondary access from Copper Avenue, a county-maintained Urban Local, would be subject to review and approval through the County's ROW permitting process.

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

The property has frontage along Highways 80 and 191 and may be limited to right turning movements only without off-site improvements such as dedicated turn lanes and traffic signals. More so than Copper Avenue, a significant floodplain effectively cuts the property into eastern and western portions with the

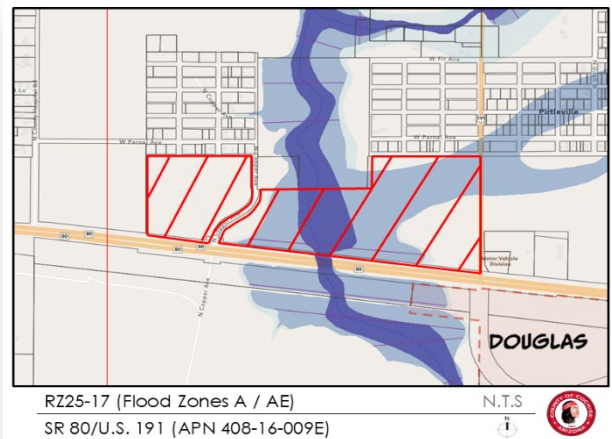
eastern portion fronting Highways 80 and 191 and the western portion having frontage along Highway 80 only. Future highway access will be determined by ADOT; secondary access from Copper Avenue would be reviewed by the County or potentially the City of Douglas.

#### 10. Infill Compatibility: Complies

Similar to other factors above, 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 areas with established similar uses to reduce sprawl and potentially negative impacts on less intense, residential land uses. The property is adjacent to other lands with GB zoning and other residentially zoned properties that are undeveloped. Larger adjacent properties that are undeveloped are also candidates for rezoning to business or industrial zoning districts due to their Comprehensive Plan designations. There are established residences to the north that may be impacted by future non-residential development of the site, but requirements in the Zoning Regulations, including setbacks, screening, and lighting apply to future development and are more intensive when adjacent to parcels zoned rural or residential. Future development will comply with applicable County zoning, building, engineering, and floodplain regulations unless the property first annexed by the City of Douglas.

#### 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 and this property has a significant floodplain to the east of Copper Avenue that impact future development of the site, which will comply with applicable County regulations unless first annexed by the City of Douglas.



#### 12. Water Conservation: Complies

The property is located within the Douglas Active Management Area (AMA) which involves an additional layer of water-related regulations by the Arizona Department of Water Resources (ADWR). County-wide water conservation requirements identified in Section 2.51.170 of the zoning regulations apply to non-residential uses and properties; future water conservation requirements will be identified at permitting though it's likely the site will not be developed until City of Douglas infrastructure is in place.

#### 13. Public Input: Complies

The applicant mailed notices to property owners within 750' on October 31, 2025, without receiving concerns by nearby property owners. Staff published legal notice, posted the property, and mailed notification letters to the same property owners from November 14-19, receiving inquiries but no written responses supporting or opposing the rezone.

#### 14. Hazardous Materials: Not Applicable

The applicants have not identified a future land use; however, manufacturing, processing, and other intense land uses involving hazardous materials are not permitted in the General Business zoning district.

#### 15. Planning Policies: Complies

A rezone to GB is consistent with Comprehensive Plan designations. The *Developing* designation generally describes areas experiencing non-rural growth that are characteristic of scattered residential and non-residential development while *Growth Area B* suggests areas with development potential due to improved streets and available infrastructure that serve as intermediate areas between growing urban areas and traditionally rural areas. The property is predominately located along a State highway and is at hard corner of two highways, suggesting viability for non-residential uses that support Plan goals of commercial development in areas with high visibility vehicular corridors, access to infrastructure, and that are large enough to support robust uses that can generate property and sales tax revenues for the County and nearby cities and towns.



#### **IV. SUMMARY AND CONCLUSION**

The applicant requests a rezone of 102.2 acres from residential to business at the intersection of SR 80 and U.S. 191 west of Douglas. Future use of the site is undetermined though non-residential and multi-family uses are appropriate along major roadways and at major intersections. The County continues to receive rezoning requests from rural and residential to business and light industrial zoning districts in anticipation of the new commercial Port of Entry on James Ranch Road south of Highway 80 and continued development along a major commercial corridor.

##### **Factors in Favor of Approval**

1. Proposed GB zoning is consistent with Comprehensive Plan future land use designations.
2. Complies with 13 of 14 applicable factors used to evaluate rezoning requests.
3. Business uses are appropriate along freeways, highways, and at major intersections.
4. Facilitate commercial development along the Highway 80 corridor.
5. No opposition from nearby property owners.

##### **Factors Against Approval**

1. Land use/concept plan not provided with application.
2. Established single family residences to the north along Parnal Avenue and Pirtle Street.

#### **V. RECOMMENDATION**

Based on the factors in favor of approval, Staff recommends forwarding the request to rezone tax parcel 408-16-009E from R-36 (Residential District, one dwelling per 36,000 square feet) to GB (General Business District) to the Board of Supervisors with a recommendation of approval with the following special condition:

1. A 20' landscape buffer is required at the time of development along property lines adjacent to Calumet Addition.

**Sample Motion**

I move to recommend approval of Docket RZ25-17 to the Board of Supervisors with the special condition recommended by staff, rezoning tax parcel 408-16-009E from R-36 to GB, the factors in favor constituting the findings of fact.

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