

City of Bisbee General Plan Update 2015

Recommended for Re-adoption with minor amendments by Planning and Zoning Commission: July 16th 2015

Re-adopted with minor amendments by City Council:

City of Bisbee General Plan

Title 9 of Arizona Revised Statutes (ARS) requires that all municipalities in the state adopt, and from time to time, amend a planning document called a General Plan. A General Plan is a set of studies and policies that provide “a comprehensive, long-range general plan for the development of the municipality” (ARS 9-461.05A). General Plans, sometimes referred to as “comprehensive plans,” include “a statement of community goals and development policies,” and “shall include maps, any necessary diagrams and text setting forth objectives, principles, standards and plan proposals” (9-461.05C).

General Plan Update 2004

Bisbee’s last General Plan amendment was adopted by the Mayor and Council in 2004. By statute the Plan must be amended or re-adopted every ten years. Because of the economic downturn in 2010, the legislature extended the time period for this action for all cities and counties until July 1, 2015 (Section 3 of HB 2145, Session Laws 2010, Ch. 175).

As such, the Planning Commission has undertaken the task of updating the plan and preparing it for formal action by Mayor and Council.

The City of Bisbee commissioned The Planning Center to complete the 2004 update, and this Tucson-based consulting firm performed exemplary work for the City. The work before the Commission, Council and voting public is made easier in 2015 by the City’s investment in the 2004 update, which resulted in a two-volume work that lives up to the Plan’s “comprehensive” namesake.

General Plans Explained

General Plans are not regulatory documents with administrative force of law. Rather, a General Plan is a policy document that provides a comprehensive inventory of existing conditions within the municipal jurisdiction, and derives from these a set of policies that ideally would be implemented as regulations over time and factor into decision-making by the city. The General Plan can be considered a work plan with a 10-year horizon, in which the policies are implemented in the form of amendments to ordinances, such as the Subdivision or Zoning Regulations, or the Building Code. Other means of implementation may include discretionary decisions made by Mayor and Council regarding new development and transportation, amendments to the Capital Improvement Plan, recommendations for funding strategies for such improvements, or acquisition of land for parks and recreation uses.

In order to make sound policy recommendations, it is vital that a General Plan take into account the facts on the ground. Bisbee is fortunate to have had a comprehensive assessment of existing conditions included in its 2004 General Plan update. This inventory is provided in Volume One of the General Plan. Because Volume One provides an inventory and general narrative speaking to existing conditions within the City, rather than specific policy recommendations, this portion of the Plan does not require formal action through Mayor and Council, but may simply be revised to account for changes within the since 2004. The update of Volume One was completed in December of 2014.

Volume Two, on the other hand, does require formal ratification, because in Volume Two are found the policies that derive from the conditions described in Volume One. Such policies would ideally be implemented in the form of regulations, public expenditures, or land acquisitions, and a broad consensus of elected officials and their constituents is thus required by state law. The ratification process includes public meetings to gather citizen input on the policy proposals, followed by duly-noticed public hearings before the Planning Commission, and a two-third majority vote by Mayor and Council at a public hearing. Ratification by the voters in a regular or special municipal election is *not* required for the City of Bisbee because the city fails to meet the 2% growth rate per year threshold set forth in statute (ARS 9-461.06M).

Public Participation

A public participation plan was adopted in 2003 by Mayor and Council for the adoption of the 2004 General Plan. The goal, as set in statute, is “to provide effective, early and continuous public participation in the development and major amendment of general plans from all geographic, ethnic and economic areas of the municipality” (ARS 9-461.06.C.1). While the re-adoption of this plan with minor amendments doesn’t constitute a ‘major amendment’ nor a completely new plan, it is important that the city provides opportunities for its residents and businesses to give input and feedback.

Public input has been sought and received for the 2015 plan update through social media, newsletters, and public meetings with the Planning Commission. In addition, input on amending policies was received from the I-Bisbee (Economic Development) Committee and requested of the city’s Sustainability Commission as well as input from entities like SEAGO, ADOT, Public Works, Cochise County, utility companies, Freeport-McMoRan and others.

Volume One Changes

Volume One has been amended by members of the Commission and City Community Development and Public Works staff as an updated inventory of existing conditions. The Commission has also shortened the document, provided 2010 Census data, made minor cosmetic changes and grammar corrections as needed, eliminated superfluous language duplicated from other documents such as old iterations of the County Comprehensive Plan, and has generally attempted to make Volume One more concise, up to date and readable.

A copy of Volume One is available on the City of Bisbee website:

<http://www.bisbeeaz.gov/DocumentCenter/View/1141>

Volume Two Changes

Volume Two provides policies and implementation strategies derived from the survey of existing conditions, as well as input from stakeholders in 2003, 2014 and 2015. These include, first and foremost, the citizens of the City of Bisbee, but also include recommendations from the iBisbee economic development committee, the Airport Advisory Committee, the Planning Commission, Public Works, and Cochise County.

Amendments – Volume 2

GENERAL

1. All footnote references to “City of Bisbee General Plan Update 2003” will now be referred to as “City of Bisbee General Plan Update 2015.”
2. All references in Volume Two to “Phelps Dodge” will now refer to Freeport-McMoRan, Freeport, or FMI.
3. All references to the 2003 list of Bisbee City Council members, staff, Planning Center personnel, and General Plan Steering Committee will remain for posterity and will be amended with the following updated staff, citizens and personnel who participated in the update of the 2015 plan:

The City of Bisbee City, Arizona

Ron Oertle, Mayor

Gene Connors, Ward 1 Council Member

Serena Sullivan, Ward 1 Council Member

Douglas Dunn, Ward 2 Council Member

Joan Hansen, Ward 2 Council Member

Anna Cline, Ward 3 Council Member

Shirley Doughty, Ward 3 Council Member

Jestin Johnson, City Manager

Tom Klimek, Director of Public Works

Joe Ward, Zoning Enforcement

Corinna Carbajal, Programs/Grants Administrator

Ashlee Coronado, City Clerk

Nina Williams, Deputy City Clerk

Mark Apel, Chair, Planning and Zoning Commission

Keith Dennis, Vice-Chair, Planning and Zoning Commission

Stanley Stern, Chair, I-Bisbee Economic Development Commission

BISBEE’S PLANNING AREAS

Historic Old Bisbee Planning Area: p. 22

(Only amended/modified text addressed herein: Additions in Bold, Deletions in Strikethrough)

~~In terms of sanitary sewer infrastructure, sewer pipes in Old Bisbee were originally installed in the early 1900s and much of the system is severely compromised. Due to sewer system conditions, there is a moratorium against further development of the area. It is anticipated that has sewer system improvements are completed, the area will be able to sustain additional development. In addition to sewer system conditions, the Samuel Gulch drainage system within this planning area is severely compromised and needs upgrade.~~

In 2003 and 2004 design was started on a new Wastewater Treatment Facility (WWTF) and the major Interceptor, Trunk and Collection Sewers in Old Bisbee, Warren and San Jose sections of the City of Bisbee. The improvements were completed in 2006 and the moratorium on new hook-ups was lifted. At present the city is served by a sewer collection system that varies widely in age and condition and in time the lateral sewers in each section

of the city will need to be replaced. Currently, wastewater from the three (3) sections of the city is collected and transmitted to the San Jose Wastewater Treatment. This facility is currently solar powered. Once Old Bisbee is complete, the lateral sewer lines in Warren and San Jose will need to be assessed.

Saginaw Planning Area: p. 24

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

The City of Bisbee Mayor and Council adopted the Saginaw Revitalization Plan September 17, 2002. This plan provides guidelines for neighborhood revitalization. Due to the continuous efforts of the Saginaw Neighborhood Organization, Saginaw has been awarded several grants for some of its redevelopment efforts, **including a Community Development Block Grant that was completed in 2012**. As a result, revitalization efforts ~~are underway~~ **have taken place**.

Warren Planning Area: p. 24

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

~~New development is restricted within this planning area due to sewer deficiencies. Due to sewer system conditions, there is a moratorium against further development of the area.~~

San Jose Planning Area: p. 25

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

San Jose is identified as one of the two growth areas for Bisbee in Cochise County Comprehensive Plan. Highway 92 transverses the San Jose planning area. This area also includes smaller boroughs such as Don Luis and Huachuca Terrace along Naco Highway and encompasses one of the two growing areas of the City of Bisbee. The new San Jose Sewer Treatment facility **in operation since 2006**, will further enhance sewer capacity for new development to occur. Few miles away from the Naco port of entry into the United States, this planning area will benefit from a tourist oriented shuttle service connecting to "Historic Bisbee." Highway 92 connects the City of Bisbee with Sierra Vista and Fort Huachuca employment centers.

~~Because of development at Naco, the rail port of entry could become a major transportation route to relieve some of the pressure on Nogales. Should this happen, Bisbee should be on a major route between Mexico and Interstate 10.~~

Bisbee Municipal Airport Growth Area: p. 27

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

This planning area provides an opportunity for the identification of airport compatible uses that may benefit from locating near the facility; an example of an airport compatible use is the Bisbee Airpark located at the north end of the airport, which provides commercial hangers for rent or lease. ~~Bisbee Airport has approximately 19 acres of land available for commercial development.~~ **The city owns approximately 80 acres of land adjacent to the airport that may be suitable for light to heavy industrial development as part of a larger economic development strategy. The parcel, under the county's jurisdiction, is currently**

zoned RU-4 and would need to be zoned to Light Industrial. A survey and soils report were conducted in 2012 on behalf of the city. Adequate airport facilities are an important and undeniable factor in the consideration of site selection by new industry and commerce, and are a positive influence on tourism and the general economic health of the area.

LAND USE ELEMENT

General Land Use Goals & Policies

GOAL 2: p. 35

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

Establish land use controls that provide a balance of land uses, provide housing diversity to sustain a range of economic capabilities, preserve and enhance existing neighborhoods, support youth and senior activities and recreation needs, promote economic development, infill development and redevelopment, appropriately manage new growth, and protect the cultural resources and natural environment to develop an economically viable **and resilient** community **in the face of changing economic and climatic circumstances**.

Objective 2-1: Promote orderly growth and efficient use of land.

Policy 2-1q: **Develop and adopt a sustainability plan that promotes, fosters and facilitates a more efficient and sustainable use of city resources with regard to procurement, investment, infrastructure, solid waste, water supply, water quality, and energy consumption.**

Historic Old Bisbee Planning Area Goals & Policies

In July of 2006, the city and citizens of Bisbee, along with the National Park Service, Arizona Depts. of Tourism, Environmental Quality, Tourism, Commerce, State Parks and National Trust for Historic Preservation, participated in four days of discussions, presentations, walking tours and designs for the future development and preservation of Old Bisbee. This 'charrette' resulted in numerous recommendations about parking structures, a civic center, infill/redevelopment, and 'gateway' development in Old Bisbee. The document covering this process and results, *Bisbee Civic Town Plan: Planning the Past, Saving the Future* can be found online at: <http://www.bisbeeaz.gov/DocumentCenter/View/1146> and should be referred to when reviewing any development proposals in Old Bisbee.

GOAL 5: p.39

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

Encourage and promote retaining the small town character of this area.

Objective 5-1: Support enhancements within the Historic Old Bisbee Planning Area that serve Bisbee's residents,

reduce automobile use and air pollution, improve delivery of public and private services, increase tourism and visitors, maintain inviting places to live, work, retire, and relax and preserve the historic and small town character of this planning area.

- Policy 5-1a: Maintain Historic Old Bisbee’s retail core as the primary regional mixed-use activity center for tourism, legal, **arts and** culture, heritage, alternative health care, **lodging, restaurants, entertainment,** and historic residential neighborhoods.
- Policy 5-1c: Support upgrades to infrastructure, stair system, retention walls, sidewalks, street lighting, Mule Gulch drainage system, **streets, city parks** and parking areas that are compatible with the historic character of this planning area.
- Policy 5-1d: Promote retail and other infill private sector development that complements and supports the existing Historic District, **developing Bisbee as an overnight visitor destination as well as a destination for Sonoran shoppers.**
- Policy 5-1i: Support land use, transportation, circulation, **trails,** and urban design improvements that will enhance the historic and cultural quality within this area and that will link this activity center with other areas of the City.
- ~~Policy 5-1k: Work with local non-profit groups such as Save our Stairs to repair stairs in Old Bisbee planning area.~~
- Policy 5-1l: Work with local grassroots organizations and non-profit groups to identify funds for the restoration and repair of all sidewalk systems **and stairs** within old Bisbee, and incorporate ADA standards
- ~~Policy 5-1m: Continue conversations with ADOT regarding the utilization of ADOT Transportation Enhancement grant funds for the creation of a pedestrian mall.~~
- Policy 5-1n: Work with the County, **Freeport-McMoRan, private land owners** and BLM to develop existing and new scenic trails for hiking in the Old Bisbee planning area.
- Policy 5-1o: Facilitate the development, placement and maintenance of public art.**

Historic Warren Planning Area Goals and Policies

Goal 6: p. 41

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

Support established residential, service, commercial, office, and governmental land uses within the Warren area. ~~while minimizing infrastructure needs and transportation demands.~~

Objective 6-1: Support Historic Warren as an established community area.

Policy 6-1d: Identify funding sources for needed infrastructure upgrades and for neighborhood revitalization within this area, **particularly enhancement of building facades and landscaping.**

Policy 6-1f: **Develop high performing schools, preserve historic school buildings and provide safe pedestrian routes to Greenway and the Bisbee High School.**

Policy 6-1g: **Support Copper Queen Community Hospital and Chiricahua Community Health Center expansion to meet regional medical/health needs.**

San Jose Growth Area Goals & Policies

In May of 2008, citizens and stakeholders of Bisbee participated in a week-long intensive planning workshop for the San Jose District. The Charrette team received over 300 comments from the public regarding their vision and ideas for this area which were then synthesized into 6 broad themes, followed by Guiding Principles and Best Practices to implement the principles. These principles and practices should serve as the underpinnings for future policies, reviews and decisions about growth in San Jose made by the City and its citizens. *The Guiding Principles and Best Practices for the San Jose District* can be reviewed at <http://www.bisbeeaz.gov/DocumentCenter/View/1144> and shall be incorporated, by reference, herein.

GOAL 7: p. 42

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

Provide sufficient residential land to support a mix of housing types and opportunities within the San Jose growth area to meet the diverse needs of persons of all income levels and ages.

Objective 7-1: Provide an adequate supply and mix of developable residential land within the San Jose growth area to accommodate future housing needs.

Policy 7-1e: **New residential development should incorporate the principles of the San Jose Charrette report, completed in 2008.**

GOAL 8: p. 43

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

Attract high-quality residential development, including mixed use, to the San Jose growth area while protecting established residential neighborhoods and supporting compatible development.

Objective 8-1: Support high-quality residential developments, including mixed use, that provide for safe and convenient vehicular circulation, open space and recreational opportunities, access to public schools and services, and protect existing residential areas from incompatible land uses. **At the same time, develop funding for infrastructure update and residential revitalization.**

Policy 8-1d: ~~Require~~ **Encourage** new residential developments to provide bike and pedestrian trail connectivity and linkages to neighborhoods, parks, schools, public facilities and community services.

Policy 8-1e: Encourage the development of master planned communities where large land holdings and focused development can be designed to provide a wealth of amenities to City residents.

Policy 8-1f: **New mixed use development should incorporate the principles of the San Jose Charrette report (*Guiding Principles and Best Practices for the San Jose District*), completed in 2008.**

Policy 8-1i: **Develop and promote neighborhood parks and recreation centers, new and existing.**

High-Scale Commercial/Industrial Goals and Policies

Goal 11: p. 47

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

Policy 11-1b Capitalize on economic development opportunities with Sonora, Mexico including the “Sister City” relationship with Naco, Sonora:

- (a) Working with the Department of Homeland Security, promote/facilitate border crossing at the Naco Port of Entry.

- (b) Promote Bisbee to Sonoran businessmen and shoppers.
- (c) Promote Bisbee to international companies looking to conduct business in Mexico.

Protection of Natural Environment Goals and Policies

Goal 12: p. 48

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

Promote the protection of the natural environment.

- Objective 12-1: Develop and enforce land use controls that will protect the environment.
- Policy 12-1h: Continued participation in ~~the Upper San Pedro Partnership~~ **local watershed management groups.**
- Policy 12-1i: Encourage the implementation of green infrastructure to include rain and stormwater harvesting.**
- Policy 12-1j: Encourage the preservation and planting of trees as valuable economic, aesthetic and environmental assets per the Urban Tree Inventory program conducted in 2014 with Arizona State Forestry.**
- Policy 12-1k: Through the Bisbee Fire Department, promote and educate residents and businesses to be ‘firewise’ and to develop defensible boundaries around homes and businesses as protection from wildfire.**

Small Town Character Goals and Policies

Goal 14: p. 50

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

Continue to encourage and promote retaining the small town character of Bisbee while providing opportunities for new harmonious growth.

- Policy 14-1d: Develop and promote Bisbee for retirement living with various new and historic housing options, to include assisted living and nursing home care, that facilitate ‘aging in place.’**
- Policy 14-1e: Promote Bisbee for single families with children and develop appropriate amenities that will help retain these families.**

TRANSPORTATION ELEMENT

A *City of Bisbee Comprehensive Transportation Plan*

(http://cityofbisbee.com/documents/PARA-Bisbee_Final_Report-201202.pdf)

was completed in cooperation with the city, ADOT and by planning consultants Wilbur Smith and Associates in 2012. This document provides a very robust, comprehensive analysis of Bisbee's transportation issues, infrastructure and needs. It was a goal in 2004 to complete such a plan.

General Transportation/Circulation

GOAL 1: p. 52

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

The City shall ~~prepare and~~ refer to and periodically update the ***City of Bisbee Comprehensive Transportation Master Plan completed in 2012*** for **any development or improvements related to** sidewalks, stairs, bike paths, and roads.

Objective 1-1: ~~Identify funding and prepare a Transportation Master Plan~~ **Incorporate the data, maps, findings and recommendations of the *City of Bisbee Comprehensive Transportation Plan* that accurately maps sidewalks, stairs, bike paths and roads into the city's future capital improvement plans, infrastructure project proposals and work plans.**

- Policy 1-1a: Identify funding to create a GIS database that:
1. Includes sidewalks, retention walls, **trails**, drainage features, stairs, bike paths and roads;
 2. Analyzes the datasets for their pertinence to colonias growth and support; and
 3. Provide training to appropriate local personnel.
- Policy 1-1b: Once completed, the ***City of Bisbee Comprehensive Transportation Plan*** ~~Transportation Master Plan~~ shall be updated periodically to reflect the most recent available data.
- Policy 1-1c: The ~~Transportation Master Plan~~ ***City of Bisbee Comprehensive Transportation Plan*** shall identify needed improvements.
- Policy 1-1d: Once adopted, the ~~Transportation Master Plan~~ ***City of Bisbee Comprehensive Transportation Plan*** shall be consulted by all City Departments prior to recommending development approvals.

Street Goals and Policies

Goal 4: p. 54

(Only amended/modified text addressed herein: Additions in **Bold**, Deletions in ~~Strikethrough~~)

Policy 4-1c: ~~Identify funding for the preparation of a Master Transportation Plan~~ **The City of Bisbee Comprehensive Transportation Plan, that which** identifies road conditions, proposed specific standards for major roads and local streets of Bisbee, funding sources, and proposes a schedule for improvements, **should be consulted as the city's streets are brought up to standard.**