THE PLANNING DILEMMAS OF A RURAL ARIZONA COUNTY

by

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STATEMENT BY AUTHOR

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May 3, 1977
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>ABSTRACT</td>
<td>v</td>
</tr>
<tr>
<td>INTRODUCTION</td>
<td>vii</td>
</tr>
<tr>
<td>CHAPTER 1. The Planning Environment of Cochise County</td>
<td>1</td>
</tr>
<tr>
<td>- Geographic Description</td>
<td>1</td>
</tr>
<tr>
<td>- Economic Base</td>
<td>2</td>
</tr>
<tr>
<td>- Population Growth and Development Patterns</td>
<td>3</td>
</tr>
<tr>
<td>- Need for County Services</td>
<td>5</td>
</tr>
<tr>
<td>- Remote Subdivision Activity</td>
<td>6</td>
</tr>
<tr>
<td>- Government and Planning Profile</td>
<td>8</td>
</tr>
<tr>
<td>CHAPTER 2. Decision Making and Planning</td>
<td>11</td>
</tr>
<tr>
<td>- Political Climate</td>
<td>11</td>
</tr>
<tr>
<td>- Decision-Making</td>
<td>13</td>
</tr>
<tr>
<td>- The Planning Staff Function</td>
<td>15</td>
</tr>
<tr>
<td>CHAPTER 3. Goals of Effective County Planning</td>
<td>19</td>
</tr>
<tr>
<td>CHAPTER 4. Constraints on Effective Planning</td>
<td>24</td>
</tr>
<tr>
<td>- Legal and Statutory Roadblocks</td>
<td>24</td>
</tr>
<tr>
<td>- The Approach Toward Planning</td>
<td>28</td>
</tr>
<tr>
<td>- Staff and Funds</td>
<td>32</td>
</tr>
<tr>
<td>- Citizen Participation and Legitimacy</td>
<td>34</td>
</tr>
<tr>
<td>- Lack of Commitment to a Planning Process</td>
<td>36</td>
</tr>
<tr>
<td>CHAPTER 5. Recommendations and Conclusions</td>
<td>38</td>
</tr>
<tr>
<td>- Toward a More Effective County Government</td>
<td>38</td>
</tr>
<tr>
<td>- Towards a More Effective Planning Perspective</td>
<td>42</td>
</tr>
<tr>
<td>- A Promotional Strategy</td>
<td>47</td>
</tr>
<tr>
<td>- Increase the Comprehension of What Planning Can Do</td>
<td>54</td>
</tr>
<tr>
<td>- Concluding Remarks</td>
<td>57</td>
</tr>
</tbody>
</table>
TABLE OF CONTENTS--Continued

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>FOOTNOTES</td>
<td>60</td>
</tr>
<tr>
<td>BIBLIOGRAPHY</td>
<td>61</td>
</tr>
</tbody>
</table>
ABSTRACT

This internship report discusses and evaluates the phenomenon of county planning as it was observed during my employment in Cochise County as a planning intern during the summer of 1976. Focusing on planning and its relationship with the decision-making arena, this report concludes that planning in Cochise County exists on the periphery of the decision and policy making arena. Planning lacks significant input because of various constraints and limitations inherent in it and acting upon it. Among other subjects, this report evaluates county planning's statutory and legal roadblocks, the planning agency's approach toward planning, the political atmosphere, and limitations of staff, funds, citizen participation, and a commitment toward an on-going planning process.

By comparing planning as practiced in Cochise County with a more desirable model, a normative perspective and approach toward planning is developed. This report concludes that there is a strong need for a more continuous advocacy of the planning point of view within the county's political arena. To fill this need it is recommended that the planner become an activist, building support in the midst of the political arena. Planning practice must be
involved in the development of responsive and innovative methods that are conducive to the political climate of the county. One such strategy is offered as a potential tool for use in furthering the planning perspective in Cochise County.
INTRODUCTION

Arizona has experienced rapid growth over the past few decades. While the majority of this growth has occurred in the metropolitan areas of Phoenix and Tucson, significant growth pressures have been felt by many of the rural areas of the state. Likewise, unemployment, poverty, poor health services, inadequate housing and environmental degradation, while not as geographically concentrated as in metropolitan areas, are also growing problems in rural areas. Rural governments were originally designed in times of less acute problems in an age of greater self-sufficiency. Even today, a political philosophy of small government and individual independence unhampered by governmental restrictions remains dominant. Rural governments have a tendency to be informal, relatively inexpensive, and uninvolved in people's lives.

One must wonder: if rural governments can cope effectively with these complex problems. Growth over the past few decades has exerted exceptional demands upon rural facilities and resources. In many instances, the effect has resulted in overtaxed public facilities. Surges of population have brought increased demands on school systems,
highway systems, and police protection. New homes and trailers are springing up, often intensifying the problems of disorderly land development. Unplanned, unincorporated areas surrounding cities typically act as magnets attracting junk yards and other unsightly and objectionable land uses. Rural governments, in responding to greater demands, face serious diseconomies of scale and high per capita costs in provision of services. Recent drops in employment in resource extraction industries and declines in local businesses have compounded the problems facing the rural populace. As development pressures increase and as ranch and grazing lands are converted to other uses, additional burdens are placed upon rural decision makers to manage their resources efficiently and to examine the impacts of various land use decisions. The need for environmental protection, economic development, and the establishment of a strong planning function is paramount.

While employed as a planning intern with the Cochise County Planning and Zoning Department, I observed an example of rural planning. Consequently, this report will focus primarily on the county government level and its phenomenon of planning. Planning at all levels of government has expanded enormously since the early 1950's, although planning at the county level has generally lagged behind planning at the state and municipal level. County governments, like
many of the state and local governments, have been slow to react to present day needs.

I spent my period as an intern on a variety of topics due to the fact that the major project in which I was to participate did not get underway during the time of my employment with Cochise County. SEAGO (Southeastern Arizona Governments Organization), the COG in the region, has been designated the agency to carry out a Section 208 Area-wide Waste Treatment Management Planning Program. Due to previous institutional haggling between the Cochise County Planning Director and the staff of SEAGO, the Planning Director's desire for an opportunity to influence the direction of the 208 Study did not materialize. This was to be my role, i.e., influencing the orientation of the study in the most logical and consistent direction as seen by the Planning Director. The staff of SEAGO chose not to initiate any action of direct concern with 208 and instead concentrated on hiring a 208 Project Manager while carrying out other SEAGO functions. My involvement with 208 consisted of writing the job description for the Project Manager and studying the 208 legislation. My internship after the collapse of my involvement in 208 consisted of a number of "tasks." Among these:

--land use surveys for house number assignments
--assisted staff in zoning inspections
--involvement in a computer mapping program
I feel I was under utilized because of the status of planning in Cochise County. The planning function has failed to provide adequate input into the county's decision-making processes. The significance of this and an evaluation of possible reasons for this dilemma will comprise the substance of this report.

Briefly, this report will unfold in the following manner:

In the next Chapter, I will discuss and evaluate the environment in which planning of Cochise County must function. Recent development and growth activity, the county's governmental structure, and planning background will be of special concern. The following chapter, Chapter 2, will focus on the decision-making arena, the planning function and the interplay between the two. In Chapter 3, I will attempt to develop a normative statement of county planning and based upon this, in Chapter 4 the constraints and limitations of planning as presently practiced in Cochise County will be evaluated. Finally, in Chapter 5, conclusions and recommendations for furthering or planning perspective are offered.
CHAPTER 1

The Planning Environment of Cochise County

Geographic Description

Cochise County lies in the southeastern corner of Arizona, adjacent to New Mexico and the Mexican border, and encompasses 6265 square miles. This large geographic area lends itself to the county's great diversity. Sierra Vista, now the largest city in the county, came into being some fifteen years ago to provide residences for the working force at Fort Huachuca. Fort Huachuca is headquarters for the Strategic Communication Command (STRATCOM), which is the nerve center for army communications all over the world. Douglas is located on the Mexican border directly opposite Agua Prieta, Sonora, and is the main distribution center for the Sulphur Springs Valley ranching and farming area. Bisbee, the county seat, is located in the Mule Mountains and up till recent years an area of copper mining activity. The Willcox area, in the northern section of the county, is a significant agricultural center, producing cotton, lettuce, and other vegetables. Benson, lying along Interstate 10, provides services to travelers and ranches in the area.
Economic Base

Traditionally, Cochise County has maintained an economy based upon agriculture and mining. Today, trade, government, construction, and public utilities provide the main impetus. The closing of the Phelps-Dodge mining operations in Bisbee represented a severe cutback in the community's livelihood. Fort Huachuca is responsible for a high percentage of government employment. Retirement community expansion and the general increase in population will no doubt stimulate employment increases in the service, trade and finance, insurance, and real estate sectors. Manufacturing until recent years has been limited to seasonal operations. In Benson, there is a chemical and explosive manufacturing plant; Douglas has two garment manufacturing plants and two plants for seasonal processing of chili peppers. At present nearly 60% of the county's land is in crops and pasture, but one of the most severe agricultural problems is the water shortage. This, coupled with fuel shortages, can be expected to decrease agricultural uses in the future.

Tourism is also an important feature of the economy. Places of interest include the Lavender Pit open
pit mine, Old Fort Bowie, Tombstone, several ghost towns, Cochise Stronghold, and Chiracahua National Monument. There are also 1,000,000 acres of Coronado National Forest in the county that provide outdoor recreation. The City of Bisbee is working hard to generate its tourism potential as a means of maintaining its vitality since the departure of mining operations.

Population Growth and Development Patterns

The control and direction of growth which is provided by county planning and zoning efforts is extremely significant in light of recent development activity. Two indicators of developments within Cochise County are population growth and subdivision activity. The following population projections were made in 1971 by the Arizona Department of Economic Planning and Development:

<table>
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<tr>
<th>Year</th>
<th>Population</th>
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</thead>
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<tr>
<td>1970</td>
<td>61,910</td>
</tr>
<tr>
<td>1975</td>
<td>68,700</td>
</tr>
<tr>
<td>1980</td>
<td>74,820</td>
</tr>
<tr>
<td>1990</td>
<td>92,600</td>
</tr>
</tbody>
</table>

The southern section of the county is expected to be the
region of highest population density. A large portion of the population increase is and will continue to occur in the area around Sierra Vista and Huachuca City. Fort Huachuca is the generator of a majority of this growth. This recent period of rapid growth in the Sierra Vista area, combined with overly optimistic development projects of a speculative nature and an absence of adequate planning controls has left the area with scattered residential zones and strips of commercial development along the highways. The unincorporated areas outside and within the city are havens for trailers, junk yards, and car dealers. Unsightly and objectionable land uses are common along the fringes of the incorporated areas. Fry, an unincorporated area in the midst of Sierra Vista, is characteristic of such places. With most residents on fixed or low incomes, the townsite is failing to keep up with the rapidly growing city that surrounds it. It suffers from periodic flooding and sewage problems and is badly in need of improvements. There are a number of communities of rural development holding an unincorporated status and hence under the jurisdiction of the county. These include the communities of Bowie, Elfrida, Dragoon,
McNeal, Nicksville, and San Simon. These areas are serviced by small private water supply systems and are without centralized sewage or solid waste collection systems. In some areas services are fragmented due to scattered developments of subdivisions.

Need For County Services

Population growth implies comparable demands for all types of services. A study by the Department of Economic Planning and Development, Cochise County Environmental Service Needs Study\(^1\) evaluated the need and future demand for water systems, sewage and solid waste collection, and disposal facilities. The report notes that increasing demands will be placed upon the water resources of the county. Factors such as topography and dropping water table will present problems to water utility companies trying to augment existing supplies. Corresponding with the increase in water demands will be increased needs for sewage facilities. At present, the smaller rural areas of the county have marginal needs for centralized sewage facilities but as these areas develop there will be a greater need for such systems. Solid waste generation is expected to increase as well. Presently the primary method
of waste disposal is open burning and landfills. The report concludes that full time management of solid waste disposal sites will become increasingly important in future years. It recommends a coordinated county-wide program of solid waste management.

Planning for regionally located sanitary landfills with associated salvage operations serving all areas of the county would be basic to an effective solid waste management program. 2

Review of the information contained in this report leads to the general conclusion that Cochise County will have problems related to the proper and timely development of these services. Proper planning can give the advantage of orderly and timely provision of services on a schedule coinciding with future demands.

Remote Subdivision Activity

During the past two decades there has been a spectacular increase in subdivision activity. More than six times as many lots have been subdivided since 1950 than had been subdivided up until that time. Future urban land development is expected to continue at a significant rate. Formerly subdivision activity occurred in, adjacent to, or near existing communities. Recently subdivision acti-
vity has increasingly been speculative and located away from existing communities. The majority of this remote subdivision activity occurs within the county's jurisdiction. Few of the lots subdivided for speculative sales have been improved. The speculative market for ownership of Arizona property and the need for subdivided lots near areas of actual population growth will continue to promote subdivision activity. County planning efforts have been and must continue to be directed towards limiting these activities to planned developments in areas which have a justifiable need.

Additional planning considerations for county officials include the large tracts of lands held by individuals or by corporations. Tenneco West Company holds approximately 7000 acres of Spanish Land Grant property located in the county near Sierra Vista. The company intends to develop a new town with an ultimate population of 35,000 on this property. Any of the county's several large resort ranches have a similar potential for large scale development.

In light of present development activity and its growth in the future, proper planning is necessary to se-
cure such goals as eliminating speculative developments, preventing environmental degradation, insuring the efficiency of development patterns, coordinating the provision of services, preserving prime resource lands, and dealing with all the various impacts of growth.

**Government and Planning Profile**

Cochise County is administered by a self-contained government with the county seat in Bisbee. A three member board of supervisors governs the county. The county's authority to engage in planning comes from state enabling legislation, since counties do not have home rule. The present legislation charges the Board of Supervisors to

- plan and provide for the future growth and improvement of its area of jurisdiction, coordinate all public improvements, form a Planning and Zoning Commission to consult and advise it and in the manner provided in this chapter, adopt and enforce such rules, regulations, and plans as may apply to the development of its area of jurisdiction (A.R.S. 11-802).

To this end the Board of Supervisors established a nine member Planning and Zoning Commission in 1970 to act in an advising capacity in matters relating to the future development of the county. Concurrent to this action, the Planning and Zoning Department was established and
staff hired to serve directly under the Commission in an advisory and technical capacity. A planning director appointed by the Board of Supervisors became the administrative head of this department. The present Planning Department consists of the Planning Director, a principle planner, three zoning inspectors, and a secretary.

With the impetus of federal funds, i.e. 701 Comprehensive Planning Assistance Funds, the planning department undertook the development of a comprehensive plan to guide growth and future development. The end result is a commendable achievement in light of constraints which will become apparent as this report progresses. After retaining a consultant for the first year and being less than satisfied with the results, the department undertook the task in-house. The resulting General Development Plan was completed and adopted in 1975. The plan identifies two basic types of land use -- resource and urban. Resource lands are divided into resource production lands and resource conservation lands. Urban lands are divided into incorporated areas, urban transition lands, and urban reserve lands. The policies of the plan state that areas already urbanized are committed to that use regardless of land
suitability and development is encouraged to stay in these areas. Development is also encouraged in urban transition lands so long as its costs do not overburden the public. Development in the urban reserve lands will be discouraged for some time, and would only be accepted if the proposals were "of outstanding value and benefit to the whole county."

Zoning ordinances less than ideally based on this plan were also adopted in 1975. In the same year subdivision regulations were adopted in an attempt to deal with the great deal of subdivision activity occurring in the county.

The results of these efforts and the activities of the planning department this past summer will be focussed on in subsequent sections of this report.
CHAPTER 2
Decision Making and Planning

The scope of today's problems in rural areas makes it necessary to be aware of the complex decision web in which the planner must function. The county's decision arena can be considered the "culture" of planning, since its rules, customs, and actors determine the fate of planning proposals. Understanding the nature of this decision arena will help in determining appropriate strategies and techniques of planning.

Political Climate

The rural environment of Cochise County, like many of its kind, is predominated with a political philosophy of small government and individual independence unhampered by government restrictions. There is an ever strong belief in the benefits of private enterprise, laissez-faire government and individual initiative. In a single word the political climate is conservative -- the best government is the one which governs least. Planning is often considered a nasty word because of a connotation of greater government control and centralization. Planning has become synony-
mous with bureaucratic red tape, hassles, restrictions and regulations. Fiscal conservatism as practiced by county officials restricts available funds. The county has a history of having never been in debt and it appears will cut services when funds are tight rather than seeking new funding sources. A desire to keep tax rates down leads to a build in under-financing of county activities. Federal monies available to fill gaps in funding are feared and looked upon with suspicion.

The government is run on an informal basis as is characteristic of many rural governments. The bureaucracy is small enough so that contact can be frequent and non-structured in many instances. Public participation and citizen interest is minimal, often occurring when an individual corners a supervisor to voice a complaint or make a desire known. However, members of the public can become quite aroused when detecting the presence of too much government and unwarranted restrictions. Groups with special interests are capable of extending their influence in subtle ways, often over lunch and through political pressures. The Board of Supervisors, like the members of the Planning and Zoning Commission, therefore, are reluctant
to take actions which will harm the interests of a specific landowner. This attitude is a cause of frustration to the planning effort in the county and specifically to the Planning Director.

**Decision-Making**

Formal decision-making and policy formation is the function of the three member Board of Supervisors. Minor ideological conflicts and communication breakdowns are somewhat common because each supervisor represents heterogeneous and widely dispersed communities whose values and goals are numerous and often conflicting. Because of the small role the county government plays and the desire not to overly interfere in private activities, policy decisions often remain obscure to the county residents and typically generate little interest.

The model of decision-making in Cochise County, as I could perceive it, also bears a strong resemblance to the model developed by Lindblom in his article, "The Science of Muddling Through." The policy makers come to decisions by weighing the advantages of a limited number of alternatives. Policies are not directed toward long-range objectives, but by "successive approximations" toward
more tangible rewards. Situations are handled on a case by case basis and little effort is extended toward the creation or adherence to a clearly and consistently defined rationale for policy decisions. No comprehensive plan or policy objectives are consulted. The Board seemed either incapable or unwilling to establish longer range policies because of their preoccupation with the day-to-day affairs of county government. Policy outcomes are not reached through the use of rational processes but are responses to the interplay of various forces in the political arena. Informal relationships, behind-the-scenes compromises, and "partisan mutual adjustments" typify this arena.

The Planning and Zoning Commission members typify the incremental approach towards their duties as well. Being laymen when it comes to planning matters, they seem to lack the sophistication that is necessary for informed decision-making. The tasks of assessing and prioritizing specific concerns and problems appeared difficult for Commission members. Basic understanding of the topics was not present. The Planning Director took on the role of educator, attempting to instill in the members some
sense of the purposes, advantages, and processes associated with planning. Each meeting I attended the Director began with a reintroduction to the purpose and necessity of the Commission efforts. Because of a high turnover of its membership, this educational process is hampered and frustrated. Facing a flood of re-zoning requests, the members preferred to consider each on their individual merits. The General Development Plan was rarely if ever consulted. During one meeting, the Planning Director attempted to develop in the Commission an understanding of what constituted spot zoning. He explained that if allowing a proposed use would be spot zoning it should be denied and urged the adoption of such a policy. The members clearly voted not to set a general policy toward spot zoning but to consider each proposed use on its own merits. The Commission seemed to find it quite difficult to oppose a rezoning if it did not constitute a use that may have been socially unacceptable to neighbors and if it looked "pretty good." This seemed to be the attitude regardless of the general need or wisdom of development.

The Planning Staff Function

The planning staff performs in an advisory role
to the Planning and Zoning Commission on matters pertaining to present and future development of the county. Despite some fine planning efforts in the past, e.g. the authorship of the General Development Plan, today the planning function has fallen into a period of stagnation. Planning remains detached from the decision-making arena. The department maintains a low visibility profile and has no organized means for public participation. The public perceives the function of planning to be merely regulatory, a generally correct appraisal of the situation. Planning is skewed in one direction and consequently of marginal quality.

The majority of the planning department's time is spent in administering the zoning regulations. A lack of manpower in the form of trained and qualified staff severely hampers the efficiency of this operation. The zoning inspectors, charged with the responsibility of regulating zoning conformance, lack a clear understanding of the purposes and the relationships between zoning and planning. Use permits are typically issued for a use once it has already been established, forcing the department to play a catch-up game with development. Continu-
ous feedback and review, background studies, and area plans have all fallen to the predominance and time requirements of zoning administration. Consequently, the department is forced into a wait-and-see approach because of the lack of foresighted planning. The General Development Plan has been delegated to shelf space and is rarely if ever consulted. Being in a position of reaction, rather than action, the department is unable to cope and respond effectively to the flood of re-zoning requests. Undue pressures are exerted for spot zonings because of an absence of detailed background studies which are necessary to persuade the commission and Board of Supervisors to hold the line against certain developments. Because of the necessary chore of zoning enforcement, all future-oriented planning has been placed on the back burner.

Presently the staff is taking a second look at the zoning regulations. The feeling expressed by county officials is that they are too restrictive in some cases, unclear in certain aspects, and generally not in line with what is held desirable by county residents. Looking toward future activities, the planning director has initiated possible involvement in a number of programs holding various
potentials. The county has applied to HUD for funds to administer a Section Eight Housing Assistance Program.

Cochise County also qualifies for designation as a re-development area under the Public Works and Economic Development Act of 1965, as amended. Before the Economic Development Administration (EDA) will actually designate the county a re-development area, the county will have to undertake a comprehensive economic planning program incorporated into an Overall Economic Development Program (OEDP). Support and interest vary on both programs. Their success will rest on how convincingly the programs can be proposed and implemented and, more importantly, the receptivity of county officials.
CHAPTER 3

Goals of Effective County Planning

County planning must orient itself around the following goals: increased effective management of growth and development, and the development of an informed government and populace who can make a conscious commitment to desired objectives and planning programs. By comparing and contrasting planning as presently practiced in Cochise County with more desirable standards, a normative perspective can be developed, giving insights into the constraints and limitations of planning on the county level.

The definition of the proper scope of planning in Cochise County is governed by the political and social realities of the county. It is my feeling that planning practice must be involved in the development of responsive and innovative methods that are conducive to the political climate of the county. The duties and responsibilities of the planning department must be defined within this political context and appropriate strategies to expand its legitimacy must be implemented. Planning seems to have the best chances for success when the planner has
a wide range of acceptability and is generally identified with the county's dominant norms and values.

The planning department should be the central coordinating body for the various county departments and chief conveyor of advice to county officials. As the need will necessitate, the planning department should be instrumental in the development of a coordinated county-wide public works program. This may take the form of a capital improvement programming project to insure that projects are consistent with the county's greatest good. Planning must strive to expand its capability to collect and offer vital information to the decision-making processes. The county planner should be available to advise on various aspects of growth and development, to act as a centralized source of all types of information, and to advise on specific project plans. As the county grows and faces major development proposals, the planning department must be capable of acting as a coordinating agent in zoning and subdivision review, health planning, solid waste disposal planning, studies for sewage treatment and water resource facilities, fire and police protection, and housing programs.
It is difficult for planning at the county level to be successful in view of the many different government units within the county. There is the inherent difficulty that the plans of the different municipalities may conflict or fail to consider the needs of the larger region. Jealousies and conflicts between individual governmental units have hampered communications, cooperations, and the effective management of regional resources. One of the more important functions of the county planning department should be to coordinate the activities of all the separate levels of local governments. In light of the political climate that exists in Cochise County, cooperation may not be forthcoming, but every effort should be made in this direction. Efforts should be made to enhance the coordinating function of SEAGO by providing an important link between the COG and the local units of government. Cochise County needs to clarify its relationship with SEAGO. To date cooperation has been frustrated by lack of clear distinction of authorities and by institutional rivalries. Cochise County can play an important intermediate role in facilitating cooperation between SEAGO and local municipal governments. Both SEAGO and the county, in the spirit
of cooperation should come forth and develop greater mutual consultation practices.

Another aim of the county planning function should be to offer aid to the individual units of local governments in their planning programs. To date some are pitifully weak. The county planning office should serve as a central agency for collecting and disbursing all types of data and maps. The availability of good up-to-date maps would be of great benefit to all county departments as well as units of local government. Planning assistance can serve many functions by alleviating deficiencies in planning staff, offering coordination with county and other units of government, and as a means of continual support for planning endeavors. This will necessitate greater cooperation between the county and SEAGO.

It is my belief that county government can serve as an important medium in strengthening the ability to cope with mounting pressures and demands upon limited resources. By offering a regional perspective, the county can insure the efficient use of area-wide resources and supply an important link to future inter-governmental cooperations. County government must become more active
in the areas of water and air pollution, flood control, transportation, parks and recreations, and housing. This will necessitate that planning integrates itself further into the county governmental process. The pressures and problems of the future can not be dealt with adequately if planning in Cochise County remains on the periphery of the decision-making process.
CHAPTER 4

Constraints on Effective Planning

Legal and Statutory Roadblocks

Under the Arizona Constitution, county governments can act only on specific authority from the Legislature. Counties are really administrative agencies of state government with separate elected officials. The county is designed to carry into execution certain functions of the state on the local level. Among these functions are enforcement of state laws in unincorporated areas, the conduct of elections, maintenance of highways and roads, collection of certain taxes, and the provision of various services to the county residents. County government is not free to shape its organization and functions to meet the needs of county citizens. Statutory limitations exist on the functions and powers of counties. To secure additional powers counties must normally seek special legislation or changes in state law. Legal and fiscal limitations include statutory limits on property tax rates, limitations on county use of non-property taxes such as sales and selective sales taxes, and limits on the amount of county debt. Land values, assess-
ments, and revenues are raising because of expanding populations and development. But so are land use, health, housing, and other problems. The effect on the county government of increasing population and greater demands for urban services can be significant. Cochise County will be hampered in expanding services to meet increased demands by these limitations on sources of county revenue. The legislation under which the county must operate lacks flexibility and leaves little room for innovative use of county powers.

A county's authority to engage in planning comes from state enabling legislation (A.R.S. 11-802). County zoning authority is granted in Chapter 6, Article 2 of Arizona Revised Statutes. As Cochise County has attempted to implement zoning ordinances and extend the range of their control, certain inadequacies of the enabling legislation have become apparent. The county's zoning authority is limited in reference to nonconforming uses. Section 11-830 states that

nothing contained in any zoning ordinance authorized by this chapter shall affect existing uses of property or the rights of its continued use or the reasonable repair or alteration thereof for the purpose for which used at the time the ordinance affecting the property takes effect.

This section is commonly referred to as the "grandfather
clause." A nonconforming business use may expand if such expansion does not exceed 100 percent of the area of the original business. This limitation in authority protects the continuation of the very problems which prompted zoning in the first place. The number of eyesores and conflicting uses in Cochise County protected by this clause is rather large. County officials have their hands tied in dealing with many particular problems. Trailer courts lacking space between units and adequate emergency access are common and will be in the anticipated future. Perhaps the clause represents a compromise between opponents and proponents of zoning in the state legislation and hence a necessary limitation if zoning is to be accepted at all.

Another limitation of county zoning power is also found in Section 11-830:

nothing contained in any ordinance authorized by this chapter shall restrict, or otherwise regulate the use or occupation of land or improvements for railroad, mining, metallurgical, grazing, or general agricultural purposes if the tract concerned is five or more contiguous commercial acres.

Cochise County has had difficulties in defining what constitutes one of the forementioned uses under this clause. The zoning regulations state that land shall be classified
for one of these purposes if fifty percent or more of the income derived from the land is derived from the use or rental of the land for one of the exempted activities. Attempts to verify uses under this clause have been frustrating to the planning department as precise breakdowns of incomes derived from particular uses are difficult to obtain. In a rural county such as Cochise County, the amount of land exempted by this provision is significant.

Subdivision activity in Cochise County has proceeded at speeds far greater than future needs could possibly warrant. The power of the county to control subdivisions is given in A.R.S. 11-806.01D. The statute requires that the planning and zoning commission review all plats and make recommendations thereupon to the board of supervisors. However, uncontrolled subdivision speculation continues and this is due in part to the lack of county authority to control certain aspects of the land subdivision process. The statutes exempt two types of land subdivision: division of parcels into lots of over thirty-six acres and division of land into four or less parcels. Developers of these parcels may avoid filing subdivision plats, thereby denying the planning department any warning of their activities. Improvements required by the subdivision re-
gulations are therefore not required and lots can be sold at greater profit. The loopholes in the regulations are particularly advantageous to the land speculator. Buyers of large lots divide the parcel into four, keep one, and resell the remainder. The second buyer can repeat the process and this can continue until the size of the lot reaches the minimum as allowed by the zoning ordinances. The state government has clearly failed to grant counties sufficient authority for regulating subdivision activity. The result of this limitation along with those previously mentioned is that the county has significant parcels of land that are within their jurisdiction but outside their control.

The Approach Toward Planning

Planning has failed to make the vital inroads into the decision-making processes that insure its effectiveness. It is my proposition that this is due, in part, to a failure to adopt strategies consistent with the political realities of Cochise County. Planning, from the comprehensive viewpoint, assumes a rational basis for decision-making and a necessary preoccupation with the long-range future. The very notions of comprehensive planning assume
an overriding public rationality and interest that can be maximized by governmental action. This is antithetical to the general political beliefs of Cochise County. Decision-making in Cochise County is a highly politicized incremental process responding to many diverse forces and typically resulting in extremely small deviations from existing policies.

The planning function has been detached from actual decision-making. The planning department in its choice of operational methodologies has been forced to assume a rationality that in my observations does not exist. As a result, its recommendations generally fail to reflect the political interests of the county and have had minimal influence on the course of county development. The planning department in a fine effort developed a comprehensive plan for the future growth and development of the county. Zoning regulations were adopted as a tool to implement the plan. Now, a couple of years later, the results can be readily assessed. The plan sits on a shelf and is rarely consulted. The zoning regulations have not worked adequately and as a result the Planning and Zoning Commission has constantly had to back down and issue re-
zonings in response to a flood of requests. Presently these zoning regulations are being reexamined and proposals are being developed to make them more workable. County officials have stated that in certain areas the regulations are not in agreement with what is desired by the majority of county residents. These results, to me, signify a failure of the process leading up to the development of the plan. The process assumed that by studying land suitabilities, people's goals and desires, and projecting future growth and development and the accompanying services, a plan could be adopted and implemented to insure orderly and planned development. This approach is indicative of the comprehensive planning process that is assumed by many to be the cornerstone of a planner's activities. The usual elements of a comprehensive planning program -- data collection and analysis, projection of important variables, formulation of goals and policies, and the preparation of a plan expressing these relationships, has not been paramount to success in Cochise County. Policies growing out of such a process have either not been implemented or have fallen to a counterproposal. The General Development Plan has failed to conform to the rapidly growing and unpredictable
desires of the county's populace. At times support for its policies may be expressed in words, but the actions necessary for its implementation have not taken place.

A lack of commitment to an on-going continuous planning program, along with a lack of strong county support, has resulted in the present period of idleness in terms of input toward the decision-making arena and future-oriented planning. Support from the Planning and Zoning Commission has been inadequate as the members refuse to commit themselves to stated policies and lack the understanding necessary to do so. Attempts to instill a comprehensive viewpoint to Commission members is met by frustrations. Today the General Development Plan sits on a shelf and the zoning regulations are in a state of transition. One can conclude that planning which looks to a long-term horizon, is goal oriented, and focusses on comprehensive and complex systems, has not and is not likely to be effective in Cochise County at the present time.

It is my observation that the effort thus far has been overly influenced by the desire to carry out planning by such means. The ideology of the county has no basis for acceptance and understanding of such a process.
Staff and Funds

The county's existing planning facilities have shown an inability to carry out an effective planning program. As development pressures increase, extra burdens will be placed upon the county's decision makers to manage their resources efficiently and to examine the effects of various land use developments. This will not be an easy task for the under-staffed planning department. A serious lack of manpower allows the department to focus on a very limited number of issues. Presently zoning administration dominates the role of the planning department to the neglect of other vital requirements. The magnitude of need in Cochise County for environmental protection, economic development, and service improvements is evident but is neglected. Three of the five staff members are zoning inspectors, indicative of the dominance of zoning administration. A two sided cause-and-effect relationship is indicated. Planning has not developed to the point of needing additional manpower, while the lack of manpower has inhibited the development and expansion of planning.

Few members of the staff were actually aware of the
purposes of planning or of its relationship to the zoning regulations. This basic lack of understanding of planning matters by staff members severely restricted communications with the public; a public in doubt about planning in the first place. A number of times, while out in the field with the zoning inspectors, I noted the inability of these staff members to respond adequately to such questions raised by the public as "What is the purpose of zoning?" and "Why is my land zoned this way and why not another?" A clear inability to articulate anything else but feeble responses to such questions is detrimental to the public image of planning and to the public's consciousness about planning objectives. In Cochise County, the zoning inspectors were in contact with the public the most, but had the least understanding of their roles and the objectives behind their jobs. The incompetence of staff members was at times overwhelming. An uninformed staff, coupled with staff shortages, appear to be very limiting factors to the establishment of a planning function capable of responding to the complex issues in land use and the future growth of the county.

The magnitude of need in Cochise County for in-
creased services and improvements is evident. Future demands will further tax existing systems. County governments, because of a restricted revenue base, are severely hampered for funds to carry out needed programs and improvements. Present funding allocations to the county departments are just not enough to carry out many of the needed studies, programs, and the hiring of personnel necessary to do so. In the view of the Planning Director, the limitations on monies is a severe constraint. The impetus of much of the planning to date has been federal monies. While it appears that in the future greater amounts will be available, there is a question if political leaders will avail the county of these funds. Federal funds bear a connotation of greater federal control and government centralization; philosophically inconsistent with the beliefs of the rural populace. The conservatism that exists in both the state legislature and in the county government cannot be expected to readily search out new funding sources and revenue bases. The county's limited resources and statutory powers serve to maintain the status quo.

**Citizen Participation and Legitimacy**

The planning department maintains a low visibility
profile and has no organized means for public participation. The public perceives little more than the red tape surrounding the issuing of use permits and the recording of subdivided parcels. The intent of such controls is not understood and little effort is directed toward informing or involving the public in land use decisions. The public comes forth only to voice complaints about the zoning of a particular parcel and to seek zoning changes. When presented with the regulations and restrictions governing their actions, a common response is "Who decided this and why?" In an environment where planning and governmental intervention is the antithesis of the political will of the county, the quest for governmental legitimacy is further frustrated by a lack of public input. Planning remains an elitist and therefore a detached function from the day-to-day realities of the county's citizens. The planning department assumes to act in the "general public interest" under the assumption of a consensus of values which binds the county together. Because of a lack of public input and participation, it is my feeling that this consensus is illusory or at least taken for more than it really represents. Goals and objectives in Cochise County are diverse and
complex. The goals of the rural northern tier of the county, i.e. the Willcox area, are different and at times incomprehensible to the people inhabiting the rapidly growing urban areas around Sierra Vista. Any assessment of goals and objectives necessitates an on-going form of public participation. Such an approach has the advantage of avoiding the arrogant assumption that the planner best knows the needs of the county. The legitimacy of planning is seriously questioned in the present situation where participation is non-existent. The citizenry fails to understand the purposes, advantages, and processes associated with planning and the planning role suffers as a consequence. The low profile maintained by the planning department is indicative of the interworkings of the Cochise County governmental process; planning sits on the periphery of decision and policy formulation, clearly invisible to the public.

**Lack of Commitment to a Planning Process**

The previously mentioned limitations and constraints act detrimentally to the establishment of a viable planning function in Cochise County. There is a basic lack of understanding and commitment by county officials towards
planning matters, coupled with a sever lack of resources, funds, and sophisticated manpower. The result has been the inability to carry out an effective continuing planning function. Planning is weak, suffering from a tarnished public image because of what the rural populace sees as ever increasing controls on personal freedoms.

A political philosophy dominates which is antithetical to the ideals of planning and governmental intervention. The problems facing Cochise County require skills, knowledge, and patience to lay the groundwork for a more viable planning function which can overcome conflicts in political ideologies. The planning department needs to evaluate alternative strategies of decision-making intervention before their efforts can confidently guide development and insure desirable growth.
CHAPTER 5

Recommendations and Conclusions

or

How To Win At Planning

Toward a More Effective County Government

As Cochise County grows, develops, and populations expand, the county will be called upon to provide new and improved services requiring an expansion of its present functions. The problems of today demand governmental directions and solutions. Under the Arizona Constitution, county governments can act only on specific authority from the state legislature. Counties have long been regarded as administrative arms of the state government rather than full-fledged units of general purpose local government. Consequently, they have had to seek state legislative approval for additional functional and fiscal powers. The legislature, tending to be rather conservative, has opted to maintain the status quo. State controls have tended to block rather than facilitate progress in county government. The restricted fiscal powers represent fiscal shackles to the county governments.

38
The scope of problems facing counties and the unincorporated areas of Arizona require additional powers, resources, and manpower to be dealt with adequately.

Adoption of a "home rule" constitutional amendment by the legislature would allow Cochise County, along with all Arizona counties, the right to draft its own charter. County home rule would free the counties from the many legal restrictions imposed by the state legislature. Home rule is the power granted to units of government to frame, adopt, and amend charters for their governments and to exercise powers of self government. Home rule recognizes that counties face unique problems inherent to their own jurisdictions. Home rule legislation would give counties a greater range of discretion in dealing with fiscal matters, the number of elective vs. appointed officials, and governmental organization.8

Cochise County could gain the initiative to expand its revenue base by implementing alternative taxing schemes. This could create additional funds to pay for badly needed services in the county's unincorporated areas. Innovative arrangements with other units of government for the provision of services as well as other cooperative
ventures could be achieved. Such arrangements would enable the county and the local municipalities to deal more effectively with areawide problems with a regional perspective. There is a strong need to clarify and systematize the provision of various services between county and municipality. The need for greater mutual cooperation between Cochise and SEAGO will grow as the county undertakes greater responsibilities. The transferring and consolidating of various functions between units of government can achieve the economies of scale so often missing from the county's provisions of services. It has been found that home rule counties perform more regional and urban functions, engage in more functional transfers and consolidations, and are more apt to provide their services on a countywide basis than other types of counties.  

As counties expand their spheres of authority under home rule governmental charters, there will be a need for wiser allocation of resources in response to greater responsibilities. The planning function can find itself being called upon to evaluate effects of various policy decisions as the county enters once "untrod-upon" areas of new responsibility.
Home rule can be instrumental in creating a greater and stronger need for more effective planning and wise decision-making. Counties, given greater flexibilities can show greater initiatives and innovations in problem solving and revenue generating. The implications of home rule upon planning can be tremendous, as the needs for information and advice expand and greater monies become available to finance many badly needed studies and programs.

The objective of county home rule is greater flexibility to deal with growing problems. The ability of counties to undertake greater responsibilities depends on the freedoms given to shape their organization and powers granted to meet the demands of growth and development. It will further depend on the willingness of county officials to advocate, support, and undertake such changes. Given home rule legislation, the Cochise County Planning Department must be in a position to respond effectively and to participate in the growing roles of county government. Cochise County needs all the resources and governmental direction it can garner to cope with the future.
Towards a More Effective Planning Perspective

Planning as practiced in Cochise County remains at the periphery of the decision-making arena, making rather small contributions. It is my observation that the planning function should and could play a more active and decisive role in the county's governmental processes. Future demands and needs for urban type services stemming from expanding populations and increasing growth and development indicate the need for wise and proper allocation of the county's resources. Proper planning can enable county officials to better focus on present problems and hopefully better perceive difficulties that lie ahead. To be most effective, planning must be more fully integrated into the governmental process. The social and political realities of Cochise County will dictate the direction any effort at expansion of the planning function should take. In light of constraints previously noted in this report, this does not have to mean a failure or continued stagnation of planning at this particular county level. A groundwork must be laid wherefrom planning can be nurtured into a viable position in county government.
Various options and courses of action become apparent, while perhaps not guiding lights, do merit consideration. The potential exists for a wider acceptance and expansion of the planning function in Cochise County.

There is a need to focus on and better understand the implications of incremental decision-making. Decision-making in Cochise County is made by successively limited comparisons with present realities. Decision-making typically has no unified goal structure as a basis for future judgements. The board of supervisors, as the chief policy directing body, is interested in making decisions which can be taken immediately on the basis of present knowledge. They react to immediate pressures and problems and consequently decisions are disjointed and often full of ambiguities. Decisions are made to allocate funds toward improvements in areas with known and reliable results rather than in areas with questionable and indefinite results or potentials. Being politicians, they typically want to preserve the peace and harmony at least until the next election. The fewer the conflicts the less the harmonies are disturbed and the status quo can continue to dominate. Any attempt at long-range planning raises the possibility of having
to deal with conflicts inherent in future decision-making, i.e. future water shortages or potential land use conflicts due to particular development pressures. This fear of conflict and the desire to be re-elected lead to the attitude of avoidance and non-commitment toward any long-range policy matters. They are best left unmentioned and undiagnosed.

This attitude was especially apparent in the board's dealings with an unincorporated area outside of Douglas, named Pirtleville. The area is an enclave of low-income minority people in serious need of a sewage collection system. Rather than respond to attempts by the residents of the area to initiate some action in accordance with a sewage facilities development plan proposed by the City of Douglas, the board of supervisors saw fit to shelve the matter in favor of letting it be the city's concern. Douglas lacked the jurisdiction and had little concern for the residents of this area, so the problems of Pirtleville remain unattended due to a bureaucratic shuffle. The county's refusal to anticipate problems like those in Pirtleville necessitates the treatment of problems only when they have become overly critical.
To respond to and become a part of this incremental decision-making behavior, planning must become action oriented ready to take on "fire fighting" techniques. Because problems become recognized only when they have already become critical, the planning function should be capable of anticipating and responding quickly and effectively towards a resolution. Planning which deals with the immediate, focuses more on means, and deals only with selective politically realistic solutions is more likely to guide or direct day-to-day action than the planning which looks to a long-term horizon, is goal oriented, and maintains a comprehensive perspective. Planning as viewed by the public and county officials is judged by its results and immediate answers, not by its processes. The efforts of the department should be towards a product containing realistic solutions to more immediate problems, but still relying on the comprehensive plan to guide future development. The accomplishments of the "General Development Plan" unfortunately are few.

To this end, planning in Cochise County should be more concerned with reducing the time element involved in the preparation of studies and gathering of informa-
tion. Decision makers are interested in quick solutions so it is necessary to decrease time spent in gathering and providing information. Studies on re-zoning requests have been known to take over six to nine months, much to the frustration of the planning director, county officials, and individuals initiating the requests. Inventories take so long to complete that the information is often outdated when it is ready for use. Decisions have to be made and as a result often are made with incomplete knowledge. Planning in a situation like this can lose its capability for responsiveness. There is a need for the department to self-impose time limits for the inventory and analysis of pertinent information. The planning department should maintain a focus only on those issues in the immediate decision-making arena and judged critical to the future of the county. The planner must be instrumental in initiating discussion on certain issues, insuring their consideration by decision makers. Total involvement in zoning administration to the exclusion of other roles must give way to more and further analysis of county needs. Priority must be given to the issues that are definable, concrete, and soluble.
Solutions should be judged on their practicability and feasibility in light of the political constraints quite apparent in the county.

As the county grows, government will need to provide more advice and guidance to insure orderly patterns of development and wise use of limited resources. Planning can be the central agent in providing a much needed coordinated approach to the monitoring and guidance of future growth. To this end, there is a need for a more continuous advocacy of the planning perspective within the county's political arena. County officials must realize the potentials of planning and managing the county's resources and future development.

**A Promotional Strategy**

By focusing on the integration of incremental decision-making with a planning perspective as a primary goal, planning can begin to offer and function from a position of guidance and respectability. As a supplemental goal, planning in Cochise County should be recast out of the advisory/technical model into a political action-oriented model. The department should employ political tactics to
gain more decision-making influence. Planning cannot be realistically thought of as a technical function taking place in a political vacuum. Technical advice must be further supplemented by an advocacy for a greater planning perspective. Planning will have the best chances for success when it is generally identified with the county's dominant norms and values. The feeling by many that planning is an elitist function carried on by an elite group of individuals must be changed. Toward the goal of improving the image of planning and increasing its effectiveness, the planner in Cochise County should perform as an activist, building and structuring support in the midst of the political arena. Support for a planning perspective might be achieved by identification with the "covert-activist" role as developed by Anthony Cantanese in his book, *Planners and Local Politics*. The planner cast in this role avoids excessive appearances of active political involvement but takes positions and makes recommendations that are politically motivated. He intervenes at strategic points of opportunity that are deemed necessary to the furtherance of the planning function in the political processes of decision-making.
He expresses value judgements and develops coalitions of special interest groups and other key individuals. To do so, alliances must be developed and clear communication lines established with interested groups. Input is encouraged from these groups and a feeling of mutual cooperation develops. The importance of agreement even if it means compromise and tradeoffs, must be recognized if planning is to respond to the realities of Cochise County. An active forum of give-and-take by all participants should be encouraged. The "covert-activist" planner must fully convince and gain the support of county officials on the potentials and ideals of planning. Together they should work to achieve a balance that enables both to achieve their objectives, be it re-election of support for planning as an integral part of the county government.

Advocacy within the county government for a planning perspective is required if planning is to overcome the constraints limiting its effectiveness. In an attempt to bring this report in greater alignment with an action proposal, I am offering a number of concrete approaches to be used as a blueprint for action aimed at winning the planning game in Cochise County.
As the basis, the planning department must develop a strategy whereby they interject strongly on key points of opportunity.

The planning director must assess where planning is presently and develop a feeling of where it should be heading. Assuming the results of this assessment to be similar to those outlined in this report, the planning director must be capable of making a total commitment to the goal of increasing the influences of planning upon decision-makers. The planning department upon evaluation should follow a strategy made up of these key points:

- define an issue capable of generating significant interest and debate;
- propose an alternative resolution for debate based upon an evaluation of what is politically feasible and toward the general benefit of the county;
- insure its consideration by decision-makers by publicizing the issue;
- hold public meetings;
- engage interested citizens in a support committee;
- organize and bring opposing factions together;
- mediate and facilitate resolution.

Having raised the issue and in effect having initiated the potential for conflict, the planner is in a good position
of being capable of guiding the issue towards its resolution. To do this effectively, the planner must perform as an activist; generating interest, structuring allies, and facilitating debate within the political arena. The planner must maintain control of all developments by being capable of foreseeing conflicts that may arise from the initiation of the issue into the decision-making arena. His ability to do this will depend on how well he analyzes the issue and the arena in which it is brought forth. With heavy emphasis on including all factions opposing and supporting the issue, the planning department's role as a facilitator of compromise in enhanced. All efforts should be directed at enhancing the picture of planning's ability to facilitate a solution mutually beneficial to all concerned. Such a strategy might be short or long term and may require successive approximations before the issue can be generated or brought to a resolution in the most desirable manner to insure timely results. The planner will have to evaluate each opportunity for intervention to deem it capable of furthering a planning perspective. One achievement, even of varying significance, will establish groundwork for further advances.
As mentioned previously in this report, Cochise County qualifies for designation as a redevelopment area under the Public Works and Economic Development Act of 1965, as amended. Before the Economic Development Administration (EDA) will actually designate the county as a redevelopment area, the county will have to undertake an economic planning program. Support and interest by county officials varies. This represents an ideal opportunity in which the planning department can test its muscle flexing ability in the political decision-making arena. The planning director should take on the role of activist, strongly recommending the county's participation in the program. Support of citizen, business, and industrial groups should be sought to further convince county officials of the need for a program of this sort. The planning department must advocate itself as the overseer of the development of the economic program and planning study. The board of supervisors will have to be convinced of the merits of the program by a combination of educational persuasion and more direct political pressures. The issues inherent in such a program such as economic constraints and needs, county growth, and governmental roles should be openly and
actively addressed in the political arena. Factions of differing viewpoints on key elements should be encouraged to participate.

The planning department must be willing to take the opportunities within this program and actively "run" with them in a predetermined strategy to enhance planning's role and reputation in the county. Acting as the facilitator of the debate and analysis leading up to the development of the economic plan, the planning department's role can be greatly legitimized. The department must realize the potentials that the plan and its ensuing program offer for implementation of strategies as such as mentioned previously, aimed at enhancing the planning function in Cochise County.

The potential danger is always present that the economic plan could go the way of the "General Development Plan." In an effort to avoid such a disaster, the planning department should make note and analyze many of the conclusions reached in this report. Based upon them, the department should:

1. recommend a number of action programs deemed to be certain of implementation, along with those of redeeming value to the county but with less certain political acceptance;
2. offer short term action programs as well as longer term policy approaches;
3. establish a permanent citizen committee;
4. reduce the time element involved in the preparation of the plan by staging the various outputs;
5. seek and incorporate the opinions and guidance of opposing groups;
6. flush out potential conflicts early on in the preparation of the plan;
7. actively involve all levels of the county government in the preparation of the plan;
8. continue to monitor and advocate the plan's policies in the political arena even after the plan is adopted.

Increase the Comprehension of What Planning Can Do

The lack of comprehension of planning matters displayed by members of the staff and the planning and zoning commission seriously undermines any attempt at establishing a continuous and effective planning program. Their inability to grasp the substance of what their functions should be and the implications of their actions stems from a lack of sophisticated know-how when it comes to dealing with complex issues and problems. Staff and Commission members are guilty of doing insufficient homework and other preparatory efforts.
This analysis is not meant as merely criticism, but further recognizes the complexity of the issues that face these untrained individuals. There is a need for these individuals to learn a great deal about their jobs and consequences of their actions. Towards this end a series of in-house workshops should be initiated under the direction of the planning director to explain, illustrate, and facilitate a broader understanding of planning. As proposals are presented to the commission, the members should organize into working committees willing to show greater initiative in inquiring about the problem and researching its various implications. By instilling an understanding of planning, a greater appreciation of planning potentials can be established. As development proposals multiply with the expansion of the population, the jobs of the staff and commission members will become tougher. The establishment of an effective planning program in Cochise County can not be accomplished in an environment where the primary actors lack the knowledge and understanding necessary for its implementation.

Efforts to educate must go further than the staff and planning and zoning commission.
One of the keys to the development of a successful planning program is a citizenry that understands the purposes, advantages, and processes associated with planning. Greater efforts need to be made to communicate and disseminate information and materials to citizens and groups interested in planning problems. As part of its more active, politicized role, the department must seek the active participation of the public. Public participation was sought during the development of the county's general plan, but since efforts have dropped off entirely. Citizen input and involvement must be actively pursued if the planning department's legitimacy is to be enhanced. By heightening political awareness, citizens can be enlisted in strategies instrumental to advancing the planning perspective throughout county government. To this end I would propose the establishment of citizen planning committees. Committee functions would include evaluation and initiation of planning proposals and assistance to staff members on specific issues. Establishing a dialogue between the public and the planning staff can serve a legitimizing function which would enable planners to be seen as something other than elitists hidden in the government bureaucracy.
Discussion with citizen groups on issues and problems will help the staff clarify their roles and responsibilities as well. Interested citizen groups have the potential to act as joint partners in the strategies to expand and legitimize the planning function in Cochise County. Public participation can create interest that, if channeled correctly, can be a basis for more effective government.

Concluding Remarks

Due to statute limitations, Cochise County has significant amounts of land under its jurisdiction but outside the controls of its land use regulations. If these regulations are to play their proper role in guiding growth and the development of land, changes in state statutes must be lobbied for. Legislative action is needed to expand county authority to cover all subdivisions of land regardless of number and size of parcel splits. With respect to non-conforming uses, zoning regulations need to more strictly control their expansion and allowable improvements over the use's reasonable life. A.R.S. Section 11-830 states that zoning ordinances cannot restrict certain uses of land if the tract concerned is five or
more contiguous commercial acres. The county should certainly have some control over large scale railroad, mining, and agricultural uses. Any change in the present restrictions governing these uses would improve the county's capacity to deal with them adequately. These proposals necessitate a change in state statutes, not an entirely likely happening in the near future. However, counties in Arizona must continue their efforts to lobby the state legislature for more effective use of land use controls on the county level. This activity should be a formalized part of the annual program of county planning activities.

As planning develops in Cochise County, it will need to be more concerned with the orderly relations between all functions which county government performs. By expanding the planning function, the planning department can be instrumental in coordinating the various line departments of the county government. The department can also be instrumental in the objective of obtaining greater intergovernmental cooperation between all levels of government in Cochise County. By pursuing a coordinating role with emphasis on increasing its influence upon decision-making, planning can build a firmer foundation
for action. This hopefully will facilitate better decision-making, leading to a more equitable and efficient allocation of the county's resources.
FOOTNOTES

(1) State of Arizona, Planning Division: Department of Economic Planning and Development: Cochise County Environmental Service Needs Study, 1971

(2) Ibid. p. 3


(4) Ibid. p. 301


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State of Arizona, Planning Division; Department of Economic Planning and Development; Cochise County Environmental Service Needs Study, November, 1971
SUPOSE SOMEONE GAVE A PICNIC AND EVERYBODY CAME: About 35,000 people reside today in the county. The inner circles on the above map show where they live. Lots of others have bought homesites in county subdivisions, but still live elsewhere. The outer circles show how the distribution of people would change if all these absentee owners and their families came tomorrow. Move over, pardner.

* Cochise County Development Policies and General Plan
COCHISE COUNTY'S population declined during the period from 1930 to 1950. Since 1950, our population has steadily grown. Projections indicate this growth will continue. Population of the county is expected to reach 100,000 persons around 1990.

* Cochise County Development Policies and General Plan
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<td>Lot Sales</td>
<td>Minimal</td>
<td>---</td>
</tr>
<tr>
<td>Sunsite Hills</td>
<td>10,000</td>
<td>15,000</td>
<td>Lot Sales</td>
<td>Minimal</td>
<td>Horizon Land Co.</td>
</tr>
<tr>
<td>Tenneco West Prop.</td>
<td>7,000</td>
<td>35,000</td>
<td>New Town</td>
<td>All Util.</td>
<td>Tenneco West Co.</td>
</tr>
<tr>
<td>Willcox Lakes</td>
<td>3,000</td>
<td>--</td>
<td>Res. Sub.</td>
<td>Minimal</td>
<td>Renson</td>
</tr>
</tbody>
</table>

*Former land use classified as grazing

**Minimal means graded roads and those required by local planning authorities

***Planned residential development

****All Utilities means paved streets, water, sewers, electric and gas
FRY — Right in the Middle

By A Star Staff Writer

FRY — This townsite is like a hole in a doughnut, an unorganized town in the middle of the city of Sierra Vista.

With most residents on fixed or low incomes and no recognized community organization, the townsite is failing to keep up with the rapidly growing city that surrounds it.

Although annexation might seem like a logical solution, many Fry residents think that would be like jumping from the frying pan into the fire.

The town takes in 150 acres, or roughly seven square blocks. It has 150 businesses, mostly retail, and its estimated 2,000 residents live primarily in mobile homes and older houses with individual septic tanks.

It suffers from periodic flooding and sewage problems, which Cochise County is studying.

But the crux of the town's problem is where the money will come from for badly needed improvements.

If annexation occurred, the "most logical" answer would be to create a capital improvement district, requiring residents of Fry to shoulder the costs, said Ray Lee, Sierra Vista city manager.

"Sure, we'd like to have sewer systems and curbs on the streets, but if there is any added cost they (residents) could not afford it," said Richard Kale, chief of the Fry fire district.

But without a capital improvement district, says Lee, the city would have to funnel an undue portion of city funds into Fry to bring it up to par with the rest of the city.

"It's bad to have those enclaves, but it's worse to annex them and not have the money to improve," he said.

The only serious attempt by the city to annex the area was in 1973. The response was poor. More than half of the townsite's population, must petition for annexation.

Prior to the city's incorporation in 1956, the Sierra Vista area was called Fry, named after the family of Irwin Fry, a major property owner in the area.

Fry was "opposed to the incorporation and withheld his property from the city, according to some accounts, because the community wanted to change its name.

"He was against the city becoming a city because he did not think it was ready," said Kale, a longtime resident. Fry, contacted at his mobile home in Fry, said, "I don't know anything about the town," and refused to comment further.

The Cochise County Health Dept. is conducting a sewer survey in the townsite and finding problems that "were not really unexpected," said Harvey Ayers, a county sanitarian.

The report will go to the Board of Supervisors and "hopefully be the start of an improvement district," he said.

"I think it could be a fine little town," said Kale, fire chief since 1953. "The people get along real fine. We don't have any real problems.

"It's a proud lot of people," he added. "Maybe they've only got a little lot with a trailer on it, but at least they own it."