

2003 Greenlee County
Comprehensive Plan
adopted March 4, 2003

Printed May 11, 2005 (1:34pm)

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The 2003 Greenlee County Comprehensive Plan
was adopted March 4, 2003 by the:

Greenlee County Board of Supervisors

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and

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I. VISION STATEMENT

To develop a vision statement, we asked, “If you could have the County the way you want it, how would things be? In 10 years, what do you see in your crystal ball? What is your vision for your community?” This vision statement represents what **you**, the residents of Greenlee County, believe the County should be! The driving thought, “To fail to plan, is to plan to fail.”

Residents said these things.

Greenlee County should be a good place to raise a family.

The County should have an ample supply of productive jobs with a variety of companies.

Jobs should be available for youth.

If children choose to stay in the County as adults, children should have opportunities to work and to raise their families.

The County should have ample housing for retirees including long-term assisted care facilities.

Adequate safe and appropriate housing should be available.

Land should be available for development.

The County should remain rural with its clean air, natural beauty and scenery as outstanding assets.

Outdoor recreation should remain a dominant feature.

Residents should have access to the land.

Land users should be good stewards with productive endeavors. They should have no more use restrictions than are absolutely needed as determined locally.

County residents should be able to use their lands for living, for agriculture, and for resource harvesting to provide the products needed for our State and Nation.

Natural resource harvesting and extracting are and will be the cornerstone of the economy.

We should emphasize and promote basic industry already here and work to get new businesses to move into the community.

II. INTRODUCTION

The Comprehensive Plan covers, at a minimum, those topics required by Statute. A section is dedicated to each of these topics.

“The purpose of the plan is to bring about coordinated physical development in accordance with the present and future needs of the county. The comprehensive plan shall be developed so as to conserve the natural resources of the county, to insure efficient expenditure of public funds, and to promote the health, safety, convenience, and general welfare of the public. Such comprehensive plan may include but not be limited to, among other things, studies and recommendations relative to the location, character and extent of highways, railroads, bus and other transportation routes, bicycle facilities, bridges, public buildings, public services, schools, parks, open space, housing quality, variety and affordability, parkways, hiking and riding trails, airports, forests, wildlife areas, dams, projects affecting conservation of natural resources, air quality, water quality and floodplain zoning.” A.R.S. § 11-806.B

Elected and appointed officials will use the Plan over the next ten years to help in making land use decisions. Those wanting to use or develop lands will have a better understanding of the underlying needs and desires of the people.

Based on today’s conditions, the Plan depicts, with text and maps, how the citizens, business people, landowners, elected and appointed officials see Greenlee County and how it should develop over the next ten years. The Plan is advisory and focuses attention on perceived needs.

The public was and is invited and encouraged, anytime, to comment on this plan. We want to work toward a conscience on the stated policies, recommendations, and goals. We intend this document to be dynamic and living. While revisions are difficult, we feel that when needed, we should make the revisions.

The plan should be reviewed annually and major amendment considered. An amendment is a substantial alteration of the County’s land use mixture or balance as established by the County’s Comprehensive Plan land use element for any area of the County. The criterion for defining a major plan amendment is a change of land use designation that increases or decreases the intensity for use on the property.

III. PROCESS

A. STATUTES

The State requires Greenlee County to adopt a Comprehensive Plan. The County is required to obtain citizens' opinions and responses to what they believe is important for the development of the County. The Statutes provide this direction.

"1. Adopt written procedures 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. The procedures shall provide for:

- (a) The broad dissemination of proposals and alternatives.*
- (b) The opportunity for written comments.*
- (c) Public hearings after effective notice.*
- (d) Open discussions, communications programs and information services.*
- (e) Consideration of public comments.*

2. Consult with, advise and provide an opportunity for official comment by public officials and agencies, the county, school districts, associations of governments, public land management agencies, other appropriate government jurisdictions, public utility companies, civic, educational, professional and other organizations, property owners and citizens generally to secure maximum coordination of plans and to indicate properly located sites for all public purposes on the general plan." ARS § 9-461.06.B.

B. PROCESS SUMMARY

A Plan Draft will be prepared and distributed for comment. All comments, both written and oral, will be evaluated and discussed. A public notice will be published in the newspaper for at least two weeks and public meetings will be held in Morenci, Clifton, York, and Duncan. If we have enough interest, meetings will be held in the Eagle and in the Blue areas and additional meetings as needed. These meetings will be open houses and will use the Planning and Zoning Commission members as contact points. All comments, both written and oral, will again be evaluated and discussed. Comments will be incorporated into the Plan Draft. The Plan will be distributed for comments. Additional comments will be evaluated, discussed, and incorporated into the Plan. The Final Plan will be presented to the Planning and Zoning Commission, then to the Board of Supervisors for adoption.

IV. HISTORY

An Act of the 25th Territorial Assembly created Greenlee County in 1909. The citizens in the Morenci mining district of eastern Graham County wanted a governing area. Neighboring Counties are shown on Figure 1. Before its formation in 1891, Graham County was a part of Pima and Apache Counties. President Abraham Lincoln formed the Arizona territory in 1862 from the western part of the New Mexico territory. The Gadsden Purchase of 1853, had established the current national boundaries with Mexico.

The New Mexico Territory had two significantly different cultures. New Mexico traces its European settlements back to the Spanish exploration and colonization in the 1600's along the Rio Grande, a natural transportation route. The earliest Arizona Spanish outposts were small missions along the Santa Cruz River. Further European settlement was hindered. Europeans colonized Arizona in the 1800's. After a protracted conflict as the European population rose, the Native American people were placed on reservations. Agriculture, mining, and timber harvesting became viable.

The California gold rush increased mineral exploration throughout the west. With the discovery of rich silver deposits in the 1860's, and later copper ores, in the Morenci mining district, growth was rapid. By the late 1890's, eastern Arizona's population exceeded 20,000. As ores and mineral processes and markets changed, the population has fluctuated.

By 1918, the Arizona Copper Company had consolidated the early copper mines. Phelps Dodge, which also had mining and smelting interests, bought the Arizona Copper Company. The decline in mining from the depression years ended with World War II.

Duncan was original established as a shipping point for cattle. Around Duncan, substantial agriculture developed in the rich soils of the well watered Gila River Valley. Initially, farming supported the local economy, but cotton and other crops are now shipped out of County.

The County's population and economy reflect the roots of settlement. The Native American, Hispanic and other European cultures provide a rich, although sometimes contentious, community. These people live and work together with remarkable respect considering the differing cultures, views and perspectives. The economy is based on natural resource extraction, agriculture, and ranching.

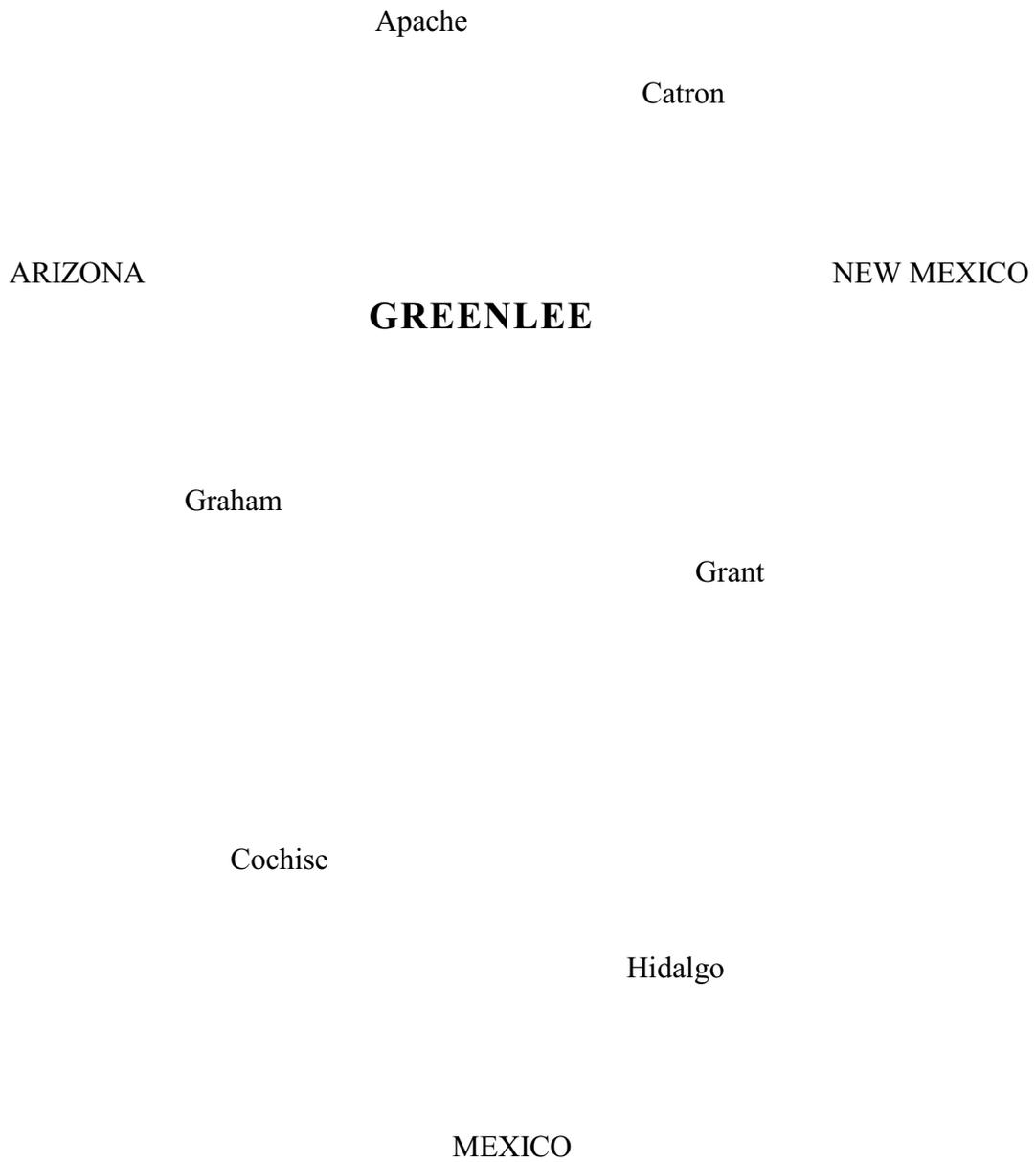


Figure 1. Greenlee County

V. REGIONAL SETTING

A. DESCRIPTION

Greenlee County is in eastern Arizona on the state line with New Mexico. The eastern part of the Mogollon Rim slices through the County. From the south, the Chihuahuan Desert transitions into mountains, covered with Ponderosa Pine, in the north. Four perennial rivers water this rugged landscape.

The County has 1,838 square miles. Land ownership follows in Table 1.

Agency	Percent	Area (Square miles)
US Forest Service	64	1,176
US Bureau of Land Management	15	276
Indian Reservations	0	0
State of Arizona	15	276
Private (Individual or corporate)	6	110
Other public	less than 0.5	
Total	100	1,838

Greenlee County has two incorporated Towns - Clifton and Duncan. Morenci is a company-owned town, but not incorporated. A part of Morenci is within Clifton. Verde Lee and Loma Linda are east of the Clifton limits. The Guthrie/3-Way/York area is near the center of the County and may be an area suitable for incorporation. The Apache Grove, Sheldon, and Sweetwater areas are smaller places along SR 75 going toward Duncan. Duncan includes an area around US 70 and SR 75. Franklin is a small community southeast of Duncan.

North of Morenci, the Apache Sitgreaves Forest is the major feature. Two communities, Eagle and Blue, have been settled along the rivers.

B. TRANSPORTATION

Transportation issues are important because without adequate and appropriate access, private and public lands have reduced economic value. We note that *even primitive and recreational uses have significant access demands.*

Access may be on foot, by animal (horse or mule), or a powered vehicle (2, 3, 4, or multi wheeled vehicles). Whatever means, people need an appropriate access way. In prehistoric times, the rivers provided these ways. Wild animals developed, through use, paths within their ranges. These paths often became horse and wagon trails as people moved through the country. As natural riverine changes occurred and as our ability to modify land forms increased, road builders abandoned these trails for ways following higher ground, i.e., the ridge lines, to avoid drainage issues. Later, roads were developed with good bridge locations becoming key nodes.

1. ROADS

a. STATE HIGHWAYS

Greenlee County has three state highways as shown on Figure 2. U.S. 70 runs southeasterly entering from the west, running through Duncan, and leaving on the east County line/State Line. U.S. 70 continues to Lordsburg, New Mexico. U.S. 70 has been marketed as the “Old West Highway.” Both U.S. 70 and U.S. 191 pass through Safford. U.S. 191/AZ 78 runs northeasterly entering from the west, running through 3-Way, and leaving on the east County line/State line. AZ 78 becomes NM 78 at the State Line and passes through Mule Creek, New Mexico, and ends on U.S. 180. AZ 75/U.S. 191 runs northerly, beginning in Duncan, running through Clifton and Morenci, crossing the north County line, and continuing into Alpine in Apache County.

The nearest Interstate Highway is I-10. I-10 is about 30 miles south of Duncan, but no direct access is available. Access to I-10 is through either Lordsburg via U.S. 70 or Safford via U.S. 191. Some have suggested that we should build a direct link to I-10 from Duncan. Southern Greenlee County was severely hurt economically when the State built I-10. Most through traffic was diverted around the County.

The State Highways are generally in good condition. Over the past 10 years, sections have been rebuilt and brought up to current standards. Other sections, built after the World War II, are in need of significant improvement. Some sections were built in the 1960's and are still in good condition.

During high water events, the San Francisco River stops traffic on U.S. 191 and the railroad through Clifton. Likewise in Duncan Valley during flooding events, the Gila River stops SR 75 traffic and sometimes US 70 and the railroad. Bypasses constructed to avoid the river floodplains would prevent these problems.

From 3 Way to Morenci U.S. 191 is the only State access route. An alternate is needed. U.S. 191 cuts through the Phelps Dodge Morenci mine and continues to be a factor in mine planning. Phelps Dodge has moved the road several times to allow continued production. In the 1970's, the State started, then abandoned, moving the road. Road relocation should be completed.

Figure 2 - State Highways

Recommendations

- Bring all roads up to current standards.
- Continue an aggressive maintenance program with a particular emphasis on ride quality.
- Continue marketing efforts for U.S. 70, the “Old West Highway.”
- Move U.S. 191 away from the Morenci Mine.
- Extend AZ 75 to I-10.
- Construct bypasses to avoid the San Francisco River and Gila River floodplains.

b. COUNTY ROADS

The County claims 380 miles of roads but maintains about 340 miles. Of these roads, 40 miles have asphaltic surfaces, including old State highways abandoned to the County. The paved roads are in the most populated areas. Another 300 miles are gravel or native soil generally serving agricultural needs, i.e., farm to market. Often these roads serve remote farms, ranches, windmills and water impoundments and users do not want roads paved. The remote roads also provide access for many recreational opportunities. About 175 road miles are within the Apache Sitgreaves Forest. Within the Forest, about 30 road miles are not now maintained.

Recommendations

- Develop a road right of way inventory.
- Prove ownership of those right of ways that are significant.
- Consider abandoning those roads that we do not or cannot maintain.
- Encourage property owners to develop access ways to property and to petition the County for inclusion of access ways into the County’s Road System.
- Continue to maintain those roads being maintained.

c. OTHER ACCESS

Many more roads and trails have been “developed” for access by utilities, ranching, mining, natural resource, and residential interests. Many of these “roads” have collateral uses, recreation being the most noteworthy. Road ownership lies with the underlying land. Land owners fear allowing people to use roads because of damage and liability. Opportunities exist for development of these roads for additional recreational uses. These roads have often been developed along the route of least resistance and meet few standards.

Recommendations

- Develop an inventory of access ways.
- Work to make these ways part of road or trail systems.
- Encourage responsible use of roads.

2. RAILROADS

Greenlee County has a railroad spur connecting to the Union Pacific main line at Lordsburg, New Mexico. The spur runs through Duncan and ends at the Phelps Dodge Industrial Railroad in Clifton. The Phelps Dodge Industrial Railroad serves the Phelps Dodge Morenci mine. This railroad system is an important element to move goods economically. The railroad and highways cross at several locations. Vehicular delays occur daily as the trains switch cars.

Several abandoned railroad right of ways might be used for recreational purposes.

Passenger service to Clifton stopped in 1930's. Clifton renovated the train station in 1992. Scenic railroads have been successful in other locations and may help to increase tourism.

Recommendations

- Provide track roadway grade separations for train crossings, particularly in Clifton.
- Continue to support the primary use of the railroad for freight.
- Consider a scenic railroad use.

3. BUS AND PUBLIC TRANSIT

Greyhound Bus Lines provides service at Duncan on U.S. 70.

Other firms have developed "safe ride" programs primarily to provide transportation for those commuting from Graham County to the Morenci Mine.

The County helps provide transportation for the elderly with vans in Clifton and Duncan.

No other private or public general transit is available.

Recommendation

- Maintain Bus service.
- Continue transportation for the elderly.
- Encourage private transit, including taxi service for residents.

4. WATER

None of the water courses in the County have been found suitable for commercial use for extended periods. We found some short term commercial use in the past.

The County has four perennial streams - the Gila River, San Francisco River, Blue River, and Eagle Creek. The Black River is on the northwest boundary. These water courses are the focal point of environmental issues. The riparian areas are the natural oases in the desert. All creatures, including man, depend upon water to sustain life.

No recommendations are presented on water transportation.

5. BICYCLE AND PATHWAYS FACILITIES

Greenlee County does not have designated bicycle facilities. Many cyclists use the State Highways, County Roads, and many private access ways and trails. Many people walk along roadways.

Recommendations

- Develop opportunities to increase bicycling, both on highways and on trails, within the County.
- Connect trails and other routes
- Coordinate efforts with the Department of Transportation to make state highways “friendly” for cyclists.
- Develop trails, or pedestrian paths, along State Highways and other “developed” ways.

6. BRIDGES

A list of bridges is provided in Appendix A.

7. AIRPORTS

The County has one active General Aviation airport. The Clifton Morenci Airport (CFT) is a mile east of Three Way. The County owns and maintains this facility. Much of the traffic at the airport is chartered for business.

The Town of Duncan has begun to redevelop its airport located about 4 miles south of Duncan. O’Connor Field was closed in the 1980’s. The Town is now purchasing land to redevelop this facility.

Recommendation

- Encourage regularly scheduled airline service.

C. PUBLIC BUILDINGS

Principal buildings and facilities are listed. Not every active facility is mentioned.

1. FEDERAL

US Department of Agriculture Apache-Sitgreaves Clifton Ranger District Office at 3-Way.
BLM Communications Facility on Guthrie Peak.

2. STATE

Department of Economic Security Office in Clifton.
Motor Vehicle Department and Transportation Maintenance Facility at 3-Way.

3. COUNTY

Courthouse Complex at Clifton
Sheriff's Office and Road Shop Complex at Clifton
Loma Linda Landfill
Clifton-Morenci County Airport at 3-Way
County Annex, Road Shop, and Fairgrounds near Duncan

4. TOWNS

Senior Citizen Center in Clifton
City Hall, Clifton
City Shop, Clifton
Senior Citizen Center in Duncan
City Hall, Duncan
City Shop, Duncan
Swimming Pool, Duncan

5. SCHOOL DISTRICTS

Eagle Creek School
Blue School
Morenci Junior and Senior High School, Fairbanks Elementary School
Greenlee County Alternative School
Clifton High School, Elementary, and Primary School

6. PRIVATE HEALTH CARE

Morenci Healthcare provides urgent care and clinical services. One doctor serves the southern portion of the County. Ambulance service is run by the Morenci Healthcare and "owned" by the

County. The County Health Department provides many services for residents. The State now runs the Long Term and low income health programs. The closest hospital is in Safford about 45 minutes by ground and 15 minutes by air. The Graham County hospital has a helicopter for emergency medical transport to either Graham County or an urban hospital. Fixed-wing air transport is available from the urban areas of the State.

7. SERVICES AND UTILITIES

Navopache Electric Co-op - Electricity in Blue

Morenci Water and Electric - Water and Electricity in Morenci and Clifton, Sewer in Morenci
Clifton, Sewer in Clifton

Southwest Gas - Natural Gas in Morenci, Clifton, Verde Lee, and Loma Linda

El Paso Gas - Natural Gas for Morenci Mine

Duncan Valley Electric Co-op - Electricity and natural gas south of 3-Way, Electricity in Verde
Lee, and Loma Linda

Verde Lee Water Company - Verde Lee

Loma Linda Water Company - Loma Linda

Copper Valley Telephone - land-based telephone service for the County except the Blue.

Duncan - water and sewer for Duncan.

Cable One - Cable Television for Morenci and Clifton

With the need for additional electrical generation capacity, the County has considered sites for a power generating plant. A major electrical distribution line crosses the County, a major natural gas line follows south of US 70, a railroad spur serves the Phelps Dodge mine, and we have a major user of power at the Phelps Dodge Morenci mine.

Recommendation

- Provide needed stimulus for building a Power Plant in the County.

8. WASTE MANAGEMENT - LANDFILLS

Refuse carting is provided by several organizations, public and private. The County provides waste disposal at the Loma Linda Landfill and the Blue Landfill for all County residents. Some have suggested that recycling companies be encouraged to put plants in the County.

Recommendation

- Provide locations for recycling companies to settle.

9. SCHOOLS

The School Districts in the County have an open enrollment policy. We allow students to attend the school of their choice. Based on the achievement of students graduating from these schools, students can receive a quality education in any of the Districts.

Blue - A one-room school serves The Blue School District. This school handles grades one through eight. Parents generally send High School students to a surrounding community.

Eagle - The Eagle School District is also served by a one-room school in the Eagle area. Like the Blue, this remote area sends its High School students to surrounding communities. Both Blue and Eagle School Districts have been affected by declining populations. Consequently, the Schools may not operate every year.

Morenci - The Morenci School District provides facilities for Preschool through Grade 12. This is the largest school district. Because most of the Morenci Mine is within its area, the district is the best funded and provides the most programs.

Clifton - The Clifton School District also provides facilities for Preschool through Grade 12.

The Alternative School in Clifton is available for high school students.

The Greenlee County School Superintendent provides two daily sessions at County Accommodation School for "special needs" students. The Accommodation School is housed within the Morenci School District.

Duncan - The Duncan School District includes the areas surrounding Duncan including Virden, New Mexico. An agreement has been reached to provide services to students from Virden. The residents surrounding Virden often have more contact with Duncan area than other parts of New Mexico.

The County does not have a Junior or Community College. Eastern Arizona College (EAC), in Graham County, does provide extension classes at various locations in the County. Students, both "college age" and adults continuing their education, pay in-County tuition. Because the County does not have a post secondary school, those graduating from High School and wanting to enter a full-time college course must travel out of the County. The County has arranged for students attending Western New Mexico University in Silver City to be treated as in state students. EAC has a corresponding agreement with New Mexico residents.

The County pays part of the tuition for students attending any Community College in Arizona.

10. LIBRARIES

We have three libraries in the County and both Blue and Eagle areas have periodic library

services through the schools. Libraries are found in Morenci, run by the Morenci Schools, in Clifton, run by the Town of Clifton, and in Duncan, run by the Town of Duncan. The County Library has been designated in Clifton.

11. PARKS

The Morenci, Clifton, and Duncan School Districts have facilities that are open and used by the public when not used by the schools.

a. PRIVATE

Morenci Residents use the Wildkitten ball field for youth sports. Phelps Dodge Morenci maintains these facilities.

The Morenci Swimming Pool is open during the summer and is run by the Morenci School District.

b. COUNTY

The County developed the Morenci Veterans Park in the 1990's. Two lighted ball field, a concession stand with restrooms, play area, and a paved parking lot were built. Through the generosity of the Sumitomo Metal Mining Co., Ltd., and Sumitomo Corporation, a partner with Phelps Dodge at the Morenci Mine, a beautiful picnic area was added to the facility. Additional facilities are planned. Phelps Dodge Morenci maintains this facility.

Two ball fields were also built in Ward Canyon near Clifton. Fencing and seating have been provided for these dirt fields. The County maintains this facility.

A fenced, practice ball field has been laid out at the Airport. Other facilities have been discussed in the York area, south of the airport. Funding and getting needed land has halted York development. Old landfills in York, near the south end of the Cosper Loop, and near Sheldon present opportunities for developing parks.

The Fairground has one developed little league ball field and one softball field is in development. Development has been slow because of funding limitations. The Fairground has a ½ mile horse track with Grandstand and a lighted arena. Exhibit buildings are used for various functions during the year. Several restrooms serve the area.

Additional development of these parks is needed.

c. TOWN

Both Clifton and Duncan have developed Town parks with picnic facilities. Duncan has an active swimming pool.

12. OPEN SPACE

About 94% of Greenlee County is either Federal or State Land. The Apache Sitgreaves Forest occupies about 64% of Greenlee County. These lands are open for recreation under a multi-use concept. State Lands cannot be designated "Open Space."

Recommendation

- Maintain and strengthen the multi-use concept.
- Continue park development as funding allows.
- Encourage developers to buy State Lands. Development density should be appropriate for available access and utilities.

D. HOUSING QUALITY, VARIETY AND AFFORDABILITY

Greenlee County housing is a mixed blessing. In 1990, the census counted 3,583 units. In 2000, the census counted 3,744 units. This increase includes the units lost during the development of the Clifton Flood Project. The yearly growth was 0.8%.

The lack of demand has kept land and housing costs low. With the low housing costs, developers have a difficult time justifying building new homes. No new subdivisions have been developed since the 1960's. The 1960's subdivisions were "developed" and recorded without final approval from the Board of Supervisors. Roads were not improved; however, two are served by water systems. Others depend on ground water supplies. All the rural subdivisions depend on septic systems. These areas are nearly "built" out and land costs are beginning to rise. About 95% of the homes "built" in the last 10 years have been manufactured homes. Housing projects planned have not been built.

Some housing units available are excellent, but many are substandard. The County has not adopted building codes and zoning is lagging other jurisdictions. Some site built homes are next to older mobile homes. This diversity has affected home values and desirability. A consistent program to improve the housing stock has not been adopted. Improvement of housing will occur only over time.

Phelps Dodge owns all housing in Morenci. They have about 1,200 units. This represents about 30% of the housing in the County. Phelps Dodge employees live in most units with some County, Morenci School District, and law enforcement personnel in others. These units rent from \$150 to \$450 per month. **Minimum** rental for a compatible unit is \$500 per month. As a rule of thumb, rental cost is about 1% of the unit's value. Phelps Dodge has allowed "outsiders" to rent and then ended leases when company employees needed housing. This "liberal" rental policy coincides with downturns in the copper market and ends when the copper market picks up.

Many employees of the mines commute daily. When needed, These people could not get houses

in Morenci and suitable, “affordable” housing was not available elsewhere in the County. Many consider a home as an investment and see better opportunities out of the County. They believe that houses cost less in out-of-county locations.

The Town of Clifton has 1,087 units. After the 1982 flood, many homes in Clifton were more than “50% damaged” and were not repaired. The “Flood Project” from the 1982 disaster removed another 140 housing units. No homes are allowed in the floodplain.

As a part of the Clifton Flood Project, a Recreational Vehicle park has been built in Clifton. This Park could have as many as 120 spaces and will include other amenities for the community including a park.

The Town of Duncan has 384 units with a potential for others. Several areas have been developed contiguously to the Town limits. The Town annexed an area in 1974 leaving a County island. Concerns about ground water contamination from septic tanks and a continuing lowering of the ground water suggest a need for water and sewer connections.

Recommendation

- Establish standards for construction and home siting.
- Identify land that could be used to create housing subdivision.
- Encourage rents in Morenci to rise to market levels.
- Over the next twenty years, bring homes in Morenci up to code and sell them to encourage those commuting to settle and live within the county.
- Develop additional housing opportunities.
- Repair or remove structures in poor condition.

E. PARKWAYS, HIKING AND RIDING TRAILS

The County has not developed a parkway, hiking and riding trail system. Many private access ways and some old railroad beds could become part of this system.

The Apache Sitgreaves Forest has an extensive system of trails. They have about many miles of trails with trail heads.

Recommendation

- Connect the Forest Trails with new trails.

F. FORESTS

The Apache Sitgreaves Forest covers about 65% of Greenlee and is important economically. The Forest was reserved in 1905 and subsequently added to. The Forest lands have a mixture of Ponderosa Pine, Pinon/Juniper, and high desert areas. Administration is split between the Clifton

and Alpine District offices. Local concerns need to be considered and included during Forest Planning activities. Until recently, multi-uses of the land allowed, grazing and wood harvesting, with significant economic returns and helped maintain a “healthy” safe forest. These land use practices have developed over the last 100-years standing the test of time. Any changes should be considered with great care and should be enacted only after proof of effectiveness.

Recommendations

- Return to the multi-use of the land.
- Consider local concerns and implement appropriate actions.

G. WILDLIFE AREAS

The Federal and State Lands are important wildlife areas. During game seasons, many hunt and fish in the County. The four perennial rivers (the Gila River, Eagle Creek, San Francisco River, and Blue River) provide riparian habitats.

The Federal Government created the Blue Primitive Area in the 1930's. This area is administered as a Wilderness Area. The Bear Wallow Wilderness Area was created in the 1980's. The Peloncillo Mountain Wilderness Area extends across the southern County line.

H. DAMS

No major dams have been built in the County. A list of dams and other water retaining structures is provided in Appendix B.

Flood control issues have shown needs. Quail Springs Dam at Evans Point on the San Francisco, Camelsback Dam in the Gila Box (in Arizona) and Connor Dam in the Gila Lower Box (in New Mexico) have been discussed for flood control, irrigation, and recreation. Most recently a small lake (100 acres) on Pigeon Creek was considered. None of these projects got beyond the discussion stage.

I. PROJECTS AFFECTING CONSERVATION OF NATURAL RESOURCES

The Forest Service is sponsoring teacher education in Water and Wildlife resources. By teaching the children, we will have an impact, albeit slow, on good stewardship of the land and its resources.

J. AIR QUALITY

Visibility is generally excellent within the County. We do experience some haze particularly when wild fires are burning.

The Federal Government designated Greenlee County as a non-attainment area for SO₂.

Significant SO₂ emissions ceased in 1982 when the copper smelter in Morenci closed. The non-attainment status remains.

Dust and PM₁₀ have been significantly reduced by armor coating (macadam paving) roads within populated areas. Some issues have been raised from wind blown material from the tailings dams and agricultural activities.

K. WATER QUALITY

Water quality is generally good. Some areas do have poor quality water with naturally occurring, high mineral content. We do not see contamination from basic industry or mining. Streams and rivers are “clean,” although after storms we see evidence of sediment transport.

The Arizona Department of Water Quality has established several areas to monitor water quality. Data collected is presented in Appendix C.

L. FLOODPLAINS

The County has not adopted any special zoning districts for floodplains. The County adopted the Floodplain Ordinance (developed by the State) to comply with the National Flood Insurance Program (NFIP). The NFIP is complicated and lacks flexibility. The Federal Emergency Management Agency Insurance Rate Maps are poor at best. The maps were overlaid on 15 minute USGS Quadrangle Map and show inadequate details.

Recommendation

- Revise the planning and zoning ordinance to reflect floodplains.
- Develop better detailed Floodplain Maps.
- Encourage the Federal Government to provide additional local controls in the Flood Insurance Program.

M. POPULATION

The County’s population follows the fortunes of the mining industry. When mineral prices are high, the economy is good and the population increases. The population decreases in periods of low demand. Changing mining processes also affect the population. The depopulation between 1980 and 1990 can be attributed to the copper market and to natural disasters.

The census figures follow.

Census year	Arizona	Greenlee County/Graham County	Clifton	Duncan
1900	122,931	na/14,162		
1910	204,354	na/23,999		
1920	334,162	15,362/10,148		
1930	435,573	9,886/10,373		
1940	499,261	8,698/np		
1950	749,587	12,805/np		
1960	1,302,161	11,509/np		
1970	1,775,399	10,330/np		
1980	2,716,546	11,406/np	4,245	603
1990	3,665,228	8,008/np	2,840	622
2000	5,130,632	8,547/np	2,596	812
2010	5,715,450(1) 6,895,140(2)	9,000 (2)	3,000 (2)	900 (2)

(1) Arizona Department of Economic Security, Population Statistics Unit. 1995.

(2) Author's estimate

na - not available, np - not provided

The ethnic breakdown according to 1990 and 2000 census follows:

	1999 Percentage	2000 percentage
White	54.60%	53.9%
Black	0.34%	0.6%
American Indian/Eskimo/Aleut	1.61%	2.7%
Asian/Pacific Islander	0.19%	0.4%
Spanish origin (not included above)	43.16%	43.1%

VI. PLAN ELEMENTS

A. INTRODUCTION

The elements in the County Plan should be consistent, reliable and adequate for the growth allowed by other policies in the Plan. The unique character of unincorporated areas and both Towns should be understood and preserved. The levels of service should reflect each area's character. Service provisions should not enable or mandate development beyond the levels recommended in each community plan.

A goal is a concise statement describing a condition to be achieved. It does not suggest specific actions, but describes a desired outcome.

A strategy is a specific statement to guide decision-making. It is derived from the goals of the plan. It is designed to be followed through using the processes involved in creating this Plan.

B. COMMERCIAL AND INFRASTRUCTURE

Each Town or unincorporated community plan should include the current levels of infrastructure and commercial development. Plans for an unincorporated community, which are supplementary to this Plan, may be drafted as need arises. Each should include recommendations for continued development and infrastructure needs. Residents should have the opportunity to work in their community. New commercial development must be compatible with the community.

GOALS:

- Appropriate and efficient water use for industrial, commercial and agricultural purposes.
- Development that does not place an undue burden on any existing community.
- Standards for development density according to each community's needs.
- Adequate facilities and services that provide diverse educational, cultural, and social opportunities.
- Quality commercial growth, diversification, and economic development that will enhance the residential quality of life and the viability of the County's economy.
- Design guidelines to ensure that commercial opportunities contribute to the County and avoid the creation of commercial blight.
- Develop a Master County Road Plan.
- Improve recreational and industry.
- Protect, maintain, and promote the County tax base.
- Bring state highways up to current standards.
- Develop appropriate building standards.
- Develop the County highway system to fullest potential.
- Repair or remove buildings that are in poor condition.

IMPLEMENTATION STRATEGY

- Provide land uses (industrial, commercial, and residential) to serve the existing and future needs of the community.
- Encourage private property road owners to provide emergency access to the property.
- Encourage small business development, particularly for neighborhood commercial services, to enhance employment opportunities.
- Foster growth in the tourism sector, encouraging use of our natural resources to attract people to Greenlee County.
- Promote alternatives to strip commercial development along major transportation routes.
- Adopt and enforce codes and standards for structure

C. ECONOMIC DEVELOPMENT

INTRODUCTION

Many forces affect the Greenlee County economy. These forces include some factors that are beyond the control of local government, including the health of the world, national, and state economies, interest and inflation rates, national economic and environmental policies, labor supply, and wage rates. Nonetheless, local governments can affect factors to some extent, including overall development rates, availability of land for different types of development, availability of and types of housing, local tax rates, and certain other costs of living and doing business, quality of schools, quality of the infrastructure, quality of public safety, and other factors affecting the overall quality of life. The Economic element addresses the means by which Greenlee County can manage these factors toward the goal of achieving desirable economic development.

EXISTING CONDITIONS

Economic Development in Greenlee County has been focused on the Phelps Dodge Morenci mine. Mining and mineral processing are the cornerstones and main economic forces in the County. Farming remains the second economic force in the County. Most other natural resource uses (ranching and timbering) have been severely impeded by environmental regulations. Land uses have matured over the last 100 years and work to the benefit of the community. Changes caused by regulations have created economic hardships and are contributing to dangerous fire conditions in our forests.

GOALS:

- Develop a balanced, diversified economy to promote, to maintain, and to enhance the quality of life by assuring desirable local employment opportunities and to strengthen and stabilize the tax base.
- Adequate regional, community and neighborhood commercial facilities while avoiding conflicting land uses and unnecessary duplications of new commercial areas.
- Commercial and industrial development that provides an attractive, safe and healthy environment.
- Have a climate for industry, which is consistent with community growth.

- Access to development that does not impose economic hardships upon adjacent communities.
- Get a tax-free zone in the County.
- Provide job opportunities.

IMPLEMENTATION STRATEGY

- Identify areas suitable for industrial development areas that have good rail and highway access, adequate utilities, and that will not pose a threat or nuisance to nearby residents.
- Establish industrial zones in the County.
- Support economic development by creating a full-time economic development coordinator position to search out and to attract business to the County while supporting those companies already here.

D. ENVIRONMENTAL

INTRODUCTION

The natural environment and the protection of such resources through good planning are very important. Continued land use needs a balanced approach to economically preserve, enhance, and satisfy each activity. The environment is important in fostering and attracting economic development, assuring continued growth in ism, maintaining property values, and providing for a high quality life style. Elements to consider are water quantity and quality, air quality, vegetation and wildlife, energy conservation, and aesthetics.

EXISTING CONDITIONS

The environmental element addresses the conservation, management, and the use of the County's mineral deposits, agricultural lands, and forests. In the County, these lands are regarded by residents as fundamental components of the rural character and way of life. In recent years, changing environmental and economic conditions have threatened continued growth. Prudent management of the County's resources is needed to give future generations opportunities to live in this rural area. This prudent management strategy involves maintaining large residential parcel sizes and minimizing incompatible land use encroachment.

Legal issues regarding water ownership threaten the County's economy and property values. Use of water resources is fundamental. County residents and businesses must have an adequate and secure water supply.

GOALS:

- Acknowledge that man is part of the environment and the natural process and that use of natural resources provides his basis needs.
- Manage natural resources and use land consistent with sound conservation and ecological

- principles
- Eliminate or reduce environmental degradation, as much as possible, to prevent potential harm to life, health, and property.
 - Improve environmentally degraded areas.
 - Conserve and improve wildlife habitat to avoid specie depletion and encourage diversity of species.
 - Preserve and improve riparian communities.
 - Develop baseline of ecological processes and functions.
 - Maintain a healthy sustainable forest that provides raw materials while limiting incompatible uses.
 - Solve water supply issues.

IMPLEMENTATION STRATEGY

- Identify key wildlife habitats such as wetlands and riparian communities, cienegas, and open meadows and create plans for preservation and use.
- Encourage cleaner water
 - a. preserve wetlands and other areas of natural recharge
 - b. require proper installation of septic systems and promote higher efficiency septic system designs
 - c. Reduce disturbance or alteration of drainage ways in areas with highly erosive soils.
- Support efforts to end legal actions on water claims.

E. LAND USE

INTRODUCTION

This section builds on the Greenlee County Land Use and Resource Policy Plan adopted June 6, 1995. The Use and Policy Plan is included as Appendix D to this Plan.

The Land use element describes the distribution of existing land uses and the potential for future development and is perhaps the chapter of the Comprehensive Plan with which citizens are most familiar. The Land Use element identifies the policies that will guide the arrangement and intensity of future additions or changes to existing land use patterns. While residential densities and use characteristics are generally described in the Land Use element, specific standards, such as minimum lot sizes and permitted uses, are designated in the County's Zoning Ordinance and Zoning Map.

Many considerations need to be weighed in the development of a growth management strategy. For example, a balance should be struck between needs of the population those of the natural systems so that the integrity of both is maintained.

EXISTING CONDITIONS

The existing land use map is included with this Plan that defines industrial, commercial, and other areas in the County. This Plan revision does not include site-specific zoning or definitions for zones.

The future of land use planning will include development of land use maps and zone definitions. There will also be more involvement by the public, as communities are notified of Conditional Use Permits and Variances being presented to the Planning and Zoning Commission. Community Plan recommendations will be also considered by the Planning and Zoning Commission.

GOALS:

- Provide a safe and stable environment for existing and future populations.
- Provide land for expansion of communities and industry.
- Expand communities logically and contiguously while providing and protecting open space.
- Be good stewards of mining and agricultural lands, which are a limited resource of both economic and environmental value.
- Guide high-density growth to areas where services (community water and sewer systems, schools, commercial centers, etc.) are available or can be created through new land development.
- Maintain compatible land uses next to incorporated communities, consistent with the County's long-range Planning objectives.
- Protect property uses and values from non-compatible uses.
- Join Towns to plan potential development within 3 to 6 miles of Town limits.
- Balance land use regulation and the rights of property owners, focusing on the best interest of the County.
- Protect and provide open space.

IMPLEMENTATION STRATEGY

- As requested, help local communities develop a local review process for planning and zoning issues including the establishment of local Plan committees.
- Provide and promote Planning expertise serving both the County and Towns.
- Explore the use of impact fees and other capital cost recovery mechanisms to assure that existing taxpayers do not bear the cost of development.
- Amend and update the Greenlee County Zoning Ordinance to reflect new policies and goals for the Comprehensive Plan.
- Tie this Plan and the Zoning Ordinance together by an additional section.
- Encourage towns, sanitary and water companies to adopt five and ten year phasing Plans for the expansion of public facilities and development in their areas of service.
- Provide an ongoing forum in which the communities and the County constructively discuss land use and zoning issues.

F. RECREATION AND HEALTH

INTRODUCTION

The recreation element is vital in a Plan as it brings all the other elements together. It supports all the efforts put into the other elements. Private property rights, the environment, and land use are balanced wisely keeping the rural character and the culture so we can enjoy beauty of this area.

EXISTING CONDITIONS

Greenlee County is rich in natural resources and recreational opportunities. Significant features include four perennial streams, clean air, and a large, expansive National Forest.

The National Forest provides a variety of recreational choices including streams, campgrounds, hiking, game animals, and cross-county skiing. In-holdings in the Forest have potential for second home development.

GOALS

- Protect and enhance open space while recognizing private property rights.
- Integrate parks and recreational facilities with other suitable facilities.
- Use open space to preserve the rural character and to protect those areas having significant environmental, scenic or cultural values.
- Develop hiking and equestrian trail system for recreation and ism.
- Provide adequate services to assure the health, safety, and welfare of residents.
- Enhance access to property for Emergency Medical Service (Ambulance), Fire, and Sheriff Department.
- Encourage Fire Districts when appropriate.
- Clean up main corridors coming into and through the County to improve County's image.
- Preserve and enhance such facilities as mountain roads, bridges, scenic overlooks and landscape views for public enjoyment.
- Develop roads in the Forest for people that cannot hike or use horses.

IMPLEMENTATION STRATEGY

- Form a Greenlee County Recreation Committee. This committee will sponsor and be responsible for writing and obtaining grants for developing trails.
- Create a directory of recreational activities in Greenlee County.
- Define State lands in the County that can be used as open space and developed for recreational activities.
- Create a map and database of historic and archaeological sites within the County.
- Publish brochures and create a Website to inform residents and ists.

G. RESIDENTIAL AND NATURAL HAZARDS

INTRODUCTION

Residential growth is a major land use in developed and developing areas of the County. Because the availability and condition of housing are important in establishing an overall quality of life, goals, Plan policies, codes and ordinances are necessary to assure housing opportunities and to protect quality.

EXISTING CONDITIONS

The 1990 Census shows 3,583 housing units. The 2000 Census shows 3,744. Housing has grown at less than 0.5% per year. New housing has concentrated in those areas close to existing utilities in “developed” housing areas. No new subdivisions have been built.

In the northern part of the County, some second home development has occurred.

GOALS:

- Develop diverse housing types and densities to assure quality housing for all persons.
- Eliminate residential blight.
- Rehabilitate residential units where feasible. If not practical, salvage, recycle, or remove units.
- Develop Plans for wildfire, water, septic, and aesthetic issues.
- Set appropriate development standards in natural hazard areas, flood zones and high risk fire areas, to reduce harm to life, health, and property. Reduce inappropriate development in natural hazard areas.
- Identify and encourage infill of commercial areas and residential neighborhoods.
- Participate with Towns on Planning and Building services and inspections.
- Encourage utility extension planning to reduce impacts and encourage cooperation.
- Work with Towns to accommodate annexation.
- Have residential areas that function as integral neighborhoods with schools, parks, and other similar facilities.
- Expand utilities, e.g., water and sewer systems, to reduce adverse impacts.
- Mitigate areas from impacts of natural hazards and disaster.

IMPLEMENTATION STRATEGY

- Expand public infrastructure, facilities and services to new and existing residential areas.
- Involve infrastructure providers and school districts in review of major rezoning or land development.
- Promote new residential communities that integrate housing, business, commercial, and industrial zones with essential civic facilities.
- Maintain one-acre parcel development where septic systems and wells are used.
- Maintain one-half acre parcel development where septic systems and a public water

system are used.

- Encourage developers to cooperate with surrounding neighbors.
- Pursue an ongoing dialogue with the Federal Land Agencies to prepare for and protect against wildfires and to give comments on all land use changes.
- Use public service and prisoner labor to pick up trash and debris.
- Develop and enforce an ordinance requiring owners to maintain clean, attractive properties. Provide rewards and incentives for community cleanup.
- Develop a County Housing Authority.

H. STATISTICS AND DEMOGRAPHICS

INTRODUCTION

With population growth that lags behind the remainder of the southwest, the County must be prepared to meet the changing demands in the 21st century. Based on the current growth rate, Greenlee County will have 10,000 residents by year 2010. Resident expectations and an increase in mandated services will continue to strain Governments. Youth and elderly needs are the most challenging. Housing and infrastructure must be built to meet this influx of people. With a growth rate below the State, revenues will decrease as the County receives a smaller share of the total available. Expenses will increase with increase service demand and inflation. Revenues will drop.

By working with infrastructure providers, developers, and environmentalists, we must channel our growth not only to meet the demands of a changing population, but also maintain the quality of life.

GOALS

- Continue public service levels to an increasing population with reduced revenues.
- Ensure that future growth can be satisfied.
- Adjust Comprehensive plan to meet changes.
- Provide a safe and stable environment.
- Provide service to all population segments.

IMPLEMENTATION STRATEGY

- Invest in modern technology to maintain needed service levels.
- Pursue grants to fund services.

VII. IMPLEMENTATION STATEMENT

The Greenlee County Comprehensive Plan will be linked with outcome and implementation will be emphasized. This values-driven Plan will reflect citizen demand for local government to be responsive to community concerns and held accountable in its actions. The County may act as a facilitator or motivator in some actions. An essential component of this Plan is a schedule that sets priorities and a time line for implementation. Numeric indicators or other performance measures are included as a tool to assess progress in achieving the goals of the Plan. Because implementation success is subject to political, fiscal, economic, and social circumstances, the Plan defines an ongoing process to review progress and make mid-course corrections periodically. By combining citizen support, built through the planning process with the accountability provided by a clearly defined and measurable action program, the Plan will function as a true guide for decision making and its potential for success will be maximized.

The Planning and Zoning Department will take the lead role in carrying out the Plan. Implementation efforts will be focused in three major areas:

1. The Planning Department will be responsible for Plan scheduling and review, working with developers and property owners to comply with the Plan, writing community plans for unincorporated areas that conform to Greenlee County's Comprehensive Plan, amending the subdivision ordinance and rewriting the zoning ordinance or undertaking any special projects in the Plan. The Department is most familiar with the Plan detail and serves as a resource to other County departments, the elected officials, County Administrator's office, the private sector and unincorporated communities.
2. All County Departments must carry out the Plan in their own areas of expertise. The goal is to change the way the County delivers services: to be more efficient, to target resources, and to solve more than one problem at a time.
3. The Comprehensive Plan clearly outlines recommendations for private-public partnerships to target resources and to make the County work better. Coordinating the private sector's role in this Plan will be difficult because there is not one spokesperson for the entire private sector. Involving civic organizations, foundations, not-for-profits, and other corporations will help create support for all these efforts.

The Greenlee County Comprehensive Planning process should not end with Plan adoption but should continue into implementation. The collaborative process used in creating this Plan has established a constituency for the Plan and laid the groundwork for the continuing involvement of the community in implementation initiatives. These initiatives go well beyond the traditional focus of comprehensive planning, its implementation on land use, physical development, and regulations to address issues such as governance and human investment, budgeting and capital programming, and partnerships between county government and private businesses and institutions. The result is a Plan that changes the "culture" of County government and the way it does business.