



**EMBRACE OUR HERITAGE
ENHANCE OUR FUTURE**

Southside Community Plan

Volume 2: Concept Plan

Public Hearings Version

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Introduction

The Southside Community Specific Plan, Volume 2: Concept Plan (Concept Plan) provides supplemental information for the interpretation of goals and policies found in the Southside Community Specific Plan, Volume 1: Goals, Policies and Strategies (Volume 1). The Concept Plan is an illustration of how the goals, policies, and strategies of the Southside Community Plan could generate private and public improvements that move the community's built environment towards the community vision. The concepts and illustrations demonstrate what is possible but do not compel conformance with the illustrations. They are intended to assist by creating a reference point for future projects, both public and private.

Each set of illustrations starts with an overview map that shows the location and extent of all individual illustrations as well as concepts that do not have their own illustration. The overview maps are followed by two- and three-dimensional illustrations of desired conditions in locations that correspond to the numbers on the overview map. In case of any conflict between the Concept Plan and Volume 1's goals and policies, the goals and policies shall prevail.

New information and changes in conditions, objectives and technology may also lead project teams and the community to want different designs for these concepts. These concepts were created with the idea that future teams working on real world projects, whether they be private or public, can engage the community and use their up-to-date knowledge and creativity to

address the goals, policies and ideas of the entire Southside Community Specific Plan, Volumes 1 and 2 (Southside Community Plan). In other words, if a project achieves the desired outcome, but does it in a different way that doesn't look like the illustrations in this document, it can still be in conformance with the goals and policies of the Southside Community Plan. An analysis of all the goals and policies in the Flagstaff Regional Plan 2030 (Regional Plan) and any applicable specific plan is the tool used to determine plan conformance for future proposals. Further public engagement that builds on this Southside Community Plan is encouraged for all projects that use public funding or for when the property owner requests a Zoning Map Amendment to change a property's Zoning Code designation.

The first section, Development and Preservation Concept Plan, is focused on ways the Southside Community Plan's goals and policies could influence private development in each subarea. Each subarea, per the strategy in Volume 1, is proposed to be a new zoning category that replaces the current zoning in the Southside. The illustrations and associated text, therefore, discuss some elements of a new zoning category, such as building form, materials, height, parking, and other site planning features. Also, they give a sense of the character and potential land uses. The new zoning proposed will have its own public participation and technical processes that build off this specific plan's development. New public comments and direction from the City Council and the Planning and Zoning Commission will

be considered. If the public comments from the Zoning Code update conflict with the goals and policies of this plan, the Planning and Zoning Commission and City Council should consider all information and potential options and provide direction to staff. It is important to consider the illustrations as a starting point for future code work and projects and not a fully vetted design.

No property owner is required to construct in the way these illustrations present; all projects must comply with underlying zoning requirements. Proposals for concept or direct-to-ordinance rezoning may vary from these illustrations if the proposals meet the goals and policies in the Regional Plan and applicable specific plans, including this one. While, private development proposals may vary from these illustrations, they are encouraged to examine these illustrations to better understand compatible architectural features and the community character.

The second section, Public Improvements Concept Plan, looks at potential public improvements to provide a starting point for future capital projects that the City may undertake as funding becomes available and with the approval of the City Council. The concepts show the ideas that came from the public and project team about how infrastructure, and public and community spaces could be improved. In some cases, multiple scenarios are considered because the future conditions that may determine the technical constraints of designing the project have not yet been fully studied or confirmed.



Traffic studies, stormwater studies, and other technical examinations of the site conditions will be considered along with the concepts in this plan for future project designs. Public health and safety requirements at the time the project is implemented may also be different.

Appendix A of Volume 1 identifies which Strategies that in turn create these concepts the community would like to prioritize. This is an initial list of priorities; Other concepts may be implemented as opportunities arise. Every 5 years, the City may post updated implementation priorities to the project website in consultation with the community.



Scenes of vibrancy and community character in the Southside.

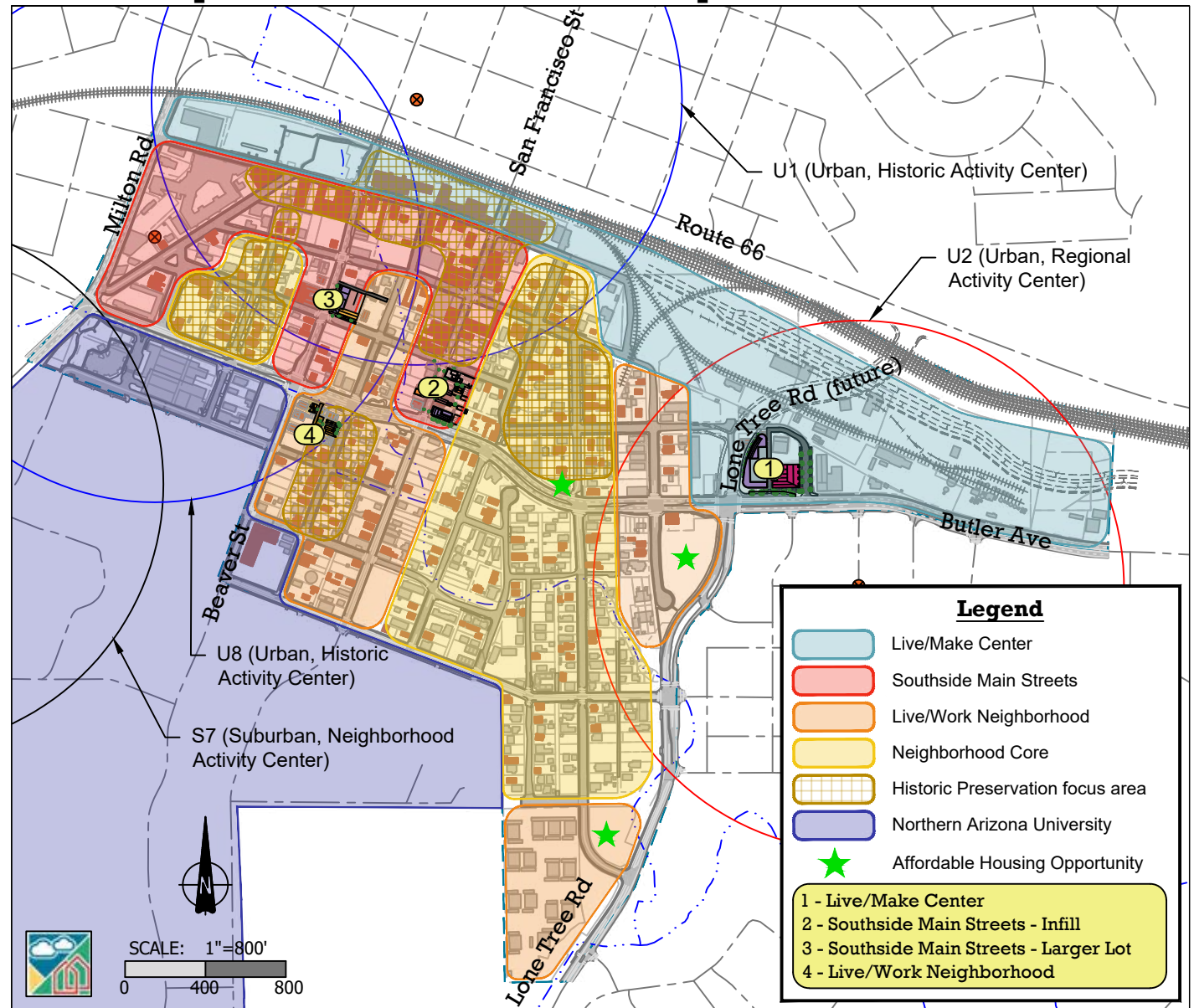


Development & Preservation Concept Plan

The objective of the Concept Plan illustrations is to demonstrate a pattern of redevelopment and historic preservation that will allow the Southside to evolve as an urban neighborhood without losing the assets that give the Southside its value as a historic, walkable, and diverse live/work neighborhood. Redevelopment occurs when new development replaces outdated and underutilized development. Preservation is an endeavor that seeks to preserve, conserve, and protect buildings, objects, landscapes, or other artifacts of historical significance. The balance between these two community values is the main focus of these illustrations and is demonstrated in a variety of ways in the context of each subarea. The Concept Plan has two- and three-dimensional illustrations, descriptions, and photos to visually demonstrate the application of principles from Volume 1. The text describing the features of the illustrations will often reference goals, policies and strategies from Volume 1.

Each subareas headings and outlines are color coded to the map to the right.

Development & Preservation - Concept Illustrations Overview



Live/Make Center Concepts

The Southside has always been the kind of neighborhood where a welding shop tucked into a pocket of single-family homes is a compatible set of uses. This area could evolve into a craft and manufacturing area with a live/work environment that provides economic opportunities for the Southside neighborhood.

The employment activities within this area would be light industrial activities that do not directly conflict with residential activities. Modern employment activities are often confined to industrial zones under this system of zoning, even if they do not create the public health issues or significant nuisances that conflict with residential activities. This lack of conflict is especially true for small-scale, craft industries like microbreweries, coffee roasters, jewelry manufacturing, and small batch goods in the back of a store. A large-scale manufacturing facility could be seen as a conflict with a residential setting, but people are happy to live across the street from craft food production facilities, such as the Lumberyard Brewery operations. Some further examples of uses that have been confined to mostly industrial zones but could work well with other commercial and residential uses include, cabinet shops, research offices, prototype development, and small and medium scale light manufacturing.

The Euclidean separation of uses can disconnect people from employment opportunities. This subarea would reconnect the people of the neighborhood to employment opportunities that take advantage of other community characteristics and make small-scale entrepreneurship more possible. An example could be manufacturing small batch goods or metal items in the back of a store or in residences above or behind a commercial use. This mix of uses might not suit everyone, but for individuals who want a live/work experience or want to lower their carbon footprint, it would be attractive if the scale of the operation is small and the selected uses are appropriate.

Live/Make Design Examples

The following pages of photos and descriptions are intended to supplement the concept illustrations. Some were inspirations for the illustrations, while others were recommended because of their unique qualities that the Southside could build upon. Materials and designs in this sub area should encourage diversity. Designs can vary from classic lines to modernist curves. Materials can vary from classic red brick to repurposed metal containers.

Because this concept is new to the Flagstaff community in the 21st Century, the Plan highlights examples from other communities as illustrations of how a new combination of form, fenestration, materials and style could be achieved in this new urban environment. These are meant to provide inspiration but are not intended to be mimicked exactly. The materials, patterns and forms shown in these examples could be applied to new or repurposed buildings in the Live/ Make Center.



Historic railroad buildings exemplify the Live/Make Center aesthetic

Internal Space

The internal spaces of the Live/Make Center buildings should facilitate a wide variety of activities, often supported with large sunlit windows. Examples may include craft manufacturing, artistic creations, and markets that support the local craftspeople/artists.



Flagstaff artist, Shonto Begay, at work in a Downtown Flagstaff studio
(photo credit: Flagstaff Arts Council)



Students working on stained glass sash restoration



Market on Granville Island in Vancouver, British Columbia (photo credit: Tourism Vancouver)



External Space: Classic Style

The following examples demonstrate some examples of classic and timeless styles. These buildings were initially constructed to be used to make things, or host activities more intense than a simple retail operation. The Old Ford Motors factory in Detroit, MI was the location of the initial production of the Model T. The Old Harmonie Club in Detroit, MI contains a music hall and large stage on the bottom floor. Ponce City Market in Atlanta, GA was a distribution center, now it contains a mix of shops, restaurants, food stalls and apartments. Their ability to evolve over time is derived from open spans and abundant window fenestration that lends itself to adaptive reuse within their urban frameworks. The portions of the building facing the street define the urban form of the entire neighborhood. The textures and patterns at the street level draw in the pedestrian and connect with the streetscape.



Old Ford Motors factory (photo credit: Jackdude101 via Creative Commons, creativecommons.org/licenses/by-sa/4.0/deed.en, no alterations were made)



Old Harmonie Club in Detroit (photo credit: Historic Detroit)



Ponce City Market in Atlanta (photo credit: Courtesy of the Georgia Department of Natural Resources)



External Space: Alternative Style

The following examples demonstrate some examples of alternative styles. Similar to the classical style, these buildings have abundant window fenestration and engaging pedestrian environments. However, their materials and forms draw on later architectural periods. Many of these buildings were initially constructed for uses with higher nuisance levels than are intended for the Live/Make Center. Now, they have adapted to changing conditions and facilitate a variety of more compatible activities. Granville Island in Vancouver, British Columbia was originally home to factories, plants and sawmills. Now it is a cultural district with theaters, artisan workshops and craft studios. The Armory in Phoenix, AZ is a re-purposing of an old armory that now includes spaces for artists to create. The simpler materials have lent themselves to art being incorporated into the interior and exterior of these buildings and can allow for whimsical flourishes and incorporation of culturally relevant murals and civic spaces.



Former Phoenix Armory Building (photo credit: Lynn Trimble/Phoenix New Times)



Granville Island in Vancouver, BC (photo credits: Tourism Vancouver (bottom left) CMHC - Granville Island (rest))



Live/Make Materials Examples

Architects should look toward successful urban activity centers that have achieved vitality through urban site planning and mix of activities and uses. An integral component of success is simple building forms with fitting materials, and structure and refined detailing. Material can be human scale and inviting or strange and unfamiliar. In general terms materials that are modular, such as brick, block and stone that can be placed by craft persons are human scale. Large monolithic surfaces or materials that require large machines to install are not human scale. The Live/Make Center concept envisions architectural forms that follow the function of the building. Many current successful examples of Live/Make projects are with the adaptive reuse of historic buildings. Large turn of last century manufacturing buildings such as textile mills are conducive to the Live/Make concept. Brick buildings with versatile open space and large windows lend themselves to the endeavors of artist and artisans. Flagstaff does not have an inventory of these buildings but does have the opportunity to look at these examples to accomplish Live/Make projects with new construction and available current materials.

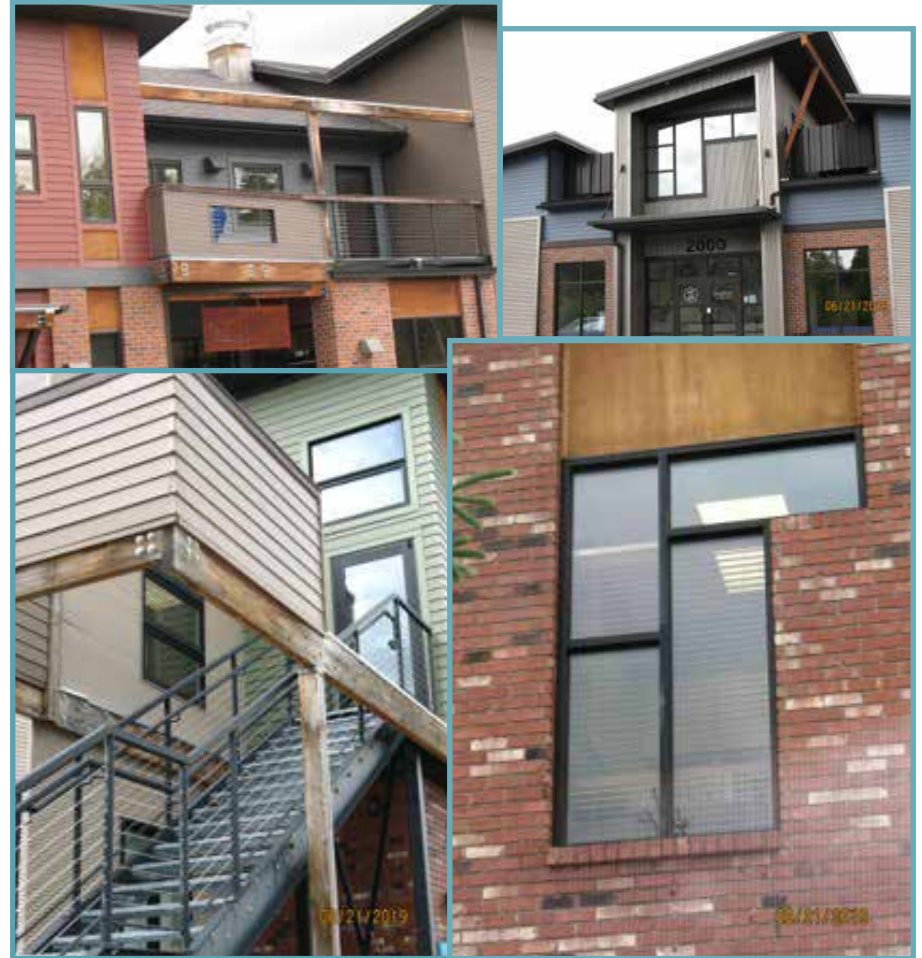
Architectural Proportions: A building is often thought of as a classical column, with a base, a column shaft and a capital that is its finishing top detail. In order for a building to visually sit firmly on the ground, it deserves a substantial base. The stories above are treated in a consistent material, often of a somewhat less durable and simpler material and these floors are then capped by a roof or the upper floor and roof form that is the finishing capital with some higher level of detailing. Durable first floor materials add textural interest to the street level for pedestrians and drive-by viewers. Substantial and durable materials are resistant to water splash and less suitable to vandalism.



Old Athletic Club in Detroit (photo credit: Historic Detroit)

General Design Details

There is a lot of opportunity to create interesting forms with unique windows and mixes of materials while still following lessons of classic architectural form.



Examples of interesting design in Bozeman, MT, (photo credit: Gaylene Soper)

First Floor Materials

The selected material on the base of the building should remain consistent along the main face of the live-make building. It should be noted that the base material is for the primary façade and the secondary façade may be simplified in a more cost-effective manner yet still meet the general requirements of a durable first floor material (an example of this would be primary façade using split face CMU and secondary faces with plane face). The material selected is also dependent upon the architectural style that has been selected for inspiration. First floor materials that are not preferred unless appropriate to architectural style include: stucco and synthetic stucco (EFIS) like materials, wood, metal, and corrugated “farm” metal. Materials should be durable and resistant to impact and abrasion.



Cut stone, smooth or tooled face, “classical style”



Rough face cut stone, red sandstone, limestone, granite or others with mortar joints



Brick, a multitude of color and textural qualities available, color variation and architectural bond variations and details encourage the viewer reading the surface texture and depth more easily



Cultured stone or fake stone (replicated stone that simulates a stone’s quality and durability)



“Romanesque Style”



Rustic stone, Malpais basalt and stacked stone, “Flagstaff Vernacular”



Cement block (CMU) split face or textured face, used similar to rough cut stone, encourage colored block vs. plain cement, or utilize a combination of colored and cement



Tile or grid pattern



Upper Floors

The upper floor's siding material should be durable but not necessarily impact resistant. The façade material should be selected for compatibility of the design and the architectural style initiated by the base floor treatment.



Wood siding (or a wood composite pre-primed and painted siding) placed horizontally and lapped vertically with batton joints



Brick may be carried up from the base floor, and applied part way up or full height as a vertical accent for an area of the facade complimenting adjacent materials. The brick may also be the facade of the entire building, but the base first floor should have some differentiation and horizontal separation and/or detailing



Stucco: the use of stucco or synthetic stucco



Stone: the use of stone or stone like materials and detailing may be appropriate



Metal shall be panels of 6" plus face with folded or standing seams. Corrugated galvanized metal is not allowed.

Roof and Termination Details

The roof and detailing at the eave line are essential in completing a building's architectural look and style. The termination of a building may also include the upper most floor that may have a change in fenestration and/or a horizontal line separation. Material should be selected that is compatible with the architectural style and the other materials that have been selected.



Shingles: roof covering such as asphalt shingles and simulate shakes



Metal roofing, all types and all treatments including corrugated.



Classical projecting cornice



Add (architectural) interest to large roof forms

Live/Make Center Concept Illustrations

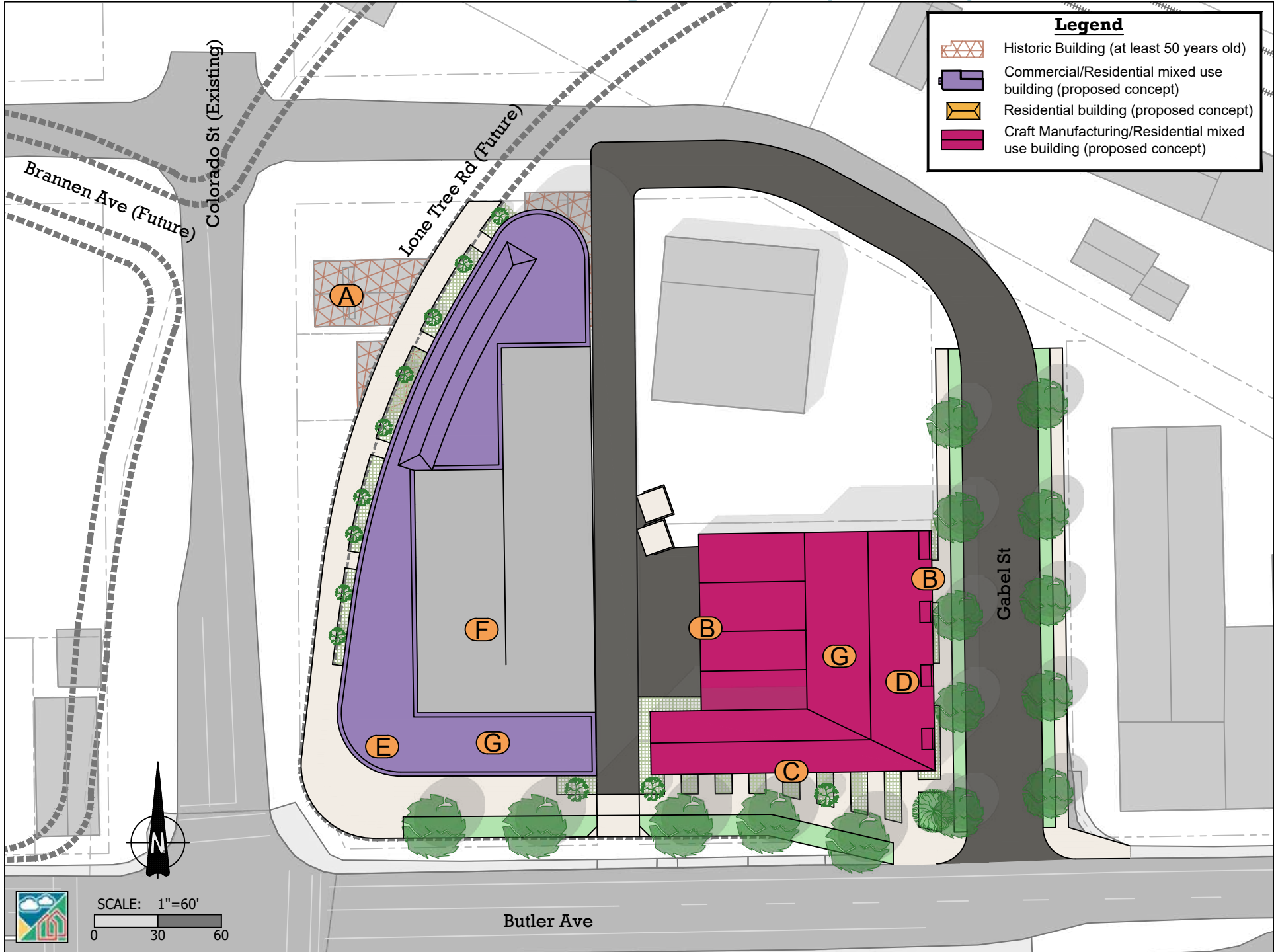
This illustration shows the redevelopment of the majority of a block. This block was selected because the Lone Tree Overpass will result in property acquisition and relocation or demolition of some buildings which could catalyze redevelopment. These properties could be redeveloped all together or as two separate projects.

Features:

- A. The Lone Tree Overpass final design and construction plan may consider relocating existing houses that will be impacted by future development or roadway construction, especially if they are historic and have integrity.
- B. The design concept of the Craft Manufacturing/Residential mixed use building (pink) provides large ground floor workspaces for craft manufacturing behind residential on Gabel Street and retail on Butler Avenue. (Policy S 5.1). These spaces could provide truck access from the alley and large doors providing other access and community interaction on the street side.
- C. Multiple small storefronts on the busier road could be used to directly sell goods manufactured on site, or from sites set back into the center (such as properties facing Brannen Avenue), that may not have enough traffic to support commercial activity (Policy S 5.3).
- D. Typical apartments could exist above the craft manufacturing ground floor.
- E. More traditional mixed-use buildings could also exist in this subarea. These would contain more traditional commercial ground floors and apartments above, and could provide housing while relieving redevelopment pressure from historic areas of the Southside (Policy SLM 1.2).
- F. In order to meet required parking, the pink building would need to share or lease parking in the nearby parking garage.
- G. Buildings should incorporate green building practices to ensure the sustainability and affordability of commercial, industrial and residential space.

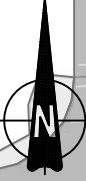


Live/Make Center Concept Illustration (Plan View)



Legend

- Historic Building (at least 50 years old)
- Commercial/Residential mixed use building (proposed concept)
- Residential building (proposed concept)
- Craft Manufacturing/Residential mixed use building (proposed concept)



SCALE: 1"=60'
 0 30 60



Live/Make Center Concept Illustration (3D Views)



Buildings in this view show the maximum height (60 feet) and bulk for the proposed Live/Make subarea.



Southside Main Streets Concepts

The ideal uses for this subarea would be similar to the Live/Work Center subarea but with fewer industrial uses and more commercial storefronts. Smaller scale employment activities are expected in this zone more than the Live/Work Center subarea because its location is more conducive to traditional commercial shopfronts, retail, offices, and restaurants.

Both the transect and conventional zoning currently allow height, bulk, mass, and scale that is not compatible with the existing character of the Southside Main Streets. Chapter 3 in Volume 1 recommends that building heights in this subarea do not exceed 45 feet, which is approximately the height of the climbing gym or the new mixed use building (see below right), both at the corner of East Benton Avenue and South San Francisco Street.

While it is ideal for redevelopment to happen for a single parcel at a time, the history of developments like The Hub at 215 W. Phoenix Avenue shows that the assembly of multiple parcels to develop larger and incompatible redevelopment is possible under the right economic conditions. The City has Policy HOH.1.5 in the High Occupancy Housing Plan that says it will not abandon alleys for the purpose of allowing more development or larger buildings to be constructed in the Downtown or surrounding neighborhoods, which includes the Southside.



A vibrant main street character looking north along S San Francisco Street after a Monsoon storm clears



Building elevation for Flag Town Lofts, a new mixed-use building under construction at E Benton Avenue and S San Francisco Street (designed by Updesign Studio)

Southside Main Streets Concept Illustrations - Infill

This illustration shows a variety of projects filling in a “main street” block and assumes that each project was done independently on existing lots. Setbacks were determined by adjacent existing buildings, proposed frontage types, and the desire to create small café spaces. Each building shown as infill worked within its existing small lot. The size of the lot and the usable space it creates determined some of the massing restrictions. Other massing decisions were chosen based upon showing one increment larger than the existing context. Smaller lots often have inefficiencies of scale that limit building’s size before the underlying zone’s codes would.

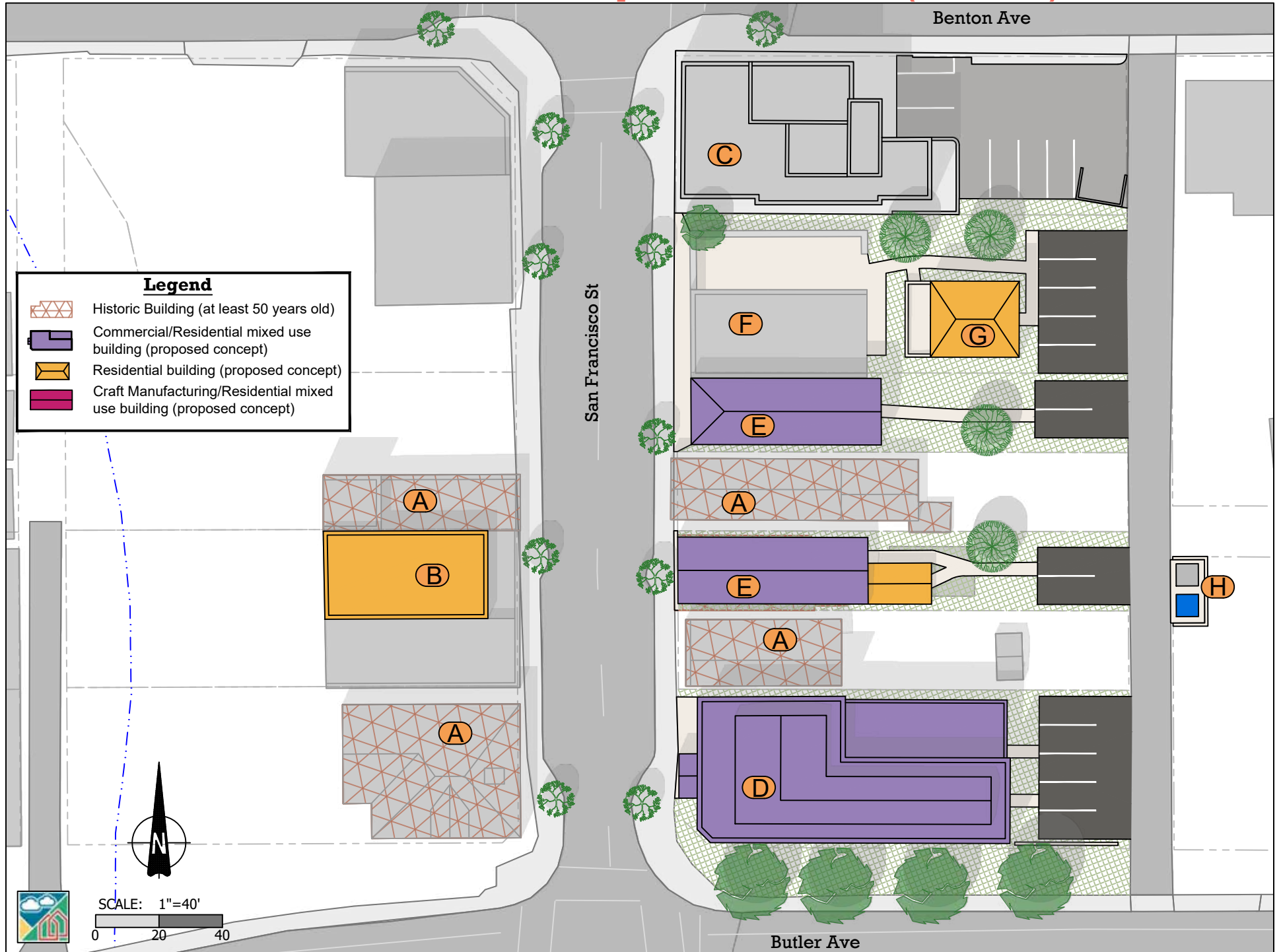
This block demonstrates an ability to increase intensity without completely losing the existing character. In 2019, before completion of The Lofts at the north end of the block, the block as a whole had a Floor Area Ratio (FAR) of 0.31. The build-out of the block as shown accomplishes a FAR of 0.65. This block shows that an area can more than double in intensity to respond to demand and keep a character popular with the community.

Features:

- A. Infill should work around and preserve historic buildings.
- B. This demonstrates compatible additions to existing buildings before scraping them and starting over. It may be difficult to add onto existing historic buildings in a way that maintains their integrity. This addition was chosen as an example because the building is not historic. The step-back from the street may help maintain the existing street-frontage feel.
- C. This shows the approximate design of Flag Town Lofts, which is under construction at the time of this Plan. The scale and architecture of this infill project demonstrates compatibility. It maximizes the site’s potential based on existing T5 zoning with three floors against the street and a small portion with a fourth floor toward the back of the site. (Note that T5 currently allows up to five stories when the lot is large enough to accommodate the site plan requirements.) On-site parking requirements limited the project’s square footage.
- D. This building represents a conceptual redevelopment that maximizes a corner site using the Southside Community Plan goals and policies. It could be a live/work building. It interacts with San Francisco Street (Policy S 4.3), not Butler Avenue, with a gabled entrance/frontage inspired by existing buildings in the Southside. After the second floor, it has a step-back and a third floor in the style of a clear story with a pitched roof inspired by the old Laundry (7 South Mikes Pike), and Lumberyard Brewing Company (5 South San Francisco Street).
- E. The buildings illustrated represent smaller, potentially compatible infill buildings on narrow lots. Because of the traffic on South San Francisco Street, both pedestrian and vehicle, these buildings would have a commercial component and would use a frontage type inspired by this plan for the Southside Main Streets subarea to improve their compatibility.
- F. Even though this building is not historic, it is a small flexible space that could be adaptively reused under Policy S 1.1.
- G. New residential buildings as an accessory at the back of commercial lots is a historic pattern in the Southside that could increase live/work opportunities.
- H. One of the challenges to increasing intensity in the Southside Main Streets is trash pickup. As shown on feature C, dumpster enclosures can take up a lot of space on a small lot. One solution could be to install dumpsters in the alley that are shared by multiple parcels. Increasing lot efficiency in this way can help avoid lot consolidation and incompatible redevelopment.

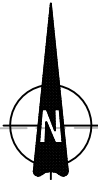


Southside Main Streets Concept Illustration - Infill (Plan View)



Legend

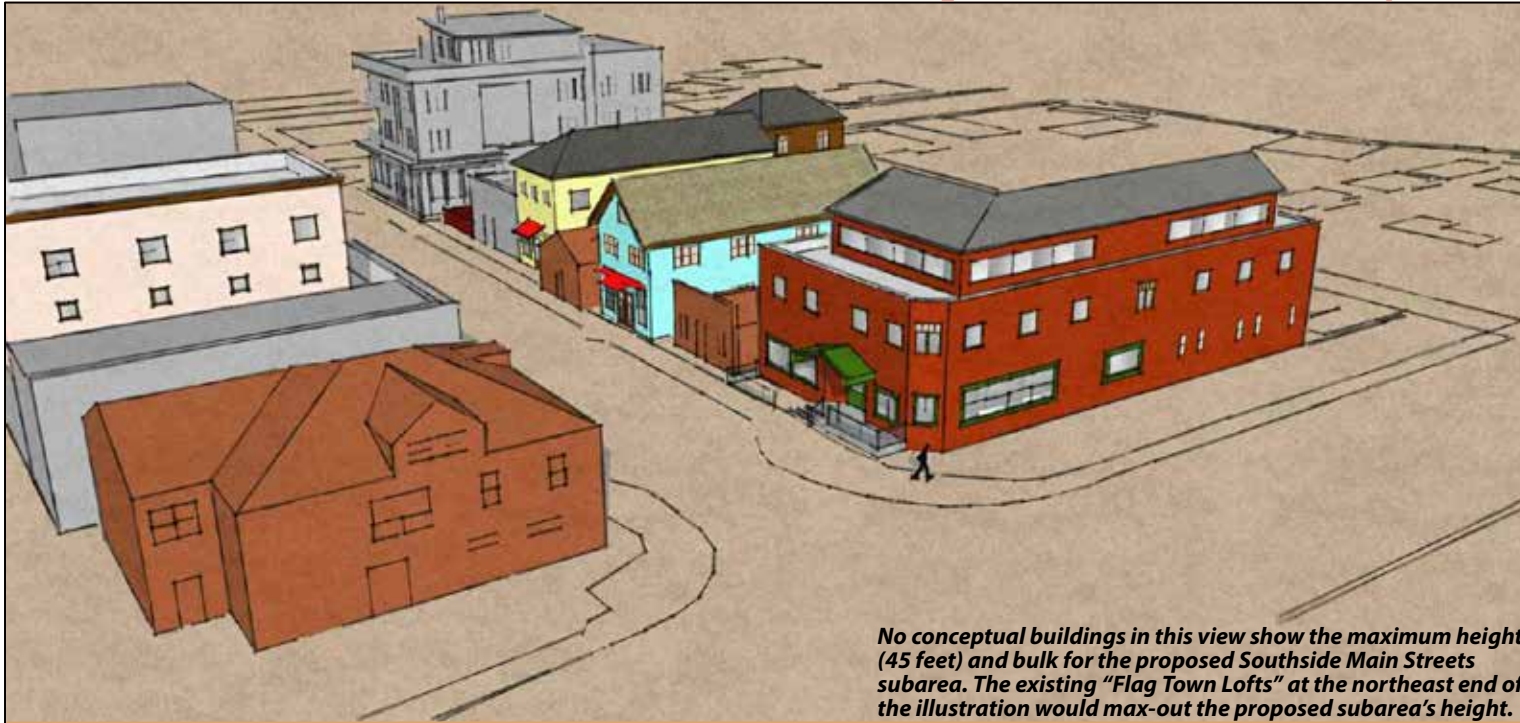
- Historic Building (at least 50 years old)
- Commercial/Residential mixed use building (proposed concept)
- Residential building (proposed concept)
- Craft Manufacturing/Residential mixed use building (proposed concept)



SCALE: 1"=40'

0 20 40

Southside Main Streets Concept Illustration - Infill (3D Views)



No conceptual buildings in this view show the maximum height (45 feet) and bulk for the proposed Southside Main Streets subarea. The existing "Flag Town Lofts" at the northeast end of the illustration would max-out the proposed subarea's height.



Southside Main Streets Concept Illustrations - Larger Lot 1

This illustration shows the redevelopment of a quarter-block. The design shows a representation of how a mixed-use building with structured parking could meet the goals and policies of the Southside Community Plan in the Southside Main Streets subarea. This concept attempts to maximize its bulk and mass per the proposed zoning. Horizontal articulation, and variation in setbacks, were designed with the existing Zoning Code's design standards in mind.

Features:

- A. A large building like the one shown can make its bulk and mass less apparent by appearing as multiple smaller buildings, each with their own style. The preference for the interior is to have it laid out as multiple smaller buildings. Side streets can provide residential opportunities for apartments, townhomes, and other high-density forms of housing.
- B. Access to the structured parking garage is provided by both an alley and Benton Avenue. Corner lots can reduce their traffic impacts by providing multiple access points and by taking advantage of the gridded streets of the Southside to disperse vehicles entering and exiting the parking structure.
- C. Between the buildings and the curb, the new buildings should improve the pedestrian environment and provide informal civic space for outdoor seating and public activities.
- D. This building shows upper floors stepped back above the second floor to make the building appear smaller at the pedestrian level. Space could be provided for commercial activities that service the community such as medical offices, childcare, and job training in larger developments (Policy S 6.5).



Southside Main Streets Concept Illustration - Larger Lot 1 (Plan View)



Southside Main Streets Concept Illustration - Larger Lot 1 (3D Views)



Buildings in this view show the maximum height (45 feet) and bulk for the proposed Southside Main Streets subarea.



Southside Main Streets Concept Illustrations - Larger Lot 2

This illustration shows the redevelopment of the same quarter-block as Concept 1. This second concept uses surface parking and creates a more permeable site with less intensity. Instead of trying to maximize the entire site, this concept attempts to show a greater mix of building heights and sizes, a concept more popular with the community. Some buildings max-out the height of the proposed zone to accurately reflect the realm of possibilities.

Features:

- A. This illustration shows multiple mixed use and residential buildings making up a site, each with their own style, in order to be more compatible with their diverse community surroundings. Three different frontage types along South Beaver Street are used that mimic historic buildings in the Southside Main Streets subarea in terms of architecture but with a slight increase in scale.
- B. Parking is accessed off the alley. Some Commercial and all residential parking is available on the site. The illustration assumes that the future zone has a low on-site parking requirement for the commercial buildings. In order to accomplish this desired building form, the commercial parking standard would need to be look at the Southside Main Streets as a district with managed and metered parking nearby.
- C. The site shows a civic space shared by adjacent buildings inspired by other locations in the Southside and is further activated by pedestrians who are accessing the parking lot in the rear of the building.
- D. A development like this could be subdivided by splitting the lot or creating condos in order to provide smaller-scale ownership opportunities for the Southside. This is particularly relevant to new residential units. As the Southside has a very high percentage of rental units, increasing home ownership can stabilize the residential character of the neighborhood.
- E. Frontage types could be inspired by existing buildings throughout the Southside. For instance, the central mixed-use building facing South Beaver Street is modeled after the historic dance hall at 113 South San Francisco Street.
- F. Instead of developing new residential units, developers could also relocate historic buildings or residences that are at risk of demolition within their project sites.



Southside Main Streets Concept Illustration - Larger Lot 2 (Plan View)



Southside Main Streets Concept Illustration - Larger Lot 2 (3D Views)



The yellow and teal buildings in this view shows the maximum height (45 feet) and bulk for the proposed Southside Main Streets subarea.



Live/Work Neighborhood Concepts

The area of the Southside between NAU and Downtown is envisioned as having the greatest commercial focus along South Beaver Street and South San Francisco Street north of Butler Avenue (Southside Main Streets) and more residential focused between these streets and south of Butler Avenue. The Live/Work Neighborhood would primarily be residential with small-scale commercial buildings and live/work opportunities throughout. This would create the advantage of operating small commercial enterprises without having to invest in rent or purchasing property on a commercial corridor. This could also advance entrepreneurship and workforce development in the Southside and throughout the City. In areas with single-family cottages, large development and additional dwellings could be located at the rear of the property.

The photos of commercial and residential buildings from the Southside in this section illustrate the scale and appropriate use of materials in this subarea, even though some of them are located elsewhere in the neighborhood.



Small-scale commercial and medium- to high-density housing appropriate to the Live/Work Neighborhood subarea

Live/Work Neighborhood Concept Illustration

This illustration shows compatible infill and redevelopment working around historic and fully utilized buildings. It shows incremental increases in intensity on existing lots. Smaller increases in intensity can be facilitated by flexibility in the lay out of multiple units on a lot without requiring a vertical arrangement (like the stacked triplex). Property owners frequently request the ability to add a modest third unit to existing residential properties. Allowing incremental change can allow existing property owners to stay in the neighborhood and increase their financial wellbeing without loss of historic cottages. It could slow or avoid the creation uncharacteristically large units with 4 or more bedrooms. The objective is to allow additions within an existing property, in a pattern consistent with Southside's past, that will benefit the existing property owner. It becomes less appealing to sell individual parcels to an outside developer that will consolidate lots, scrape the existing buildings, and rebuild to the maximum densities allowed that are often perceived to be incompatible with the existing character.

In addition, small commercial uses on otherwise residential streets can fit the neighborhood pattern so long as they are not tied to the dining and entertainment industries. Personal services are particularly appropriate to these settings because they do not need truck access and have hours that are often compatible with the residential environment.

Features:

- A. Site A shows a three-unit complex made up of a side-by-side duplex and smaller detached home. Currently, the HR zone limits lots like this to two units. A third unit could be appropriate based on the historic pattern if the total number of bedrooms on the site is also limited. Alternatively, a similar lot could have three smaller cottages on one lot at a scale that is more compatible with its surroundings.
- B. Contributing historic buildings could also add new units to their lot. These intensity increases would allow for infill/new units without losing neighborhood character.
- C. A modified zone could better support redevelopment/development on narrow lots by managing the form, allowing smaller setbacks, and supporting small-scale mixed-use opportunities.
- D. Small-scale businesses, like barber shops, could be located in the front of a house with residents living behind and/or above to create a residential-style live/work unit that is true to the historic pattern.
- E. Portions of this Illustration's area are within one of the proposed Historic Preservation focus areas. This illustration shows an area that still allows infill. Preservation of historic buildings could be addressed by only putting the buildings themselves in a historic overlay or writing the overlay in a way that allows compatible infill as defined by the overlay. The boundary of this and other Historic Preservation focus areas are not final.



Live/Work Neighborhood Concept Illustration (Plan View)



Neighborhood Core Concepts

Most of the Neighborhood Core subarea is currently zoned as High Density Residential (HR), and it is common for accessory dwelling units, duplexes, and townhomes to be interspersed with single-family homes. This subarea would support the continuation of these patterns and would encourage the preservation of existing single-family homes.

The Rio de Flag Flood Control project is being designed and constructed by the US Army Corps of Engineers and once the project is complete, most of the Southside buildings currently located in the 100 year floodplain and subject to floodplain regulations could be remapped and removed from the floodplain. However, there are still some areas of localized flooding that may not be resolved by the regional flood control project. Homes in these areas of the neighborhood may benefit from floodproofing and may continue to see elevated building construction typical of conforming houses in the Southside.

In order to preserve the existing housing stock, dry floodproofing could be installed on most of the pre-1980s units located in the 100-year floodplain in order to protect lives and property during a flood. Dry floodproofing does not lower flood insurance premiums, but it can be used to preserve property and prevent loss.

When a nonconforming structure is demolished, the building that replaces it must be raised above the base flood elevation. These requirements change the character of a residential area and diminish the connection between the front of the home and the streetscape. In the photo below, the home on the left is a conforming structure which mitigated the elevation of the building by flattening the roof pitch.



A conforming (left) and nonconforming structure (right) on South Humphreys Street

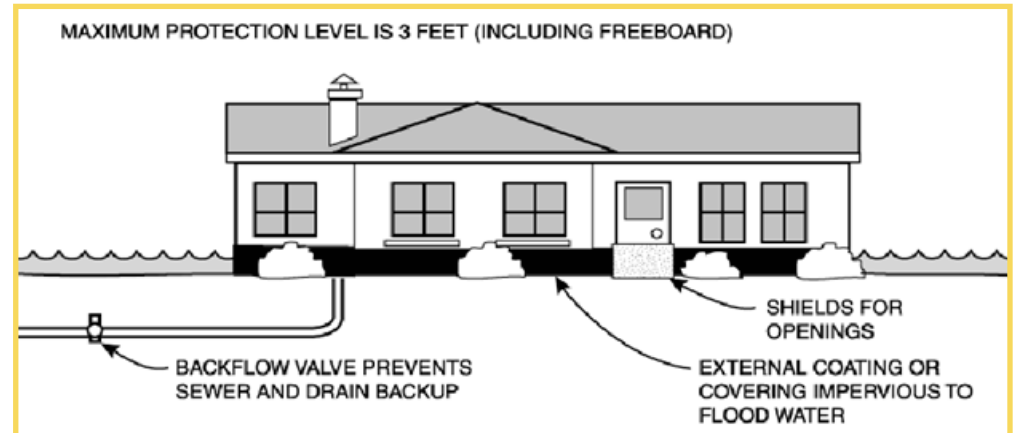


Illustration of dry floodproofing techniques (source: FEMA 2007)



Affordable Housing Concepts

Affordable housing should be considered in all subareas. Combined housing and transportation costs are estimated to take up fifty-six percent of the average household's income in Flagstaff (CNT 2019). When affordable housing is introduced in centrally located neighborhoods like the Southside, it has twice the impact. The availability of walkable employment opportunities and city-wide transit can lower a household's transportation costs.

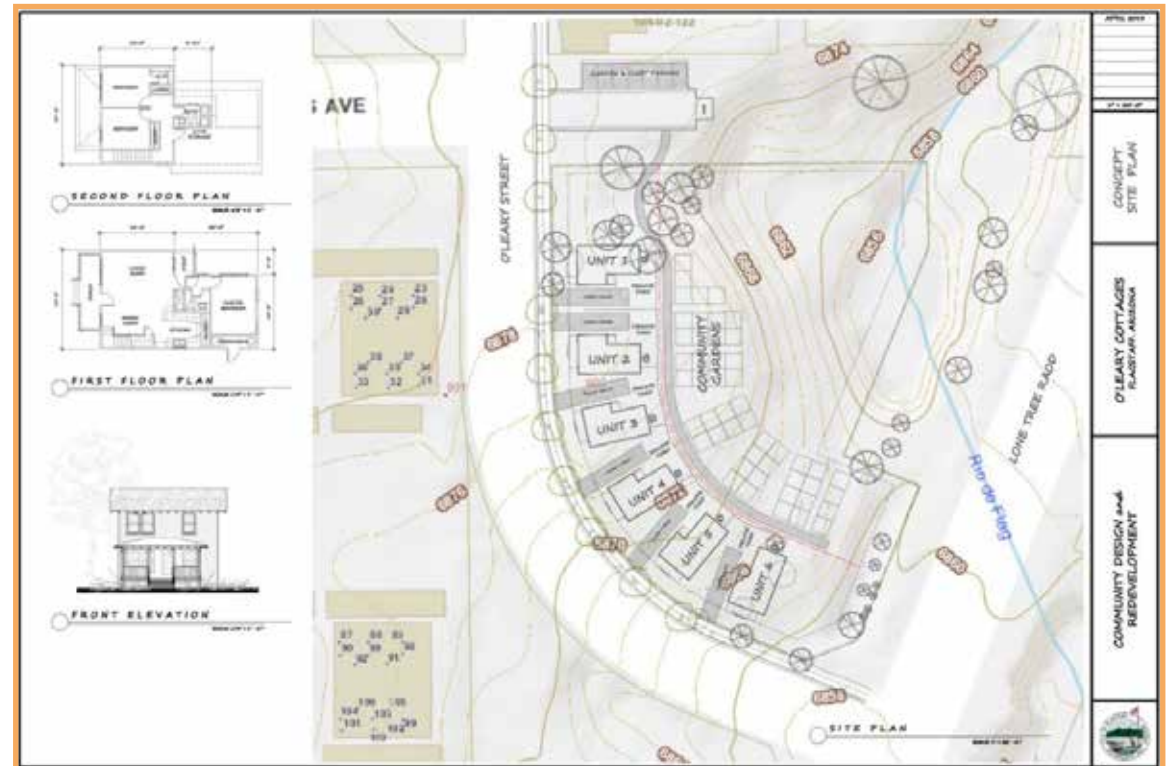
Several City-owned properties in the Southside have been considered for affordable housing development over the last few years. On the overview map, and denoted by green stars, are City properties that can provide single family and multifamily housing opportunities for families at various income levels. The properties on the northwest corner of South O'Leary Street and Butler Avenue are prime examples of small lots that with partnerships could provide an opportunity for one or two units. A similar parcel was turned into affordable housing through a partnership with Habitat for Humanity.



Homes built by Habitat for Humanity in the Southside

Another small parcel that has been discussed for a small affordable housing project is the property at the south end of South O'Leary Street where it connects to South Lone Tree Road. The property is currently a community garden and that use could be maintained along with several affordable units per a concept design prepared by the City. Neither of these parcels on South O'Leary Street have immediate plans for affordable housing development, but both have been discussed as potential locations for partnerships and affordable housing for several years. In fact, Housing funds paid to upsize the waterline at 900 South O'Leary Street in anticipation of future housing.

One Southside parcel committed to affordable housing is the property at the southwest corner of South Lone Tree Road and Butler Avenue. The City put out two Requests for Proposals for this property in recent years, however, neither of those plans were fully realized. As of Spring 2020 there are no immediate plans for affordable housing on this parcel, and the City is currently evaluating how to proceed with this parcel.



Concept plan for affordable housing and community gardens at 900 South O'Leary Street

Public Improvements Concept Plan

The Concept Plan is an illustration of how the goals, policies, and strategies of the Southside Community Plan could differently generate private and public improvements. This section is focused on public improvements that were discussed with the public and have been listed as potential strategies in Volume 1.

Each Concept Illustrations Overview map is followed by illustrations of each design element that corresponds with the number on the overview map. One overview map is for parks improvements, the other is for transportation improvements. All illustrations, diagrams, photographs, and depictions in this Plan are for illustrative purposes only. These do not constitute a commitment by the City that the items depicted will be permitted or that such depictions comply with City Code. Any proposed projects, even those depicted in this Plan, must go through the City's review process before approval. The projects depicted are not currently included in any City capital plans, do not have identified funding, and the need for these improvements may change over time, given that they are not immediately planned for implementation.

Parks Concept Plan

A recurring desire from public meetings and stakeholder conversations is to establish a park for the Southside neighborhood. Parks are culturally and socially important gathering places in an urban neighborhood. Both the stakeholder group and City staff recommend evaluating other City-owned or future City-owned parcels to create park space as the primary strategy for increasing the accessibility of parks for this community. The illustrations in this section primarily demonstrate how the City and community could take advantage of opportunities on City-owned parcels that are not set aside for another use. If purchasing a central parcel becomes feasible at some point in the future, the community would support that effort so long as it does not displace existing residents.

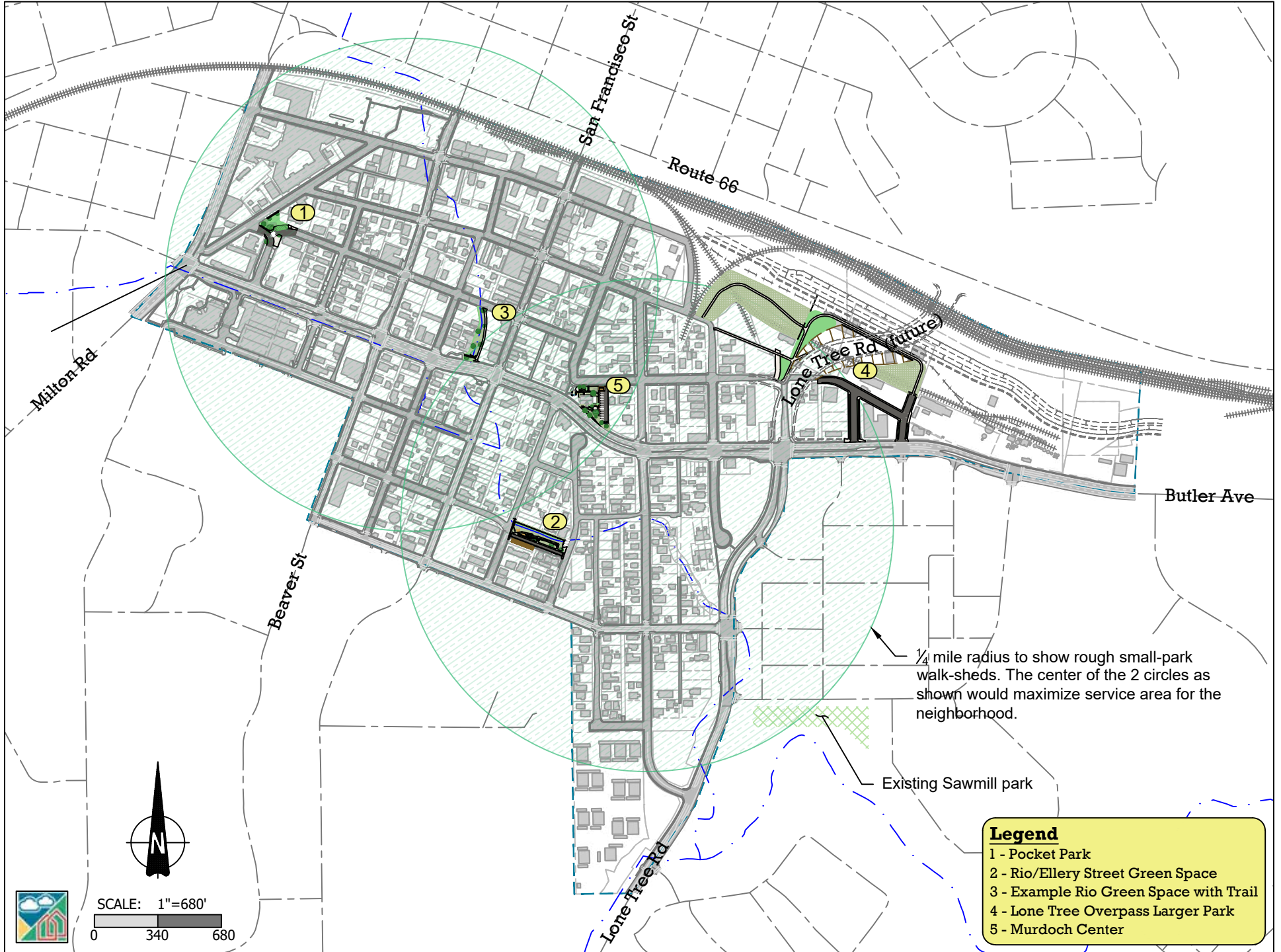
The Parks Concept Plan shows six illustrations for potential parks that can meet the Parks and Recreation Master Plan's criteria to provide a park within a 10-minute walk of the Southside residents. The Mikes Pike Pocket Park and the Rio/Ellery Street Green Space Concept Illustrations show properties currently owned by the City that could be reprogrammed for pocket park spaces.

The Example Rio Green Space with Trail Concept Illustration is a conceptual drawing of Policy S 7.2, which supports strategic easements to allow for mid-block public access along the Little Rio de Flag alignment through the Southside. The City does not currently own enough of the Rio de Flag in most blocks to provide this amenity nor does this illustration indicate that every block would have this connection.

The Lone Tree Overpass Larger Park Concept Illustrations show properties that the City plans to acquire as part of the Lone Tree Overpass project that was authorized and funded by voters in 2018. This could be the largest property the City owns in the Southside and could provide the greatest opportunity for a neighborhood park. However, the site has many challenges including the Burlington Northern Santa Fe (BNSF) spur and the location of pillars and features to support the overpass.



Public Improvements - Park Concept Illustrations Overview



Legend

- 1 - Pocket Park
- 2 - Rio/Ellery Street Green Space
- 3 - Example Rio Green Space with Trail
- 4 - Lone Tree Overpass Larger Park
- 5 - Murdoch Center

Mikes Pike Pocket Park Concept Illustration

This is a conceptual park that takes advantage of land the City of Flagstaff already owns and currently uses as right-of-way. The existing crisscrossing roadways here are redundant and do not provide access to property on all sides. This illustration shows how the property could be re-allocated in a way that still allows travel through this intersection while maximizing the remaining space for a pocket park. This concept may move forward more quickly than others because beautification funding is currently programmed for improvements at this location.

Features:

- A. Some structure may be needed in support of the Army Corps of Engineers' Rio de Flag Flood Control Project. A manhole is shown for reference. The current plan is for a sewer syphon in the vicinity of the Mikes Pike Pocket Park. Those plans may change as the project is being finalized. The location of this necessary public facility should preferably attempt to save the mature tree on the site.
- B. Mountain Line currently runs buses north from Butler Avenue to Phoenix Avenue along Kendrick Street. The smaller roadway width for Kendrick Street still allows buses to move through the site based on model runs. A 60-foot articulated bus was tested through the shown design and worked. The roadway widths should be minimized while allowing the chosen design vehicle to move through the area.
- C. The angled parking with the hatch over it represents an optional parking concept. This park could be designed to have no net loss in public parking managed by ParkFlag. The design as shown adds ten new parking spaces and loses eight others for a net gain of two. The number of spaces provided for the public may vary based on final park design and how the City wants to balance the need for park space with parking. Eliminating the parking shown in this area would add approximately 1,000 square feet of usable park space, a 15 percent increase.
- D. The design shown shifts an existing driveway to still provide access to adjacent private property without interrupting the park. At the time of final design or parcel redevelopment, the City should work with the property owner to determine the access needs of the parcels.
- E. Final programming or landscape design of a park in this location is open to further technical review and public involvement. Active components, while also creating a green space for respite, are desired. One possible theme idea is to celebrate Mikes Pike's Route 66 heritage with amenities replicating transportation of the early days of Route 66.



Mikes Pike Pocket Park Concept Illustration



Rio/Ellery Street Green Space Concept Illustration

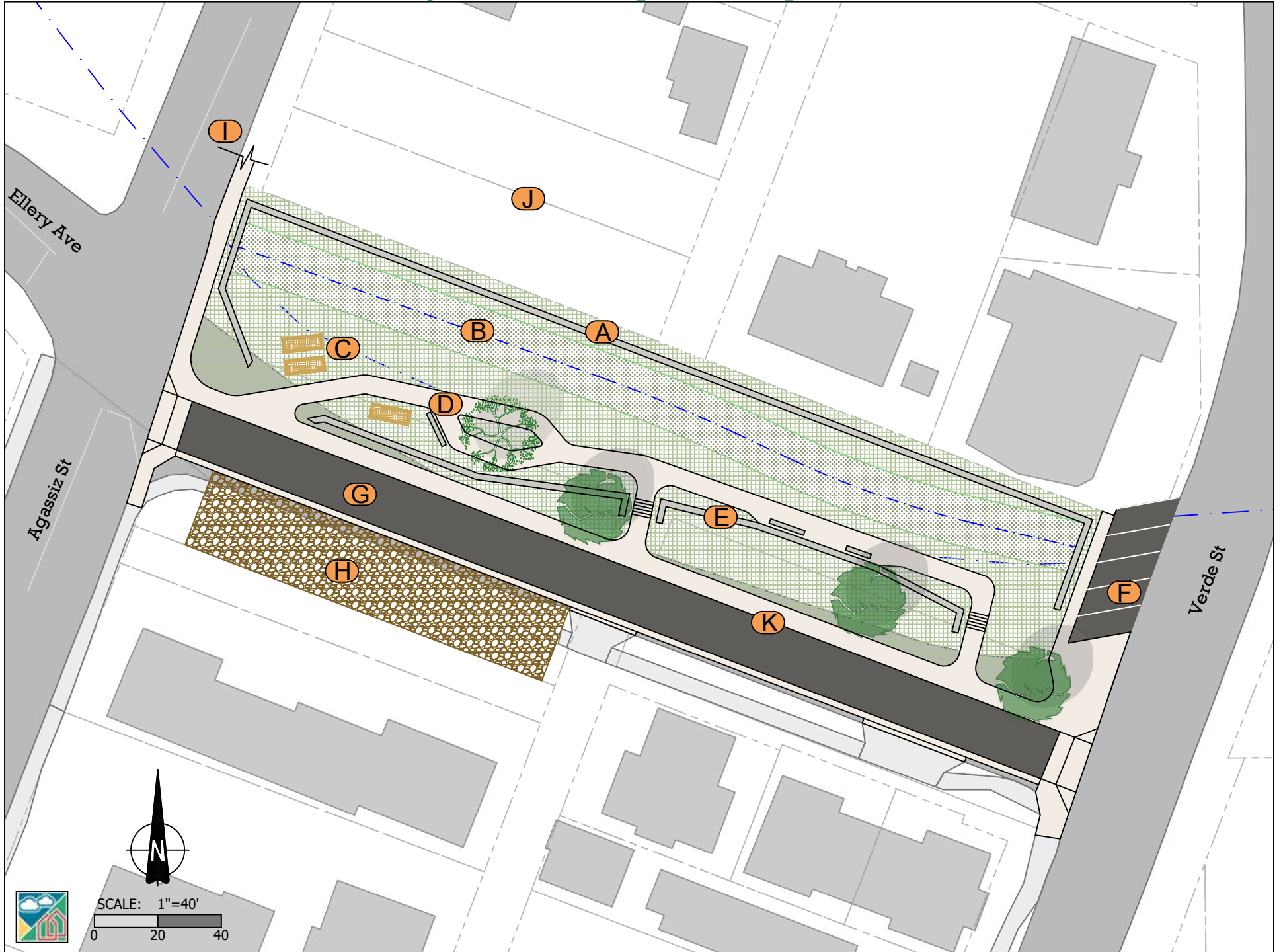
This park takes advantage of the widest piece of land along the Rio de Flag that the City of Flagstaff already owns. It is centrally located for access to the parts of the neighborhood south of Butler Avenue. The land is currently used for parking access, stormwater conveyance, and roads. The design as shown can only happen after a flood control project is implemented because the entire park is within the floodway. The Rio de Flag channel through the Southside will no longer be the main channel after a flood control project. In this document, this conveyance is referred to as the *Little Rio de Flag* or *Little Rio*. It will remain an important feature for conveyance of local stormwater.

Features:

- A. A wall is shown at the northern edge of the site to allow gradual grading south of the Little Rio, and to provide more usable space. Vertical faces could evaluate permeable materials during final design.
- B. The flowline of the Little Rio should incorporate native flora per Regional Plan policies and stormwater practices.
- C. The hatched green area represents a landscaped area (not necessarily turf). This area could include community gardens, native wash-inspired plants, pollinator space and possibly some grass depending on the availability of supplemental water.
- D. The park is designed to invite exploration and contemplation through unstructured use. Public art and interpretive panels could extend people's stay within the park, and could highlight the neighborhood's history and historical figures. Paths away from the alley could evaluate aggregate surfaces during final design.
- E. Walls between the street and the park should remain short enough so that all areas of the park remain highly visible and therefore do not invite illicit activity.
- F. The City may be able to modify or replace the box culvert to the west to provide additional parking, if the creation of visual barriers between the park and surrounding activity can be avoided.
- G. Ellery Street could be converted to an alley for this block to provide more park space and manage parking. This would eliminate public on-street parking. Other considerations may include fire access, parking management, and stormwater conveyance.
- H. Continued use of private parking on City-owned land is shown. The design should evaluate the needs of property owners and the possibility of bending the proposed alley into City parcel to expand park space.
- I. Sidewalk shown along the park could eventually extend further. See the *Curb, Gutter and Sidewalk Concept Illustration* for more information.
- J. The City could consider purchasing adjacent vacant parcels to expand the park or provide additional parking to this area.
- K. Consider a sidewalk that is flush with the alley to help create adequate hardscape-width for fire code compliance. Final design could evaluate permeable pavement and sidewalk options.



Rio/Elery Street Green Space Concept Illustration



Example Rio Green Space with Trail Concept Illustration

This is an example of an opportunistic linear park feature. An opportunistic design like this is not a guarantee as no funding is currently available and no agreement exists among property owners to give rights to the public for access. However, public input was split between people who wanted to see a similar design along the entire path of the Little Rio de Flag and those who did not want any design because of concerns about vagrancy, trash, safety, and trespassing.

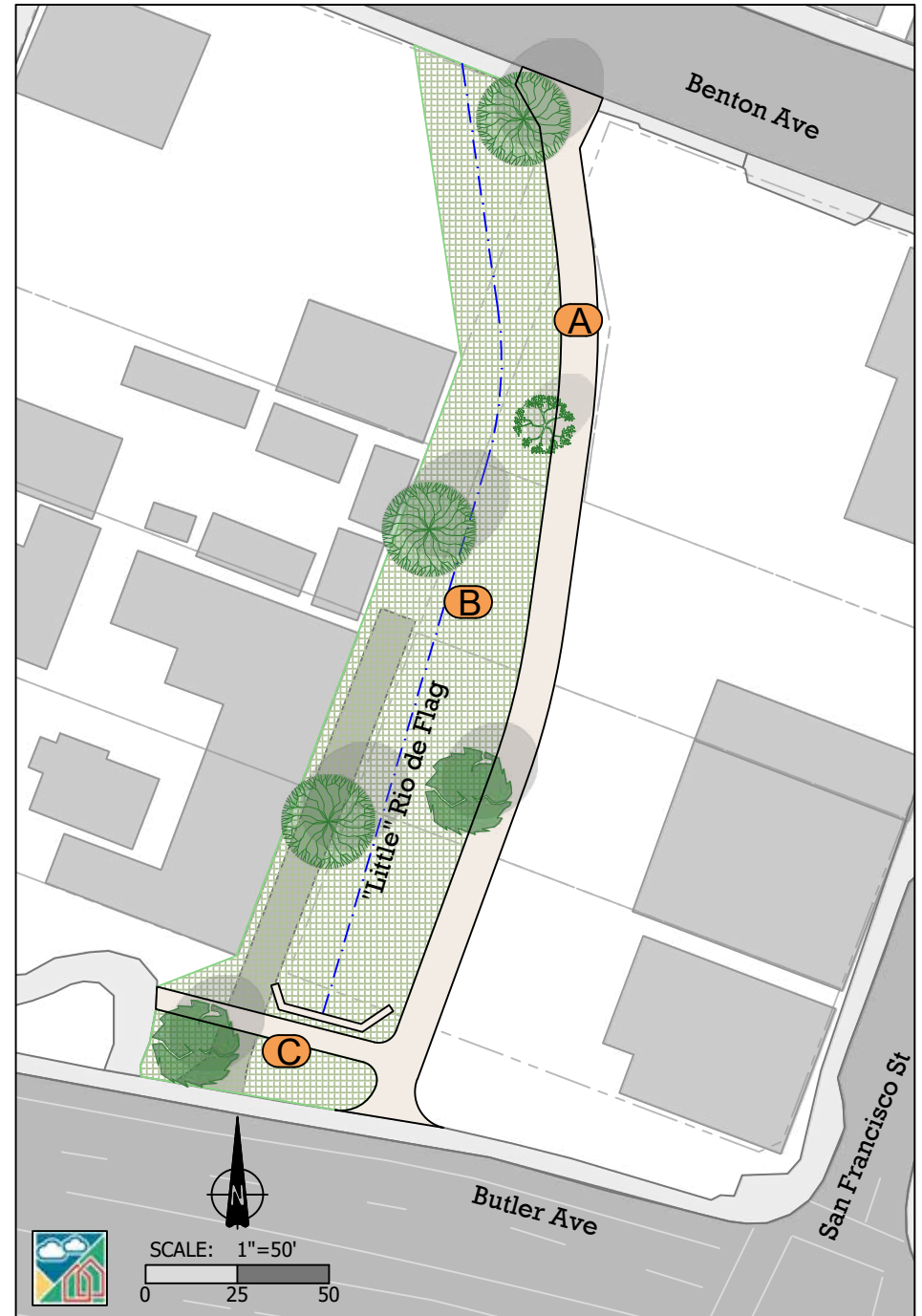
Re-grading and adding a path adjacent to the Rio de Flag anywhere along its length is very challenging unless this area is no longer a FEMA floodway. Eliminating the floodway will require completion of a flood control project.

This illustration demonstrates how a redevelopment or group of willing property owners in the block between Butler Avenue and Benton Avenue could work with the City to incorporate this design. The concept could be applied in numerous other blocks in the Southside.

In the case of this block, the City would need to obtain easements for all four properties that face South San Francisco Street and the northernmost property along Leroux Street. The design, as shown, would require moving the current access, solid waste disposal and parking in the existing alley. Other blocks in the neighborhood have more complexities such as the City not owning an alley nearby or the Rio de Flag splitting properties in half. Extensive legwork and property owner cooperation would be needed to create a green space with stable slopes and adequate space for a path.

Features:

- A. A multi-use path is located along one side of the green space to allow maximum space for stable slopes and water conveyance.
- B. The wash could be graded with stable slopes and native wash vegetation could be added alongside some trees for shade.
- C. This green space would invite more interaction and create larger, connected, public/green spaces if it is able to be connected to other public spaces. Consider design elements that celebrate the heritage of Southside.



Lone Tree Overpass Larger Park Concept Overview

The Lone Tree Overpass Project will require the City to purchase private properties and relocate businesses and residents for construction of the new road alignment. Some businesses may be relocated outside of the neighborhood and some businesses may be relocated to adjacent available land along the corridor if the size is suitable. After relocations are considered, land may be available for open space or a developed City park.

This park concept is the largest expected public space in the Southside neighborhood. However, it is also the most awkward to access. Careful design is necessary to ensure this park stays active and comfortable and does not turn into an area that invites illicit activity. The community has expressed a desire for landscaping that allows for active and passive recreation and creates “eyes on the park” as a form of passive surveillance. The community wants a design that turns an overpass that could be a detraction into a community attraction.

The designs for the overpass are not complete and there are many factors that could influence how much land could be useable for a public park space. Two scenarios are demonstrated in the plan based on a significant factor that may change. The railroad spur may move from its current location or may stay where it is currently. This factor could affect the height of the bridge, the design of the structure and the location of any other aspect of the site. Scenario 1 assumes the spur is moved north to align with the Rio de Flag flood control project and Scenario 2 assumes that the spur remains in its current location and that the City must work with BNSF for safe access to the usable park space. There are tradeoffs between these two potential futures and these illustrations may help anticipate those outcomes through the design process.

These illustrations are more conceptual than others. It intends to only give a feel for the potential space available and to ensure discussions on this amenity continue. Few ideas are drawn because there is too little known.



An example of an “under-road” park in San Diego, CA (photo credit: Creative Commons “Chicano Park Murals” by kellinahandbasket is licensed under CC BY 2.0)

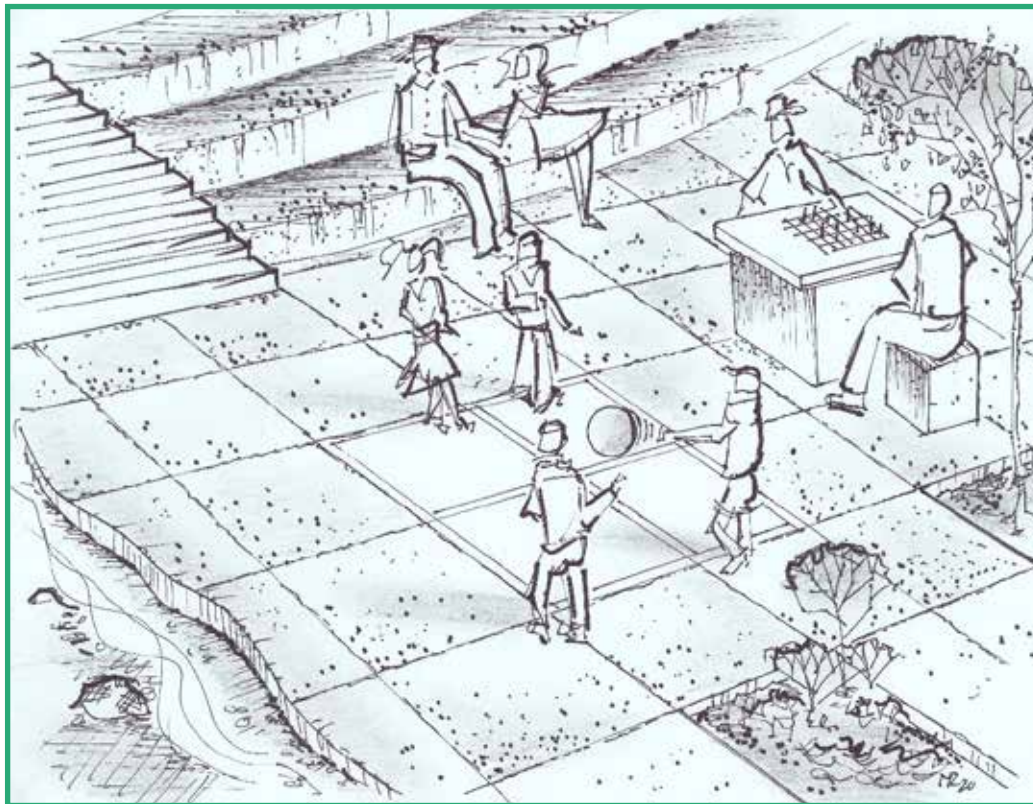


An example of an active recreational activity located under a road. (photo credit: “Under the Bridge” by wvs is licensed under CC BY-NC 2.0)

Lone Tree Overpass Larger Park Concept Illustration Scenario 1: Spur aligned with Rio de Flag channel

Features:

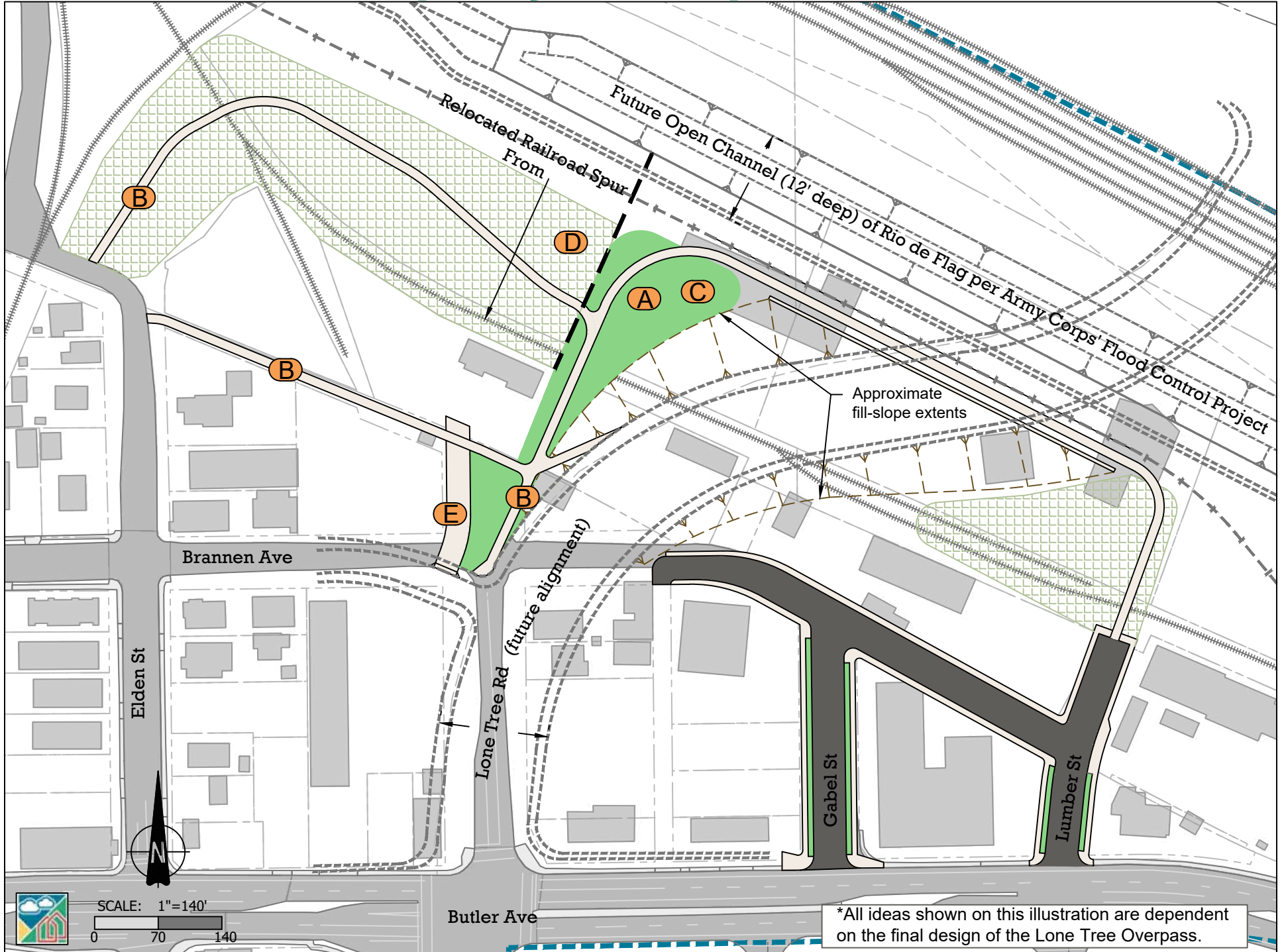
- A. Program the park with active attractions that invite regular use. Ideas to promote informal active use include creating a grassy area that is “large enough to throw a ball” which is an area at least 100 feet by 40 feet, basketball court(s), dog park, shuffleboard, handball, tennis, baseball, and picnic areas. Other use-ideas include adding a music venue, and programming cultural and food events. A full-service recreation building could include a full kitchen, an area that can host meetings, host nighttime events for all ages, boxing, and arts and crafts.
- B. Create multiple opportunities to enter the park from all directions with attractive and inviting paths. It is especially important to provide pedestrian and bicycle access from the west and south to provide easy access for neighborhood residents.
- C. Consider a sculpture garden and the incorporation of public art into this space. Ideas for themes include capturing the sawmill and/or railroad history of the area.
- D. Ultimate park extents are not known, the area west of the black dashed line may be included in a future expansion if not initially included.
- E. Preserve access for all private property.



Active space near overpass



Lone Tree Overpass Larger Park Concept Illustration Scenario 1



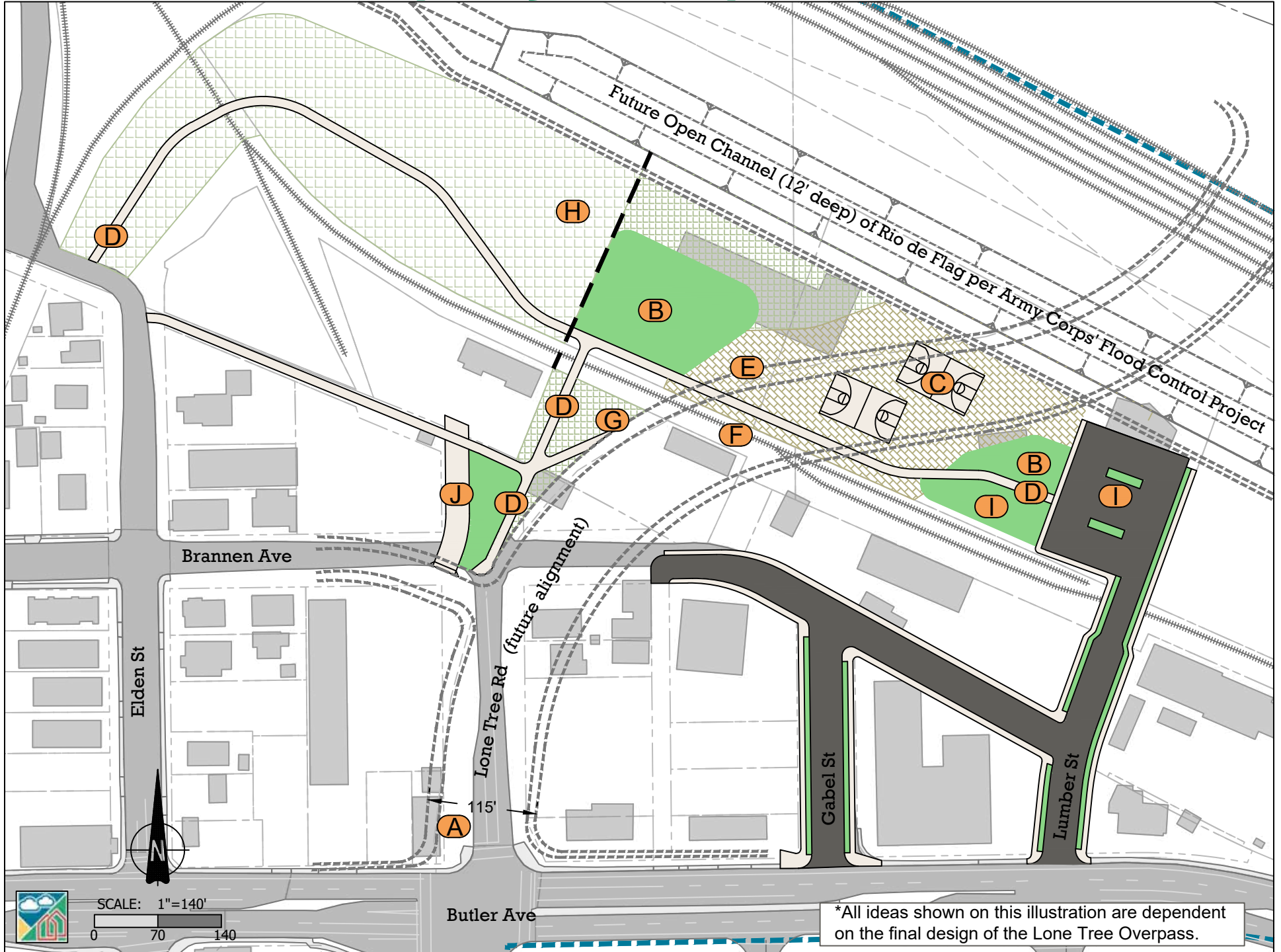
Lone Tree Overpass Larger Park Concept Illustration Scenario 2: Railroad spur in its current location

Features:

- A. South Lone Tree Road will likely be a total of 115-feet wide over the potential park. The dashed lines represent the edge of the roadway and the edge of the bridge. The overpass contains a FUTS on the western side.
- B. Program the park with active attractions that invite regular use. Create a grassy area that is “large enough to throw a ball” which is an area at least 100 feet by 40 feet.
- C. The basketball court is just one example of an active recreation opportunity that would support frequent social gathering in the park as shown to scale. Other examples could include a dog park, shuffleboard, handball, tennis, baseball, and picnic areas. Other use-ideas include adding a music venue, and programming cultural and food events. A full-service recreation building could include a full kitchen, an area that can host meetings, host nighttime events for all ages, boxing, and arts and crafts.
- D. Create multiple opportunities to enter the park from all directions with attractive and inviting paths. It is especially important to provide pedestrian and bicycle access from the west and south to provide easy access for neighborhood residents.
- E. Consider a sculpture garden and the incorporation of public art into this space. Ideas for themes include capturing the sawmill and/or railroad history of the area.
- F. The ability to fully develop these properties for a park will depend on the future use of the spur line operated by BNSF. If BNSF reactivates the line, the park may be limited to the southwest portion of the property. Likewise, if this site is identified as a potential site for relocation of businesses, residences, or Amtrak’s passenger facility, the size of a future park may be more limited than what is depicted. This decision will require further public involvement through a separate process.
- G. Design shows paths veering off the Lone Tree Overpass, fill slopes should be landscaped as an amenity to the park.
- H. Ultimate park extents are not known, the area west of the black dashed line may be included in a future expansion if not initially included.
- I. Consider programming the parking lot and adjacent landscaped area as an event space, food trucks, tents, etc.
- J. Preserve access for all private property.



Lone Tree Overpass Larger Park Concept Illustration Scenario 2



*All ideas shown on this illustration are dependent on the final design of the Lone Tree Overpass.

Murdoch Center Concept Illustration

This concept imagines potential improvements to the existing Murdoch Center. Improvements shown are additions to the existing operations of the Murdoch Center. There is little interest from the neighborhood to re-create the site from scratch. The existing building is an important asset due to its history to the community.

Features:

- A. Create a grander entrance in the spirit of a classic civic building. This illustration shows it interacting with the public street more than its existing design and inviting people in from all directions.
- B. Veer Butler Avenue's sidewalk into the site to informally activate the space during more times of the day. This concept invites more activity further into the community amenity and raises awareness of this amenity for pedestrians just passing by.
- C. A steep slope and short wall near Butler Ave are shown in order to create more flat and usable space near the existing grade of the existing parking lot and main Murdoch Center entrance.
- D. Create a centralized hardscaped area that feels like a component of a landscaped area that can be used for events and informal gatherings.
- E. Orient all parking directly off the alley. This configuration maintains the same number of parking spaces and creates more usable space.
- F. The illustration shows concept ideas for expanding the Murdoch Center building. Depending upon final design of the lot, building expansions should consider how they allow for flow between the different landscaped/programmed outdoor spaces. For example, if the eastern addition went too far east, it would disconnect the southern and northern outdoor areas which may or may not interfere with future programming desires. Longer term opportunities could include vertical and further horizontal building expansions.
- G. The concept shows a variation of landscaping styles. Some areas could be more intense than others. The illustration shows solid green areas as potential areas with a more prescribed landscape concept, perhaps even a garden or oasis of turf. The hatched and more dull green shows ideas of areas that could remain more natural feeling.
- H. This area shows a monument sign and area for a manicured garden.
- I. Create an active play space for all ages.
- J. The existing chess board concept is shown to remain with a potential expansion that has normal sized boards on tables. This set-up could facilitate tournaments and/or more informal use for the community.
- K. This concept shows a stronger connection to the existing pocket park and an idea to expand the active use of the existing park. Large-scale instruments placed throughout the existing pocket park could create a small harmony park.
- L. A fence should balance safety, inclusiveness and aesthetics. Ideas include a short masonry Mexican-style base with a decorative rod iron top where people can see in and out of the property.
- M. Continuously evaluate opportunities for public art.



Looking northwest



Murdoch Center Concept Illustration



Brannan Ave

Agassiz St

Butler Ave

Existing Murdoch Center Building

SCALE: 1"=40'
0 20 40



Various forms and infrastructure for transportation in the Southside

Transportation Concept Plan

The Southside community identified many concerns about parking and transportation that tie in to the condition and design of the neighborhood infrastructure. The concept plan shows several solutions that could be considered in future design of roadway and trail improvements. These designs are not commitments from the City, are not currently included in any capital plans, and do not have identified funding. Also, the need for these improvements may change over time, given that they are not immediately planned for implementation. Other designs may emerge from public engagement when projects in these areas reach the design phase. The purpose of the transportation illustrations is to ensure that the concerns of the community for access and transportation improvements are considered as part of capital improvements planning.

Lone Tree Road Improvements

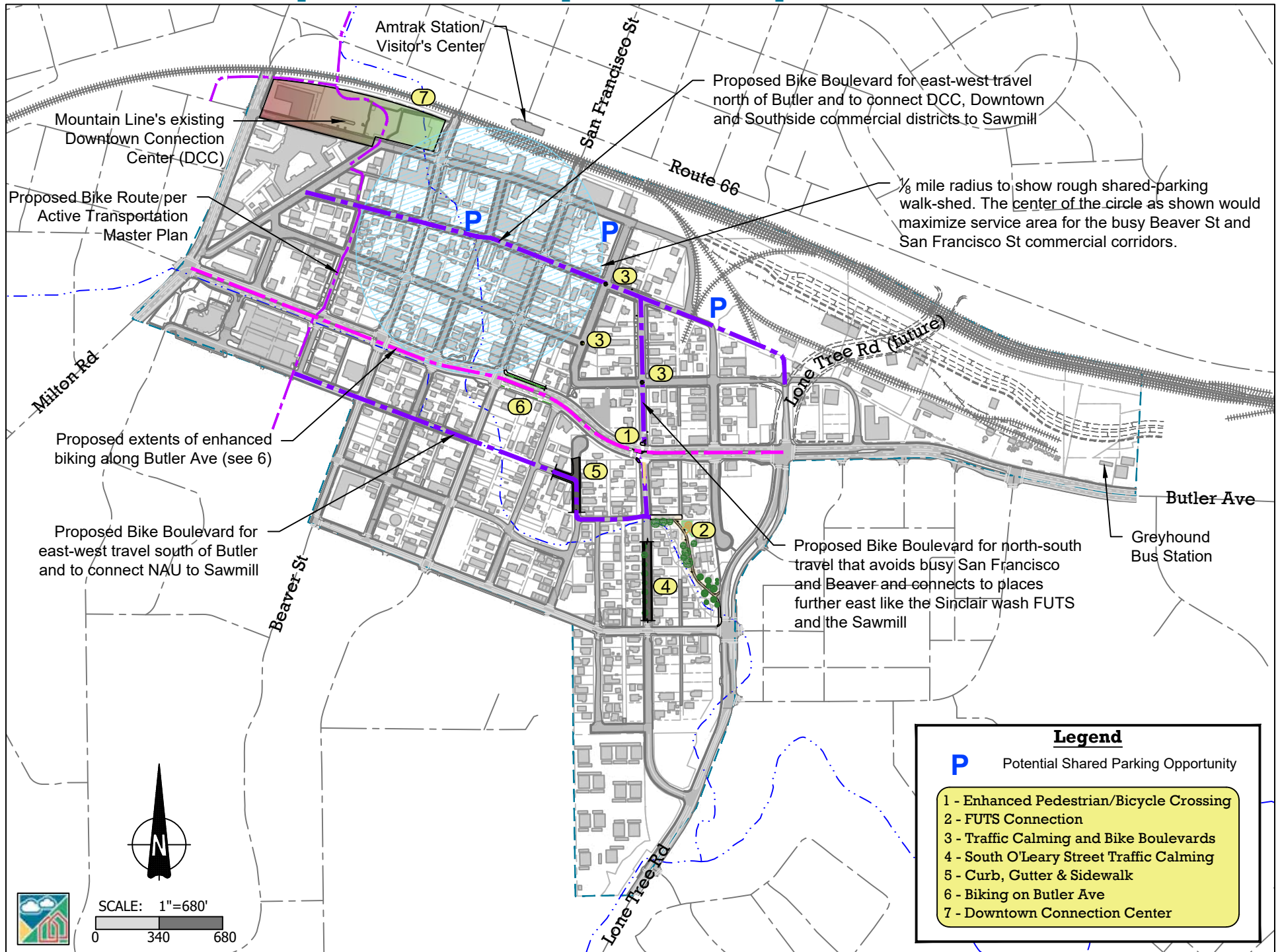
The Lone Tree Overpass Project and the expansion of South Lone Tree Road are not included in the Transportation Concept Public Improvements because the projects are currently past the concept phase and are in the design phase. However, public involvement in the design of the Lone Tree Road improvements from the Southside is important because the project will have a substantial impact on the quality of life for the community. The road is an important north-south arterial for the community that will eventually form a new connection from I-40 to Downtown. The road will be widened to accommodate increased traffic and will receive complete street treatments and a FUTS that runs along the frontage on the west side of the road. The design of these features and vehicle and pedestrian access to and from the road will be important factors about which the Southside residents will want to weigh in.

Milton Road Master Plan

The Arizona Department of Transportation has jurisdiction over the Milton Road corridor and is currently working on a Master Plan for the road's future design. No money has been allocated from projects proposed by this Plan. The Master Plan will consider pedestrian improvements provided by the City related to the FUTS system near the railroad tracks and the crossing proposed in the La Plaza Vieja Neighborhood Specific Plan, which are envisioned to reconnect the pedestrian environment between the Southside and La Plaza Vieja. The Southside Community Plan does not include illustrations or strategies related to Milton Road as a result.



Public Improvements - Transportation Concept Illustrations Overview



SCALE: 1"=680'
0 340 680

Legend

- P** Potential Shared Parking Opportunity
- 1 - Enhanced Pedestrian/Bicycle Crossing
- 2 - FUTS Connection
- 3 - Traffic Calming and Bike Boulevards
- 4 - South O'Leary Street Traffic Calming
- 5 - Curb, Gutter & Sidewalk
- 6 - Biking on Butler Ave
- 7 - Downtown Connection Center

Enhanced Pedestrian/Bicycle Crossing Concept Illustration

This illustration demonstrates a possible location for an enhanced pedestrian and bicyclist crossing of Butler Avenue. South O'Leary Street is also considered as a possible bike boulevard to provide a better connection between the Lone Tree corridor and Downtown that avoids most roads with heavy vehicular traffic. This crossing could be similar to the crossing of Butler Avenue at Humphreys Street or could incorporate other design options depending on a future study of the area. Safety complications may arise because of its location along a curve on Butler Avenue as well as potential visibility problems. The two designs presented in the illustration demonstrate options that may be considered as part of a later study. Final design will consider safety, effectiveness, and other factors to determine the most appropriate crossing design, assuming any enhanced crossing is feasible.

Features:

Option 1: This option brings all people to one side of South O'Leary Street at a time. It is shown as yield-control where vehicles yield to a pedestrian or bicycle crossing Butler Avenue. The actual traffic control device can vary depending on a future study.

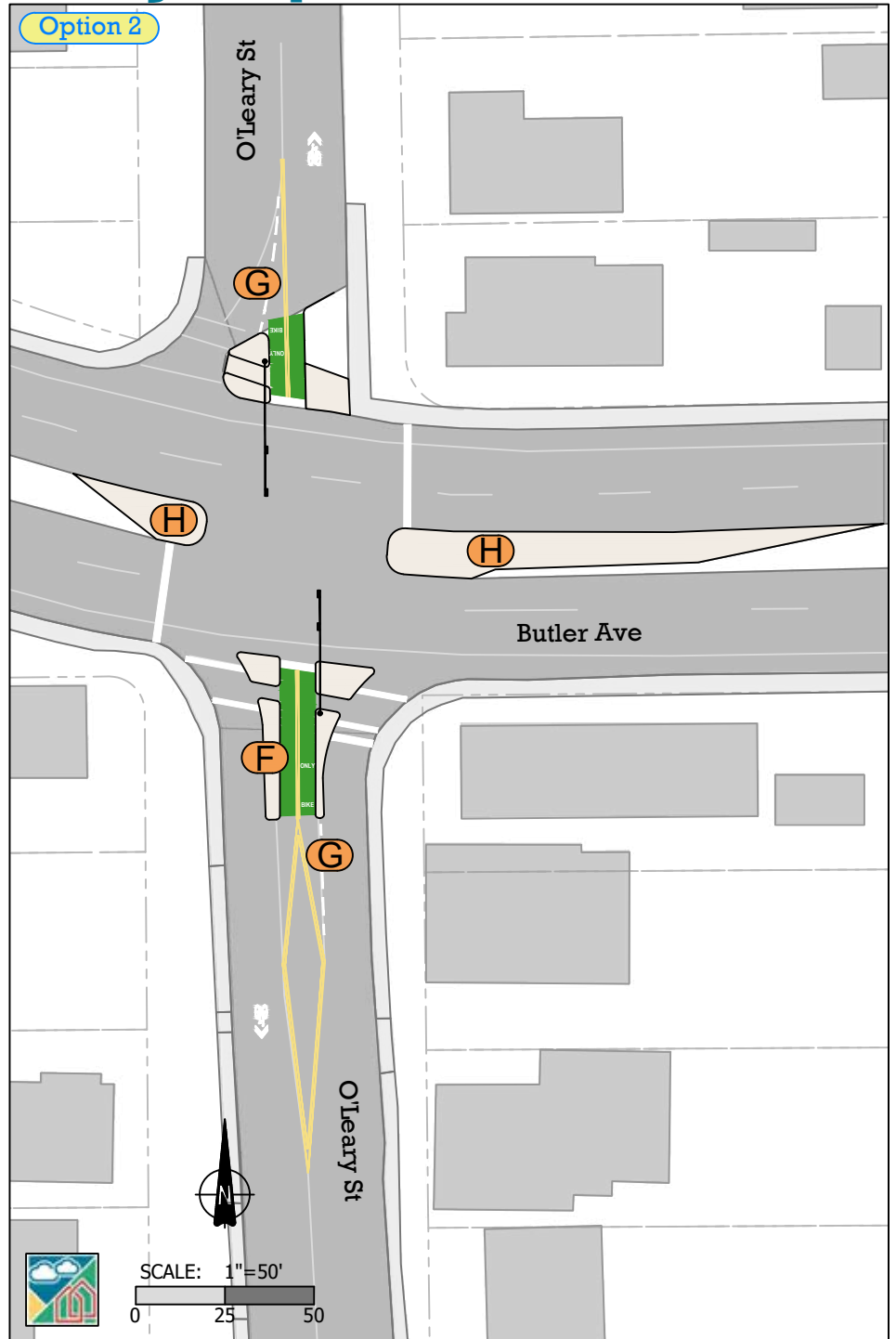
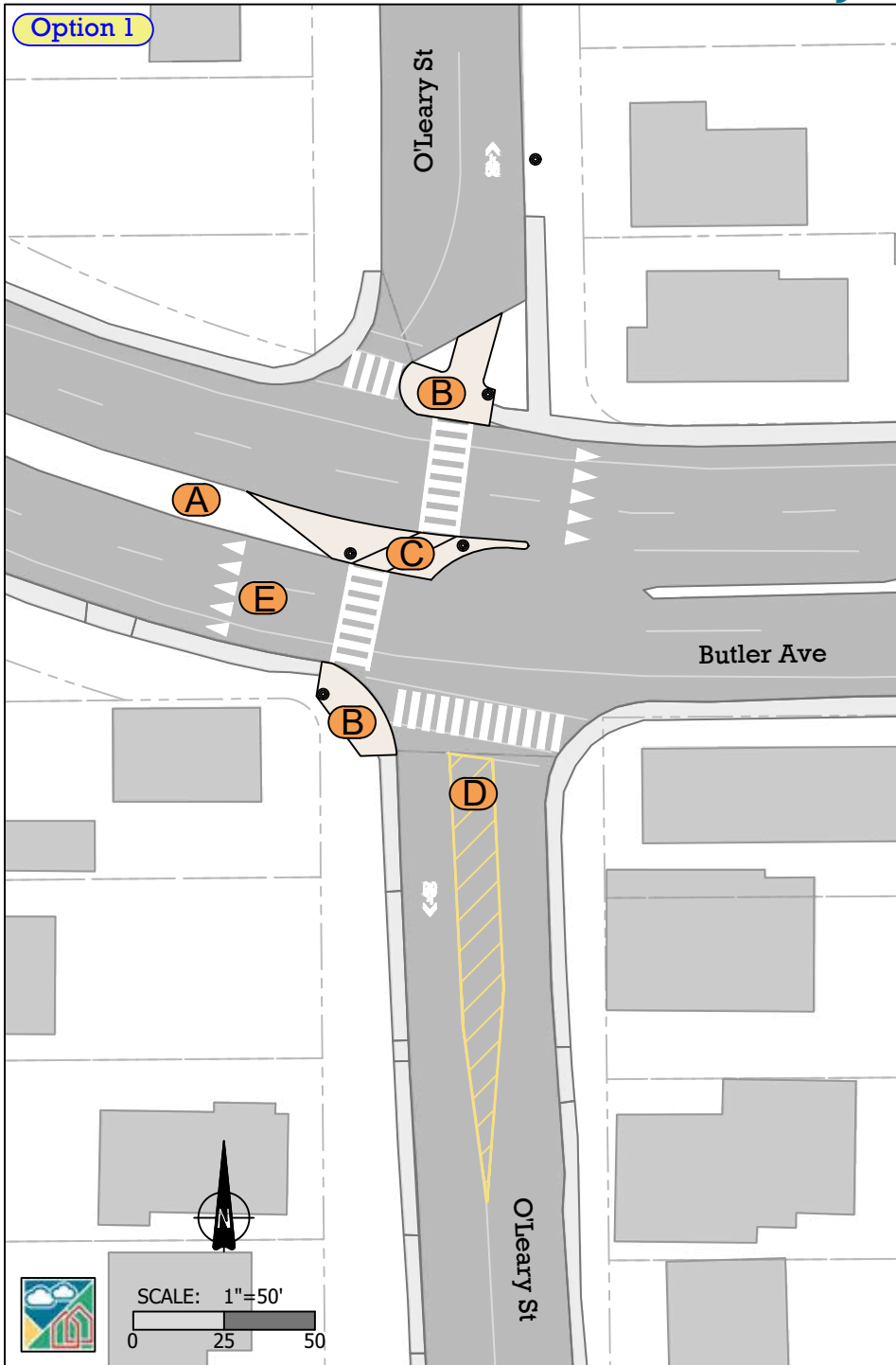
- A. Low vegetation and regular landscape maintenance of the median will be needed to ensure visibility of bicyclists and pedestrians.
- B. Wide sidewalks with ADA ramps on the side of Butler Avenue will be needed for safe staging before crossing.
- C. A pedestrian resting/refuge location in the median will ensure that the pedestrian only needs to pay attention to one direction of vehicle traffic at a time. The median should be large enough to accommodate a bicycle.
- D. An enhanced pedestrian/bicycle crossing at this intersection could require the reconfiguration and possible elimination of turn movements at this intersection. This would be evaluated as part of a future study. This Option shows the elimination of northbound left turns.
- E. Advanced warning markings are shown for conceptual reference; they may be different in the final design.

Option 2: This option brings all people to the center of South O'Leary Street. This geometry typically benefits bicyclists. It is shown as a full signal where vehicles must stop when the signal is actuated. The actual traffic control device can vary depending on a future study.

- F. The center pedestrian/bicycle staging area is protected by raised medians.
- G. Bikes can move from the shared lane into the center staging area without crossing any conflicting traffic.
- H. This option may require the elimination of westbound and northbound left turns.



Enhanced Pedestrian/Bicycle Crossing Concept Illustration



FUTS Connection Concept Illustration

This FUTS illustration takes advantage of land already owned by the City of Flagstaff. It would connect the Sawmill, the Sinclair Wash FUTS, and the Lone Tree corridor to Southside's commercial areas and to Downtown. This FUTS has several topographic advantages for cyclists as it follows the Little Rio de Flag through a semi-natural setting and avoids the hill that exists near the intersection of Franklin Avenue and O'Leary Street. Design of this area would need to incorporate Crime Prevention through Environmental Design (CPTED) principles in order to provide a safe walking path at all times of the day and night.

Features:

- A. The narrowest point of City-owned land is approximately 16 feet. It exists east of the steep slopes near the Rio de Flag's defined channel.
- B. Existing asphalt extends east from O'Leary Street in line with Ashurst Avenue. Redesigning this alley would provide fire access and allow low-frequency vehicular traffic to private properties. Vehicles would not be allowed south down the trail or to park in this area.
- C. The use of the trail could increase if the City provides multiple ways to get onto the FUTS. Increased access and visibility will increase its use. Frequent use will deter illicit activities.
- D. Pedestrian-scaled, dark-sky compliant lights along the route may be considered to increase safety and comfort for users at all times of the day if they are financially feasible and if they meet maintenance requirements set by other City policies.
- E. Area could accommodate a butterfly garden. Final design needs to work with adjacent neighbors to determine their desired amenities.
- F. At the time of final design, work with the adjacent property owners to determine design and protection desires, like the desire for a wall that keeps people out of their yard.



FUTS at O'Leary Street



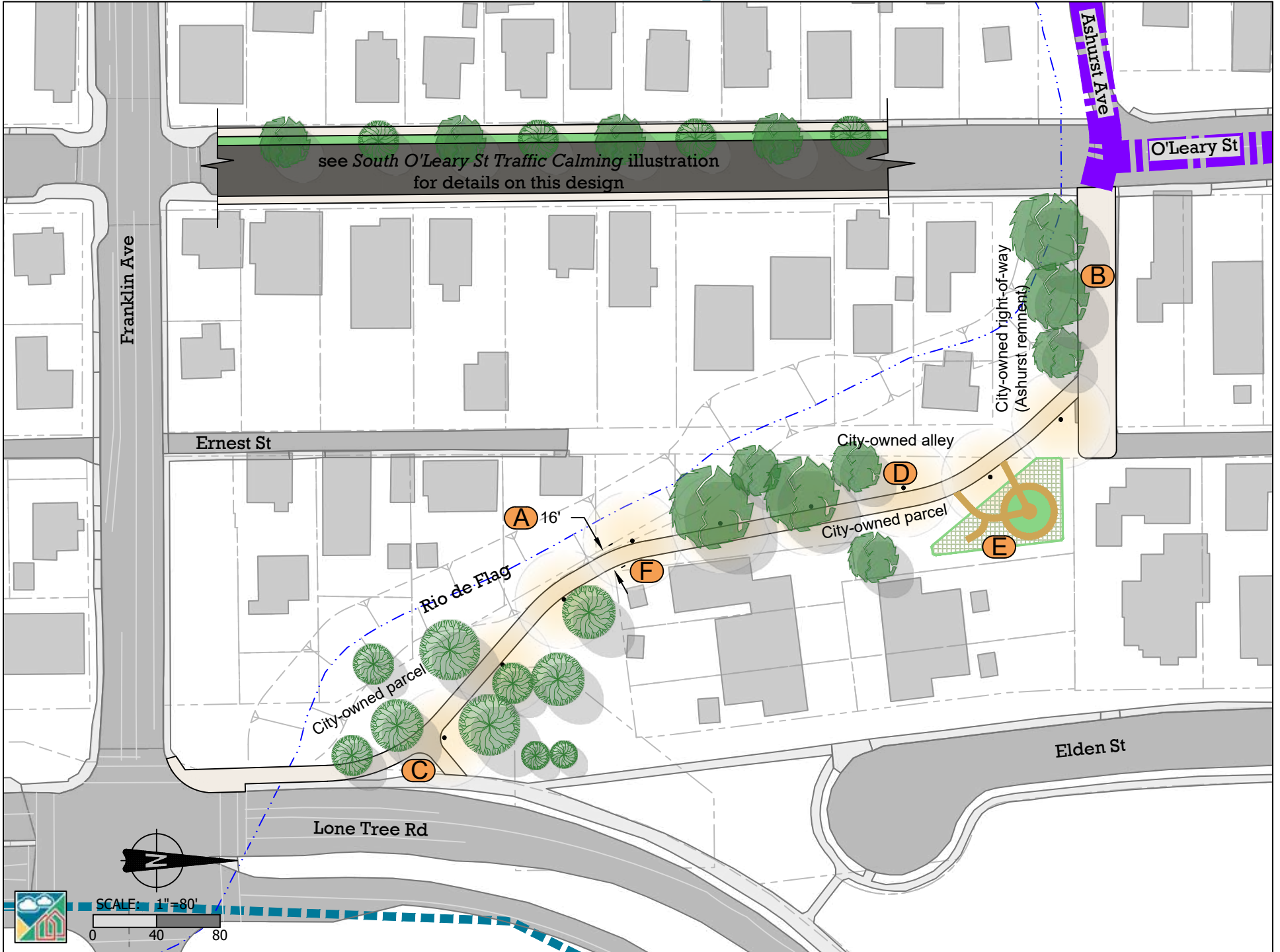
FUTS along Rio de Flag with pollinator garden



FUTS at Lone Tree Road Entrance



FUTS Connection Concept Illustration



Traffic Calming and Bike Boulevards Concept Illustration

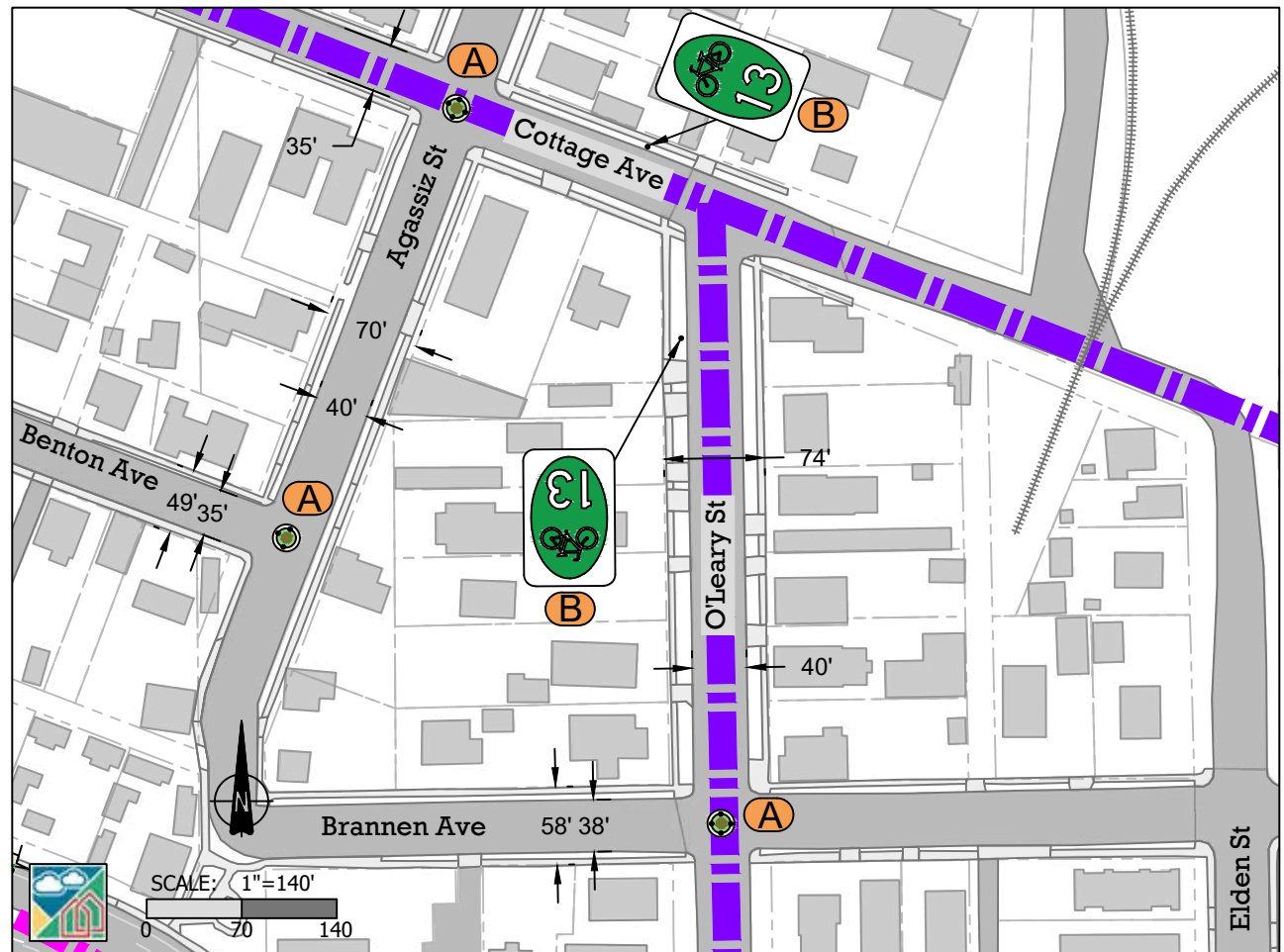
Three locations are proposed for traffic calming and are displayed on the following illustration as possible neighborhood traffic circles, sometimes called mini-rounds. These roads have not yet been studied through the standards of the Guidebook for Residential Management and are therefore just an example of a possible traffic calming improvement that could be considered by a future study.

The intersections chosen are Brannen Avenue and South O'Leary Street, South Agassiz Street and Benton Avenue, and South Agassiz Street and Cottage Avenue. North of Butler Avenue, both South Agassiz Street and South O'Leary Street have 40-foot roadways, which are wider than their surrounding residential uses require. Most streets in the Southside are closer to 35 feet. As a result of these wider roads, residents believe vehicles drive too fast at these locations. As is City policy, speed studies would be completed before any traffic calming design were implemented. Inspired by the mini-rounds in La Plaza Vieja, traffic circles could be an aesthetic amenity that helps to calm traffic on their streets.

Design of traffic calming in this area may also consider the use of the streets as part of a network of bike boulevards.

Features:

- A. Construct a mountable concrete curb with drought-resistant landscaping in the center.
- B. The mini-rounds are expected to increase bicyclist safety by slowing vehicular traffic while not requiring unnecessary stops for bicyclists. The intersection of O'Leary Street and Cottage Avenue is also the intersection of two bike boulevards. Signs like the ones shown will be used to identify these Bike Boulevards, among other priority design treatments. The full extents of these Bike Boulevards can be seen on the Transportation Concept Illustrations Overview.



South O'Leary Street Traffic Calming Concept Illustration

This illustration shows a conceptual redesign of a short segment of South O'Leary Street. This illustration is specific for O'Leary Street south of Butler Avenue, but may apply to other streets experiencing similar issues.

The speeds of vehicles on South O'Leary Street south of Butler Avenue was of particular concern for residents. Speed studies, following the guidelines of the City's Guidebook for Residential Management, are needed to confirm the cause and severity of speeding on this street. Regardless of speed, the 41-foot roadway width is very wide for its residential context. That, along with other elements within South O'Leary Street's design, exacerbate residents' concerns. South of Butler Avenue, O'Leary Street has four feet total allocated for the sidewalk and roll-curb on each side of the road. The roll-curb is often partially mounted by vehicles parking along the road which causes the sidewalk to be partially blocked by vehicles.

Features:

- A. The broken lines at either end represent the expectation that this design continues to the north and south.
- B. The width of the pavement as shown is consistent with the City of Flagstaff Residential Local street standard. It allows parking on both sides and two-way travel but is noticeably narrower than the existing pavement width.
- C. The remaining width of right-of-way could be used to create a more comfortable pedestrian environment.

Note: Total right-of-way south of Ashurst Avenue is not adequate to fully implement the City's Residential Local street standard, the final design may be subject to space constraints and trade-offs. The design as shown shifts the centerline of the road to give one side of the road a minimum standard sidewalk (that is wider than the existing sidewalk) while creating space on the other side of the road for a parkway and an adequate sidewalk. Another option would be to provide sidewalks that are barely wider than a minimum standard on both sides, however, this option would not allow enough room to incorporate quality landscaping for either side.



Curb, Gutter, and Sidewalk Concept Illustration

This illustration shows a conceptual illustration of how to provide complete curb, gutter, and sidewalks. This illustration is specific for Dupont Avenue and Verde Street, but could apply to other streets with adequate right-of-way, or adequate usable space, to complete a near-standard street. Adequate right-of-way for this concept is considered to be at least about 50 ft.

Stormwater conveyance will need to be included in the final design for curb, gutter, and sidewalk improvements in areas that currently lack this infrastructure throughout the Southside. The first step in this process will be a drainage study and the identification of appropriate drainage mitigation. This design element would focus on the impacts of concentrating storm flow in curbs, increasing impervious surface, and preventing drainage issues on private property.

Two important questions will need to be answered before a complete system of curb, gutter, and sidewalk can be implemented. First, each road and right-of-way in this portion of the Southside has unique challenges. The design will be vetted with a separate public and engineering process. Second, a funding source will need to be identified. Stakeholders have told the team that past funding used a special assessment that some property owners couldn't pay, which led to displacement of longtime residents.

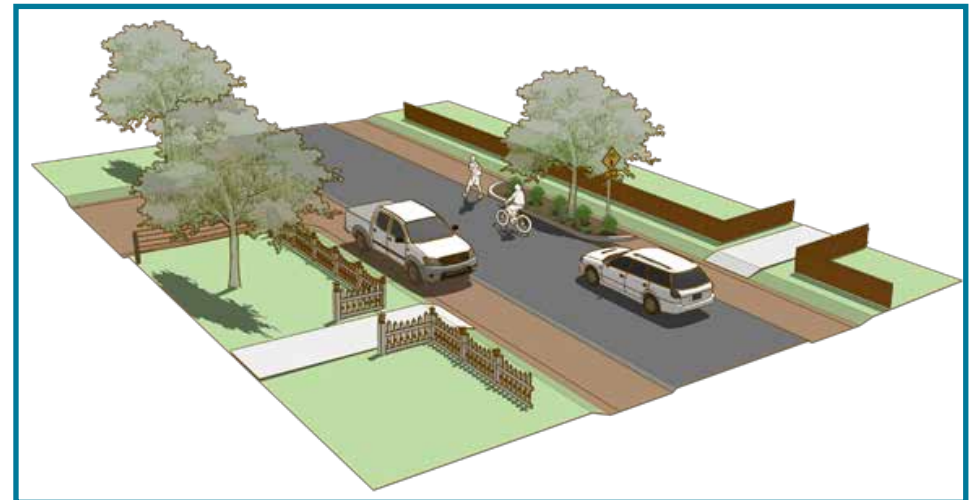
Features:

- A. The width of the pavement in this illustration is consistent with the City of Flagstaff Residential Local Street standard. It allows parking on both sides and two-way travel. In the mostly residential parts of the Southside, pavement width can be minimized to calm traffic. But in the more industrial northeastern part of the neighborhood, pavement width could be wider to allow for more truck traffic. Most of the existing industrial area has wider right-of-way to help accomplish the needed wider pavement width.
- B. Sidewalk widths will vary depending upon available width of right-of-way and potential existing obstructions. Five feet is a standard minimum. Final design could go wider where space allows.
- C. The broken lines at either end represent the expectation that this design continues in most directions.

Note: Streets with less than 50 ft. of usable right-of-way, such as Fontaine Street, will require non-standard solutions. These streets tend to be low volume for vehicle travel but have heavy demand for parking. For these street's designs, the City may consider yield streets, shared street, or green alley designs.



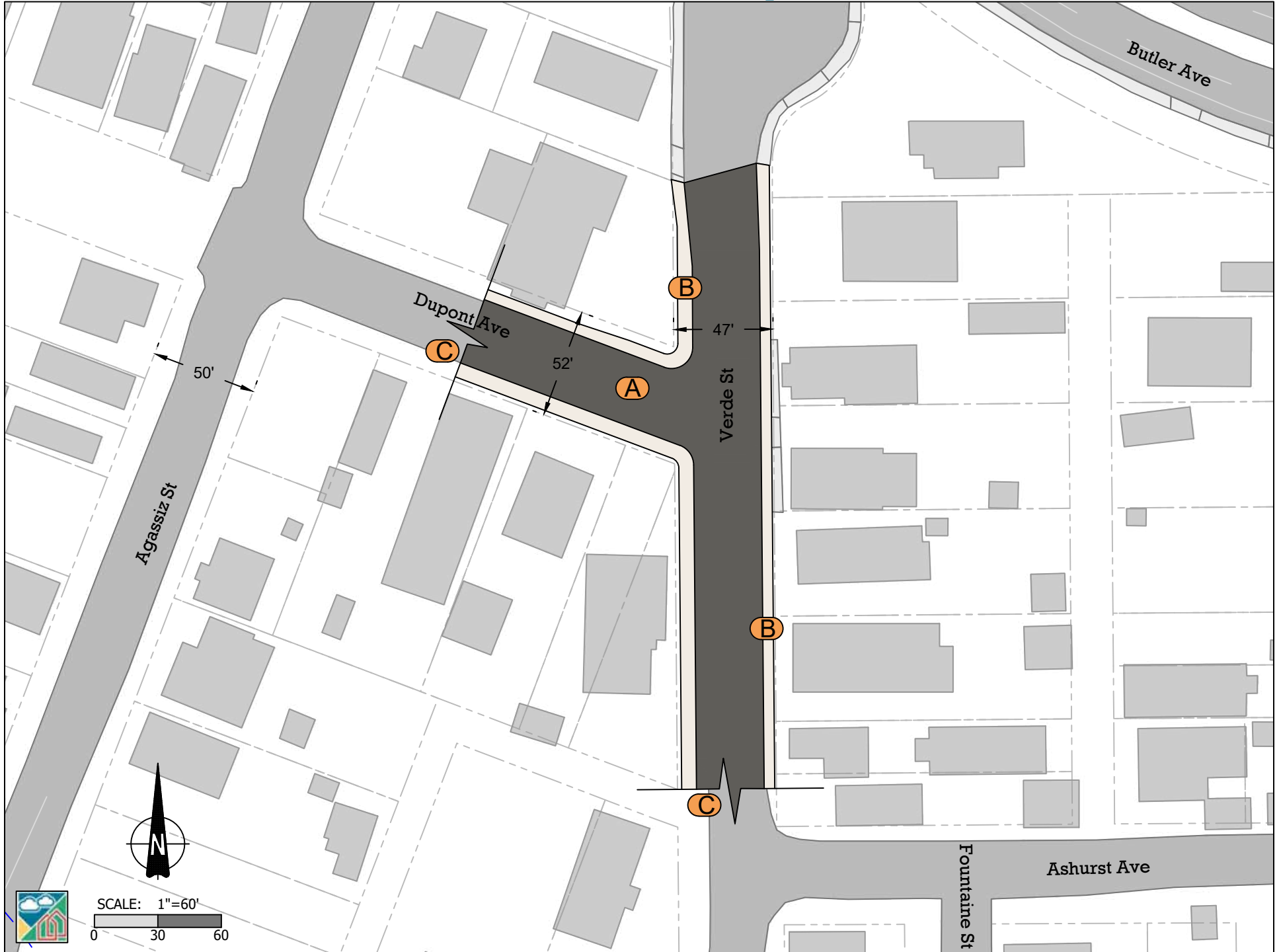
Green alley behind townhomes in the Southside



Yield street illustration from the Small Town and Rural Multimodal Networks Guide (FHWA 2016)



Curb, Gutter, and Sidewalk Concept Illustration



Biking on Butler Avenue Concept Illustration

This illustration shows two options to create a better biking experience along Butler Avenue. It is meant to represent a sample block with one option on the north side and one on the south side of the road. The envisioned bike improvements would ultimately be designed from South Milton Road to South Lone Tree Road. Final design would be consistent along the entire corridor. Other designs may also be considered if a project is funded. A design should be chosen and applied throughout the corridor.

The City does not own a consistent right-of-way width throughout the Butler Avenue corridor, so additional right-of-way may need to be acquired in order to enhance the bike facilities on Butler Avenue.

Features:

Option 1: This option shows an enhanced bike lane with a buffer.

- A. A 2-foot buffer and a 4.5-foot bike lane could be evaluated. It may require narrowing the median or the travel lanes.
- B. The bike lane could be painted green for better visibility in the conflict zones and to better delineate space that is not for vehicles. This design treatment may be especially important along curves in the road.

Option 2: This option replaces the bike lane with a divided multiuse path that is above the curb. This design would not allow for street trees along most of the corridor.

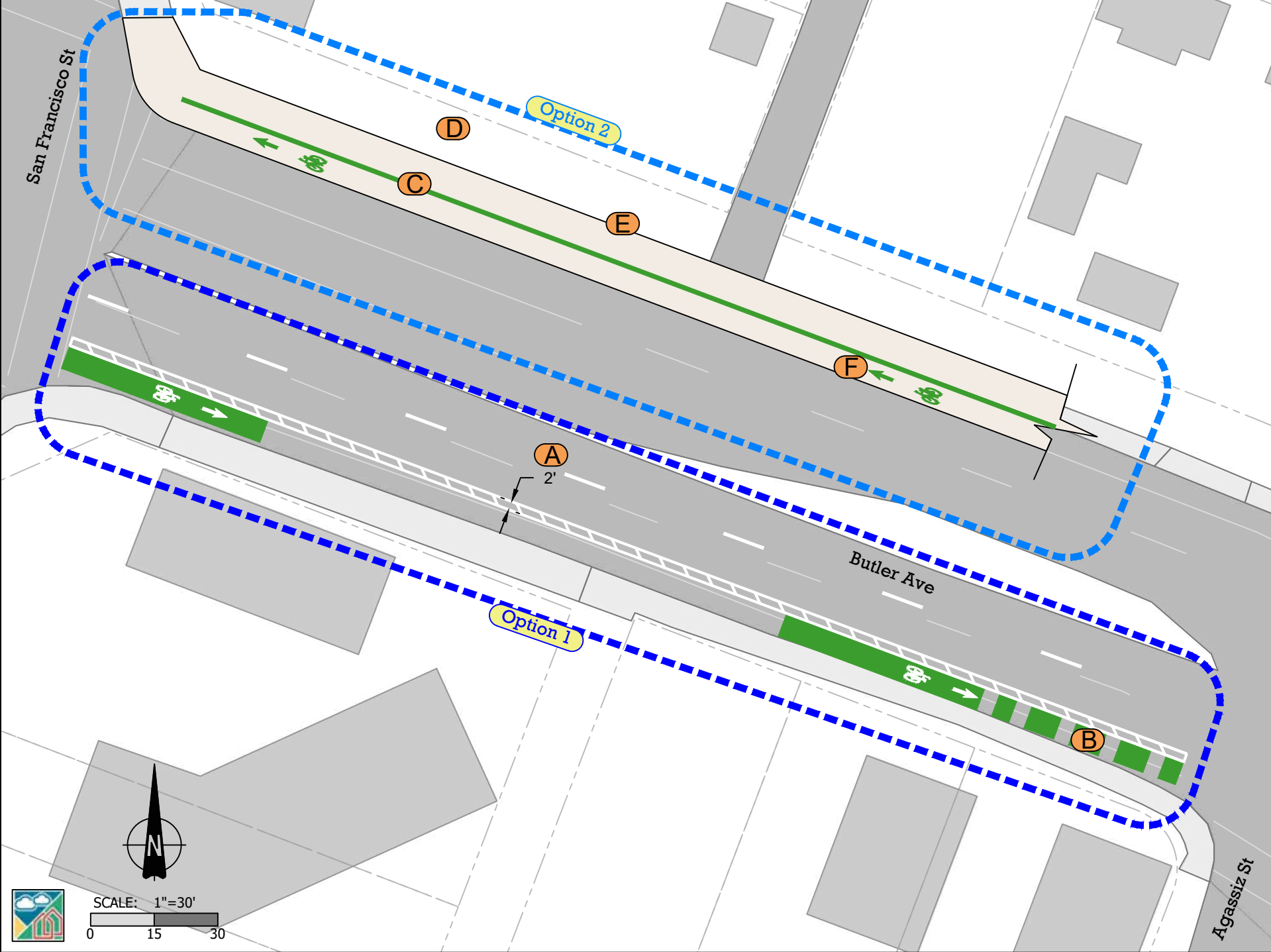
- C. A multi-use trail segregated by use could provide space above the curb for both bikes and pedestrians.
- D. Lack of driveways makes Option 2 more practical than on other major roadways that have more frequent access/conflict points.
- E. The final design should be opportunistic and use the available space, which varies per block along Butler Avenue.
- F. Bikes can only go one direction on the raised multi-use path, with traffic, but pedestrians can go either way.



The "S-curve" on Butler Avenue



Biking on Butler Avenue Concept Illustration



Downtown Connection Center Concept Illustration

The most likely location for a permanent Downtown Connection Center (DCC) for Mountain Line is the multi-colored area shown on this illustration. Mountain Line has operated the DCC on the City-owned parcels since 2009. Mountain Line operations have grown, not only in ridership, but also in the size and number of buses, to a point where the existing site is beyond physical capacity to adequately serve their growing operational needs.

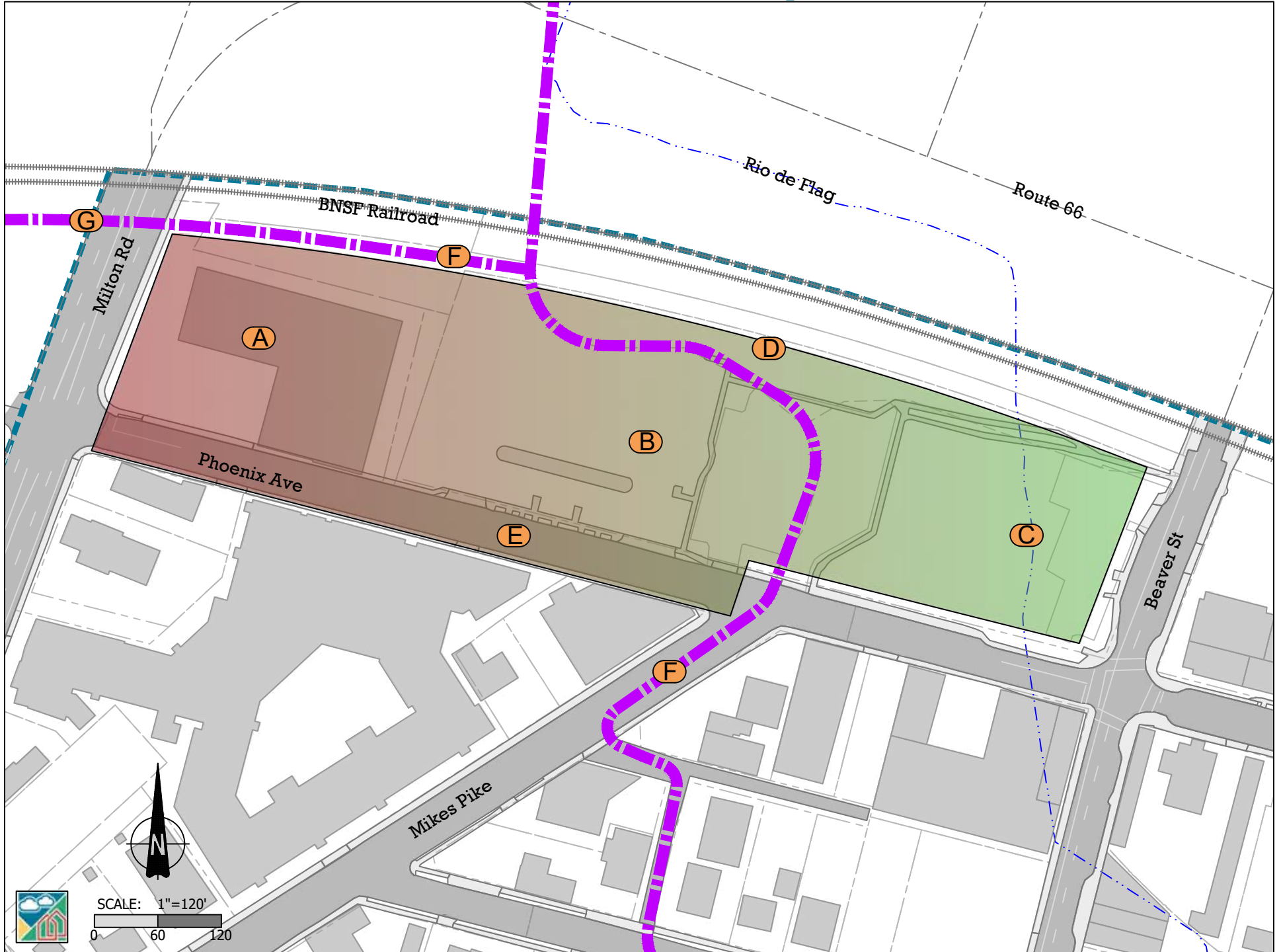
This illustration remains very general and only conveys some intentions. No specific improvements were drawn for this concept improvement. The illustration only shows the outline of the area under consideration and includes a color gradient that represents the current concept of transitioning from mostly bus-centric services at the west to a community public space at the east. Ideally, the Southside community will work with Mountain Line on the more detailed visioning of the DCC when those decisions are being made. The Southside community would like to create a more attractive DCC that becomes an architectural amenity, community amenity, and quality public space for the Southside.

Features:

- A. The western end of the property could be more industrial and support bus operations with site screening, a welcoming area, and community amenities.
- B. The middle of the site may be used for commercial mixed use, civic space, or as another type of transition area.
- C. The east end could be programmed for civic/park space with park spaces that invite people into the greater DCC site.
- D. Amtrak is considering moving the location where passengers board and disembark, which could be included as part of the overall DCC master plan. Keeping Amtrak in the core of town with connectivity to other transportation services could be an overall asset.
- E. The design of Phoenix Avenue between South Milton Road and South Beaver Street could be altered as part of the overall design of the DCC to better accommodate bus movement and increased pedestrian and bicycle safety and travel.
- F. The Active Transportation Master Plan shows pedestrian and bike routes that will run through the future DCC. They ultimately connect to NAU toward the south, to the Karen Cooper FUTS toward the north by going under the railroad and Route 66, and to La Plaza Vieja neighborhood toward the west by going over Milton Rd. Bike and pedestrian connectivity and amenities will be throughout the development.
- G. Crossings of Milton proposed in this Specific Plan are consistent with the ideas within the La Plaza Vieja Neighborhood Specific Plan.



Downtown Connection Center Concept Illustration



Glossary

R denotes a definition borrowed from the Flagstaff Regional Plan 2030.

Z denotes a definition borrowed from the Flagstaff Zoning Code.

Access (Z): A means of vehicular or non-vehicular approach or entry to or exit from property, a street, or highway.

Activity Centers (R): Mixed-use areas where the City promotes a higher intensity of use that is well connected to its surroundings. Activity Centers are identified on the Future Growth Illustration, and are considered the most appropriate locations for high occupancy housing. Centers are expected to include a high degree of transit, pedestrian, and bicycle connectivity. Activity Centers are made up of a commercial core and a pedestrian shed. They are also identified by type (Urban, Suburban, and Rural) and scale (Regional, Historic, and Neighborhood).

Adaptive Re-use (R): Fixing up and remodeling a building or space, and adapting the building or space to fit a new use.

Affordable Housing (Z): Housing that is affordable to those who cannot afford market-priced housing locally to either rent or purchase. It is housing that may be provided with either public and/or private subsidy for people who are unable to resolve their housing requirements in the local housing market because of the relationship between housing costs and local incomes.

Alley (Z): A dedicated public right-of-way or passage or way affording a secondary means of

vehicular access to abutting property and not intended for general traffic circulation.

Apartment (Z): Any real property that has one or more structures and that contains four or more dwelling units for rent or lease including mini-dorms.

Bicycle Lane (Z): A dedicated lane for bicycle use demarcated by striping.

Bicycle Boulevard: Bicycle Boulevards are streets with low motorized traffic volumes and speeds, designated and designed to give bicycle travel priority. Bicycle Boulevards use signs, pavement markings, and speed and volume management measures to discourage through trips by motor vehicles and create safe, convenient bicycle crossings of busy arterial streets. (Source: National Association of City Transportation Officials, Urban Street Design Guide)

Bicycle Route: A signed bicycle route designates a preferred set of roads from one destination to another.

Commercial (Z): Term collectively defining workplace, office, retail, and lodging functions for the purpose of describing general land use.

Community Garden (Z): An area where neighbors and residents have the opportunity to contribute and manage the cultivation of plants, vegetables, and fruits.

Compatibility (Z): Capable of existing in harmonious, agreeable, or congenial combination with other buildings, structures, blocks, or streets through the use of similar basic design principles including composition, rhythm, emphasis,

transition, simplicity, and balance. Work is compatible if it is designed to complement the physical characteristics of the context and is cohesive and visually unobtrusive in terms of the overall patterns of development, scale, and continuity.

Concept Plan (R): A plan or map that depicts (illustrates, but does not regulate), for example, the streets, lots, buildings, and general landscaping of a proposed development.

Context (R): Refers to the significant development, or resources, of the property itself, the surrounding properties, and the neighborhood. Development is contextual if it is designed to complement the surrounding significant visual and physical characteristics; is cohesive and visually unobtrusive in terms of scale, texture, and continuity; and if it maintains the overall patterns of development. Compatibility utilizes the basic design principles of composition, rhythm, emphasis, transition, simplicity, and balance of the design with the surrounding environment.

Craft industries: Businesses that manufacture and sell goods that are made by artisans or skilled tradespersons, including art galleries, jewelry and clothing fabrication, and culinary products.

Crime Prevention Through Environmental Design (CPTED): The idea that law enforcement officers, architects, city planners, landscape and interior designers, and resident volunteers can create a climate of safety in a community right from the start. CPTED's goal is to prevent crime by designing a physical environment that positively influences human behavior. The theory is based



on four principles: natural access control, natural surveillance, territoriality, and maintenance. (Source: National Crime Prevention Council)

Density (Z): The number of dwelling units within a standard measure of land area, usually given as units per acre.

FUTS (Flagstaff Urban Trails System) (Z): A city-wide network of non-motorized, shared-use pathways that are used by bicyclists, walkers, hikers, runners, and other users for both recreation and transportation.

Floor Area Ratio (FAR) (Z): An intensity measured as a ratio derived by dividing the total floor area of a building or structure by the net buildable site area.

Floodplain (Z): Any areas in a watercourse that have been or may be covered partially or wholly by floodwater from a one hundred year flood.

Floodway: The area designated by FEMA as the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height. Communities must regulate development in these floodways to ensure that upstream flood elevations do not increase.

Gable Roof: The generally triangular portion of a wall between the edges of a dual-pitched roof.

Green Alley: Green alleys use sustainable materials, pervious pavements, and effective drainage to create an inviting public space for people to walk, play, and interact. (Source: National Association of City Transportation Officials, Urban Street Design Guide)

High Density: A development with greater than 14 dwelling units per acre.

High Occupancy Housing (HOH): Refer to the definition in the High Occupancy Housing Specific Plan up to and until a definition is adopted by City Council as part of the Zoning Code.

Historic Building (Property): A building with sufficient age, a relatively high degree of physical integrity, and historical significance and, therefore, may be eligible for listing on the National Register of Historic Places. Historic buildings may occur with or outside of a historic district and may be protected regardless of their relationship to a historic district.

Historic District: A group of buildings or properties that have been nominated by the State Historic Preservation Officer for the National Register or that have been protected locally through an overlay zone. Districts are established based on their eligibility, significance, and integrity.

Historic District, National Register: A district (as opposed to a single property) that has been included in the National Register of Historic Places.

Historic Resource (Z): A type of cultural resource that refers to objects, structures, natural features, sites, places, or areas that are associated with events or persons in the architectural, engineering, archaeological, scientific, technological, economic, agricultural, educational, social, political, military, or cultural annals of the City of Flagstaff, the state of Arizona, or the United States of America.

Industrial (Z):

Heavy: Construction, manufacturing, transportation, and public utilities, and those uses which have severe potential for negative impact on any uses located relatively close to them.

Light: This use includes manufacturing, storage, transportation, construction, repair, and wholesale uses that do not include hazardous wastes or result in large truck usage/parking on the site.

Infill (R): Occurs when new buildings are built on vacant parcels within city service boundaries and surrounded by existing development.

Integrity, Historical Resource, or Cultural Resource (Z): The authenticity of a cultural resource's identity, judged by how evident is the general character of the period of significance, the degree to which the characteristics that define its significance are present, and the degree to which incompatible elements are reversible.

Intensity: The mass, bulk, and scale of buildings in commercial, industrial, institutional, and mixed-use settings. Typically, intensity is measured by the Floor Area Ratio.

Landmark (Z): A property with a specific historic district designation known as the landmark district.

Landscaping (Z): Flowers, shrubs, trees, or other decorative material of natural origin.

Live-Work (Z): A mixed-use unit consisting of a commercial and residential function. It typically has a substantial commercial component that may accommodate employees and walk-in trade. The unit is intended to function predominantly as workspace with incidental residential

accommodations that meet basic habitability requirements.

Local Streets (R): Serve immediate access to property and are designed to discourage longer trips through a neighborhood.

Medium Density: A development with 7 to 14 dwelling units per acre.

Mixed Use (Z): The development of a single building containing more than one type of land use or a single development of more than one building and use including, but not limited to, residential, office, retail, recreation, public, or entertainment, where the different land use types are in close proximity, planned as a unified complementary whole, and shared pedestrian and vehicular access and parking areas are functionally integrated.

Multi-Family Housing (Z): A residential building comprised of four or more dwelling units.

Neighborhood (place type) (R): Includes both geographic (place-oriented) and social (people-oriented) components, and may be an area with similar housing types and market values, or an area surrounding a local institution patronized by residents, such as a church, school, or social agency.

Nonconforming Structure: Any building or structure legally established prior to the effective date of a regulation or law which does not fully comply with the standards imposed by the regulation or law but is allowed to continue to be used in the fashion it was intended within certain parameters.

One Hundred Year Flood: A flood that has a one percent chance of being equaled or exceeded in a one-year period, based on the criteria. Also known as “base flood.”

Overlay Zone: A Zone applied to a property that grants additional development rights or land uses and/or imposes restrictions on development without changing the underlying zone.

Parking, On-site: Surface lots or structures that meet the requirements for development-specific parking on each individual private development.

Parking, Off-site: Public or private parking areas that serve multiple properties and businesses.

Pedestrian Shed (R): The basic building block of walkable neighborhoods. A pedestrian shed is the area encompassed by the walking distance from a town or neighborhood center. Pedestrian sheds are often defined as the area covered by a 5-minute walk (about 0.25 mile or 1,320 feet). They may be drawn as perfect circles, but in practice pedestrian sheds have irregular shapes because they cover the actual distance walked, not the linear (crow flies) distance.

Place Type (R): Place types include activity centers, neighborhoods, and corridors, and provide the framework around which our community is built. Land uses that occur within the different place types are further designated into categories such as residential, commercial, and institutional, which define the type of use and zoning for those place types.

Policy (R): An aspirational statement within the Regional Plan or other City document adopted by resolution, which should be followed by City staff in implementing plans and programs. Changes to the Zoning Code and to property rights must comply with the Regional Plan by State law. For example, if a development wants to change their existing rights, they would have to prove that the changes meet the Regional Plan’s policies.

Preservation (R): An endeavor that seeks to preserve, conserve, and protect buildings, objects, landscapes, or other artifacts of historical significance.

Redevelopment (R): Is when new development replaces outdated and underutilized development.

Residential (Z): A land use type that is designated to accommodate single-family and multiple-family dwellings. Includes mobile and manufactured homes.

Rezoning: A change to the Zoning Code that requires an update to the Zoning Map.

Right-of-Way (Z): The strip of land dedicated to public use for pedestrian and vehicular movement, which may also accommodate public utilities, that is either publicly owned or subject to an easement for right-of-way purposes benefiting the general public. Right-of-way typically includes streets, alleys, sidewalks, landscape areas, and drainage facilities.

Scale (Z): Similar or harmonious proportions, especially overall height and width, but also including the visual intensity of the development, the massing, and the shapes and sizes of the various design elements, such as the windows and doors.

Setback (Z): The area of a lot measured from the lot line to a building facade or elevation that must be maintained clear of permanent structures with the exception of specifically permitted encroachments.

Shared Lane Markings (Z): Pavement marking that shows bicyclists where to position themselves to “take the lane” on streets where traffic lanes are too narrow for motor vehicles to safely share the lane side-by-side with bicycles.



Shared Street: A road that formally or informally functions as a shared environment for pedestrians, bicycles, and cars. On most shared streets, pedestrian activity is high and vehicle volumes are low or discouraged.

Sidewalk (Z): The portion of a street that is paved between the curb lines or the lateral lines of a roadway and the adjacent property lines and that is intended for the use of pedestrians.

Single-Family Cottage (Z): A small house usually located on smaller sized lots in more urbanized areas.

Standards (R): Standards and regulations pertaining to the physical development of a site including requirements pertaining to yards, heights, lot area, fences, walls, landscaping area, access, parking, signs, setbacks, and other physical requirements.

Story (Z): A habitable level within a building.

Streetscape (Z): Those features of either the manmade or natural environment which abut, face, or are a part of a public street right-of-way, including but not limited to landscaping (materials and plants), street furniture, building facades and utilities, and facilities which are visible to the public such as fire hydrants, storm sewer grates, sidewalk, and street paving.

Traffic calming: Features in the physical environment of a roadway intended to discourage speeding and cut-through traffic.

Trail (Z): A bicycle way located separately and independent from a vehicular thoroughfare for the shared use of bicycles and pedestrians.

Transect Zone (Z): One of several areas on the Zoning Map regulated by the standards found within the Zoning Code. Transect zones are

ordered from the most natural to the most urban. Transect zones are administratively similar to the land-use zones in conventional codes, except that in addition to the usual building use, density, height, and setback requirements, other elements of the intended habitat are integrated, including those of the private lot and building and the public frontage (see Map 6).

Zoning: Zoning describes the control of the use of land, and of the appearance and use of buildings by the City of Flagstaff.

Zoning Code (R): A set of legally binding provisions adopted by the City Council consistent with state law regulating the use of land or structures, or both, used to implement the goals and policies of the Regional Plan.

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For more information about the Comprehensive Planning Section, please contact:

**Sara Dechter, AICP, CP3
Comprehensive Planning Manager
City of Flagstaff
211 West Aspen Ave.
Flagstaff, AZ 86001
Phone: (928) 213-2631
E-mail: sdechter@flagstaffaz.gov**

Or visit our website at: <http://www.flagstaff.az.gov/comprehensiveplanning>.