



**EMBRACE OUR HERITAGE  
ENHANCE OUR FUTURE**

# Southside Community Plan

Site and Area Analysis  
Public Hearings Version, June 2020



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## Document Purpose

The Southside is one of the most complex, mixed-use walkable neighborhoods in the City of Flagstaff. The Site and Area Analysis endeavors to make sense of what makes the Southside “work” and what puts those characteristics of a diverse, unique, and beloved urban place at risk. The analysis is required by Title 11 of the Flagstaff City Code and is a companion document to the Southside Community Plan. It was separated from the Plan in order to ensure that the Plan could be precisely understood.

The purpose of the Site and Area Analysis is to:

- Tell the story of the place and people for which the planning effort is being undertaken.
- Capture the conditions and considerations that led to the development of the Plan’s goals, policies, and strategies.
- Ensure that the intent of the document is interpreted consistently for the life of the Plan.

A shorter summary of this document is in Chapter 2 of the Southside Community Plan, Volume 1: Goals, Policies and Strategies.

# Introduction

## History of the Southside

### Historic Overview and Themes

From a historic perspective, the Southside Community is the best representation of the ethnic diversity that evolved in Flagstaff from the early 20th century through the 1960s. It contains the largest neighborhoods associated with the historic Hispanic and African American populations in Flagstaff. Specific origins or national affiliations present in the Southside are Mexicans, New Mexicans, Creole, and Basques.

From the 1930s–1977, the neighborhood was subjected to redlining and, therefore, was a place of formal and informal segregation, with Anglo communities to the north of the tracks, African Americans to the south, and Hispanics to the south and west of downtown. African American, Basque, Hispanic, and to a lesser extent, Asian communities and businesses were established and grew to serve this community. Boundaries were enforced with an understanding of your place within the Southside, which became defined by the schools that children attended/were permitted to attend and by churches established for worship. Most employment was either in the lumber mills, such as the one that existed in the Southside by 1910, with the railroad, or was generated within the community with small retail shops (official or not) and in “garage manufacturing”—making and selling items from one’s residence. Hard work from ethnic groups was the norm with determined children working at an early age selling papers or finding other means to support their families

Entrepreneurship and activism, which reached its height during the Civil Rights movement (1948–1968), eventually removed some systematic barriers to education and home ownership. However, removal of those barriers also created an opportunity for gentrification, which as one resident who was interviewed as part of the visioning survey said, “It used to be that no one cared about the Southside, and now developers are coming in with money and buying away family homes to tear down for students.” This pattern of gentrification has led to demographic changes over the last 20 years. The number of owner occupied households in the Southside now total only about a quarter of the community’s households.

### Historic Southside Milestones, Key People and Places

Flagstaff Southside’s historic overview would be incomplete without a summary of the key people and places that settled the neighborhood, worked and taught there, opened and operated businesses, resided and played in the Southside, worshipped at one of the handful of religious institutions, and left a legacy of action through their own works or those of their descendants. The following table highlights some of the most eventful milestones that shaped the Southside and the people and places connected with these events.

**Table 1: Southside Historic Milestones**

<b>Date</b>	<b>Historic Event/Milestone</b>	<b>Associated Person(s)</b>	<b>Associated Place(s)</b>
1881	February 21, first post office established in Flagstaff.	T. McMellon, PM	
1881–1882	What would become the Arizona Lumber & Timber Company sawmill established west of the Southside. Contracted with Atlantic & Pacific Railroad to supply all ties for roadbed construction and lumber for bridges.	Ed Ayer	At present-day site of Days Inn on West Route 66
8/1882	A & P RR (what would become Atchison, Topeka, & Santa Fe Railroad) reaches Flagstaff; depot developed.		Present-day RR alignment; old depot locale east of current
1883	Emerson School, Flagstaff's first elementary 1-room schoolhouse, was built somewhat close to Ayer Lumber Company's mill west of the Southside.		Reportedly at site of current NAU Blome Bldg, 523 Knoles Dr
1883	First building in New Town (Railroad Addition) constructed across street from A & P RR depot at the time.	P. J. Brannen	At NE corner of San Francisco & Route 66
1884	Initial creation of Brannen Addition at NW quarter of Section 22. Property was surveyed into a series of blocks and lots, but map of area was not recorded until 1894.	P. J. Brannen, first merchant to relocate from Old to New Town	S Agassiz, S O'Leary, S Elden, E Cottage, E Brannen, E Butler, S Verde, S Fontaine
1885	P. J. Brannen's Anglo Vernacular house built.	P. J. Brannen	101 S Agassiz
1886–1901 /1909	Nine houses of the traditional gable-ell vernacular cottage style built mostly in Brannen Addition. Anglo Vernacular Cottage style continues to about 1909.	C. F. Kathrens, W. H. Ashurst, T. J. Ross, Tallman/Lindeman, Putnam/Kapanke, J. M. Brannen/Devine, C. Greenlaw, West/Platten, Blake/Coyle	8 S Agassiz, 19 S Agassiz, 20 S Agassiz, 23 S Agassiz, 201 W Cottage, 209 E Cottage, 303 E Brannen, 123 W Cottage, 102 S Beaver
1887	Ayer Mill sold and becomes Arizona Lumber Company (name changes again in 1891 to Arizona Lumber and Timber Company).	Edward Ayer sold to Denis Riordan	Expansion of mill site west of the Southside
1888	Railroad Addition to the Flagstaff Townsite mapped.	J. A. Williamson, trustee for Atlantic & Pacific RR Co. who recorded the plat in 1894	SW quarter of Section 15 & NE quarter of Section 21 south of RR right-of-way
1888	Flagstaff's first Catholic Church built in Brannen Addition.	P. J. Brannen donated land	SW corner of Elden and Brannen streets
1891	Coconino County created with Flagstaff as county seat.		
1894	May 26, Flagstaff incorporated as a town.	G. A. Bray, mayor	
1895	New Emerson School built north of RR tracks.		At site of present-day Flagstaff Public Library
1899	Northern Arizona Normal School established.	W. H. Ashurst	Old Main at NAU

<b>Date</b>	<b>Historic Event/Milestone</b>	<b>Associated Person(s)</b>	<b>Associated Place(s)</b>
by 1900	Flagstaff population just under 2000 supported by economy founded on lumber, sheep, and freighting.		
early 1900s	Town of Flagstaff decides to redirect the Rio de Flag through the Southside neighborhood.		
1909	Founding of Flagstaff Lumber Company. Mill opened in 1910.	Edward McGonigle	Mill site in Southside on portions of Brannen Addition
1909–1912	Influx of mill workers stimulated a wave of residential construction.		Included company housing along S Elden /now Lone Tree Rd
1909–1930	Prominence of Bungalow-style house in the Southside.	Hohenhaus, Aguilar, M. Hicks Curtis, D. Portillo, Lanaham/ O'Farrell, Quay, Nichols, Prieta, Rodriguez, Magana, Morales, Sanchez	212 S Beaver, 121 E Butler, 13 S Leroux, 324 S San Francisco, 310 S Beaver, 306 S Beaver, 316 E Brannen, 201 S Leroux, 123 S O'Leary, 51–2 E Ellery, 401 S Leroux, 323 S Leroux, 502 S Leroux
1911	Brannen Street First Church of the Nativity moved to St. Anthony Hall on Cherry St. Used as Brannen School thereafter, Flagstaff Southside's only school until 1926.		SW corner of Elden and Brannen streets
1911	First Basque handball court built by Martin Martin in association with boarding house. Removed about 1921.	Martin Martin	116 W Benton Ave
1915	Normal School Addition titled and replatted; revised plat recorded in January 1916. Lots sold rapidly at \$50 to \$75 each, resulting in construction of numerous modest residences and rental cottages.	George Babbitt, member of Northern Arizona Normal School Board of Directors	Area north of NA Normal School campus south of RR Addition, west of Brannen Addition
1916–1930	Best examples of modified traditional Basque folk houses built in the Southside.	Satrustegui, Gammiochippi, Erro, Marin	116 S O'Leary & 105 S Elden, 118 S O'Leary, 116 W Benton, 505 S San Francisco
by 1920s	Small Basque neighborhood existed in Brannen Addition. Adjacent areas occupied by Hispanic families from Mexico and some New Mexicans.		
1925	Flagstaff Lumber Company acquired and renamed Cady Lumber Corporation. After reorganizing in 1935, name became Southwest Lumber Mills, Inc. African American workers had been moved from McNary, LA to work in McNary and Cady's Apache Lumber Company in McNary, AZ; came to Flagstaff to work the Southside mill. African American families occupied portions of Brannen Addition.	Thomas E. Pollock, James G. McNary & W. M. Cady	Southside mill area; development south of Clay/Butler Avenue takes off in 1920s with influx of African Americans

<b>Date</b>	<b>Historic Event/Milestone</b>	<b>Associated Person(s)</b>	<b>Associated Place(s)</b>
1925	NA Normal School becomes NA State Teachers College, then Arizona State Teachers College (ASTC) at Flagstaff in 1929, and Arizona State College at Flagstaff in 1945.		
1926	Our Lady of Guadalupe Catholic Church constructed and first mass held. Minority Southsiders no longer forced to the back of the Cherry Street catholic church. Rectory completed to the south by 1929.	Fr. Edward Albouy, Hispanic Southside residents worked as builders	302 S Kendrick St, 206 S Kendrick
1926	Jesus Garcia's Tourist Home built to house Basque immigrants. The Garcias also built to the north La Cancha/ Pelota Fronton, a Basque handball court, the only one left standing in Arizona!	Isabelle Garcia, her son Jesus Garcia	46 S San Francisco, 42 S San Francisco
1926–1927	Flagstaff's first formal segregated school, Dunbar School (initially called Colored School), named after African American poet Paul Lawrence Dunbar, opened. Following desegregation, last year of operation was 1953–1954.	Effie Autry, teacher; Mrs. Cleo Murdoch, teacher-principal 1927 until death in 1940; Wilson & Louise Riles, Tilda Johnson, teacher; Shirley Sims, student	203 E Brannen Ave
1928	Town of Flagstaff incorporates as a city.		
ca. 1935	Dunbar School expanded to become a city club; was further expanded and later named Murdoch Community Center after Mrs. Murdoch who passed in 1940.	Mrs. Cleo Murdoch, Deborah Harris	Dunbar School/ Murdoch Center at 203 E Brannen Ave
1935	South Beaver School, a New Deal program development, built to educate mostly Hispanic, Spanish-speaking elementary students of the Southside and La Plaza Vieja neighborhoods. School first commenced here in Spring 1936. Kids were "walked" from Emerson School, the dilapidated Brannen School having already fallen out of use. South Beaver School closed in 2010.	Wallingford & Bell Architects, George C. Walters, Jr. (Contractor), Sturgeon Cromer (Superintendent), Mike & Sarah Cromer (teachers)	506 S Beaver St at SW corner of Southside
1937	American Laundry Building built to house Chinese-owned business, which operated here into the 1990s. Wong June began his business in 1921 when he purchased the now-gone Florence Donahue Bldg and took over American Hand Laundry which had operated there since 1910.	Abdon Cancino (builder/owner), Wong June (long-time Flagstaff launderer and civic leader)	26 S San Francisco, 17 S Agassiz (Wong June House)
1938	American Federation of Labor first meeting held to establish local carpenters and joiners union. Was conducted in Spanish and English. At 2 <sup>nd</sup> meeting, slate included college students, mill workers, Hispanics, African Americans, Anglos. While a college student in 1939, Wilson Riles served as secretary of Lumber and Sawmill Workers Union.	Ephrain Moreno, Wilson Riles	2 <sup>nd</sup> meeting held at Zaragosa Hall, 113 S San Francisco

<b>Date</b>	<b>Historic Event/Milestone</b>	<b>Associated Person(s)</b>	<b>Associated Place(s)</b>
1936	After graduating from high school, Wilson Riles moves to Flagstaff where he has relatives working in the sawmills. First African American student at ASTC.	Wilson C. Riles; his foster parents Leon & Narvia Bryant who moved to Flagstaff	Arizona State Teachers College at Flagstaff/NAU
1930s–1940s	Boxing matches held on the Southside as popular local entertainment events, often between Hispanic and African American fighters, some of whom were residents.		Zaragosa Hall at 113 S San Francisco
1939	First Baptist Church (now Flagstaff Christian Fellowship) built.	W. A. Vanderhoof, Reverend Dixon	123 S Beaver St
1940	Wilson C Riles graduates from ASTC. Began his career teaching African American children in 1-room school in logging camp near McNary, AZ. In 1941, he and Louise Phillips, who had also graduated from ASTC, were married.	Wilson Riles, his wife Louise Phillips Riles	Arizona State Teachers College of Flagstaff/NAU
1942–1943	Southern portion of Brannen Addition below Rio de Flag was resubdivided as Ashurst and Washington Additions.	Area occupied by African American, Hispanic, Anglo populations	S O’Leary and Fountaine Streets area
1945–1946; 1953–1954	Wilson and Louise Riles began teaching at Dunbar School; they provided only incidence of double sessions in Flagstaff public schools—Mrs. Riles taught primary grades in AM and Mr. Riles upper grades in afternoon. The Riles taught through the 1953–54 school year, but following desegregation moved to California.	Wilson Riles, M. Louise Phillips Riles	Dunbar School
1947	After returning home from the Air Force which Wilson Riles had entered in 1944, resumed pursuit of and received his Master’s degree from Arizona State College. He was active in civic affairs at this time, including being spokesman for the Washington Addition, occupied by about 100 African American families, to have the city install urgently needed sewage collection lines.	Wilson Riles	Arizona State College of Flagstaff/NAU, Washington Addition
1950	First Missionary Baptist Church, established in Flagstaff’s Southside in 1914, makes its home at current address.	A. Minister Shirley Sims, past Rev. Raymond Flemons, Mrs. Jeffie Lockett, Grady Neal	219 S Elden St
ca. 1950	Riverside Church of God in Christ is built		419 S Verde St
1950s	Founding member of the NAACP Flagstaff chapter and Head Start teacher Annie Watkins takes her first job helping to register African American voters in Flagstaff’s Southside.	Annie Watkins (1929–2013)	

<b>Date</b>	<b>Historic Event/Milestone</b>	<b>Associated Person(s)</b>	<b>Associated Place(s)</b>
1950s	Ebony Flames, Southside African American women's group, founded.	Mrs. Jeffie Lockett, Annie Watkins, others TBN	Presumably met in members' Southside houses & elsewhere
1952-53	Consolidation of lumber industry in Flagstaff effective when Southwest Lumber Mills was bought and consolidated with Saginaw and Manistee Lumber Co. Saginaw and Manistee was sold in 1953 and became Southwest Forest Industries. The name changed again to Stone Forest Industries through a 1987 acquisition. The facility permanently closed in Flagstaff in 1993.		East Butler Avenue mill area
1952	Flagstaff Unified School District was desegregated, 2 years before country-wide desegregation following May 1954 Brown v. Board of Education Supreme Court decision! Dunbar School soon closed (and was being used as a community center); students transferred to South Beaver School.	Sturgeon Cromer (District Superintendent), Wilson Riles (Dunbar Principal)	Dunbar School, Beaver Street School, Emerson School, Flagstaff Junior High & High Schools
1956	Annie Watkins, member of the Southside women's group Ebony Flames and NAU graduate, becomes one of the first African American teachers to be hired by the Flagstaff Unified School District after desegregation.	Annie Moss Watkins	
1960	September during the national Sit-in Movement, El Charro Café sit-in occurred. The Mexican restaurant did not serve African American customers at the time. A local NAACP youth group took up the cause to integrate the café. They were not served that day, but with the backing of the NAACP and Southside community, African Americans were served soon thereafter.	Shirley Sims, past Dunbar School student and NAACP youth member	409 S San Francisco
1960s	Dunbar School building was rehabilitated to eventually become the (Cleo) Murdoch Community Center. It is home to the Southside Community Association.	Cleo Murdoch, Deborah Harris, Ray Soto	203 E Brannen St
1964	Flagstaff native Joan Dorsey becomes first African American flight attendant. She retired from American Airlines in 1999 after 36 years of service.	Joan Dorsey, aunt to Mayor Coral Evans	Grew up in 1940s in family home on S O'Leary
1966	May 1, Arizona State College becomes Northern Arizona University.		
1966	Ted Johnson becomes first Black faculty member at NAU; teaches English from 1966–1995.	Ted Johnson	NAU
1970	Wilson Riles, distinguished Southsider and NAU alumnus, was elected as CA State Superintendent of Public Instruction, becoming first Black man to win a major CA political post.	Wilson Riles	
1973	Springhill Missionary Baptist Church established and built in the Southside.		624 S O'Leary St

<b>Date</b>	<b>Historic Event/Milestone</b>	<b>Associated Person(s)</b>	<b>Associated Place(s)</b>
1978	Harbert Chapel AME Church, established in the Southside in 1916, makes its home at current address.	Katherine "Mother" Hickman (founding member), Deborah Harris	424 S San Francisco
1996	Fourth-generation resident of Flagstaff, Elizabeth (Liz) Archuleta begins her 1 <sup>st</sup> term with the Coconino County Board of Supervisors. She is currently serving her 6 <sup>th</sup> term, last elected in 2016. Her family was one of the first families of Our Lady of Guadalupe Catholic Church.	Liz Archuleta, father Remigio Archuleta, mother Isabel Contreras Archuleta	Great-grandfather's family settled on S Leroux, grandfather Delfino Contreras's Everybody's Market at 219 S San Francisco
1997	Encouraged by Hispanic community leaders, local scholars, and NAU historians, Delia Ceballos Muñoz, life-time Flagstaff resident and well-respected community member, began conducting oral history interviews with local families.	Delia Ceballos Muñoz	Southside and La Plaza Vieja communities
2008	Third-generation Flagstaff native and Southsider Coral Evans, niece to Joan Dorsey, was elected to Flagstaff City Council. She served 2 terms before being elected Mayor of Flagstaff in 2016 and was reelected in 2018. She is running in 2020 for the AZ House of Representatives.	Mayor Coral Evans	Grew up on and around S O'Leary St
2011	Historic Southside Mural created on west wall of Murdoch Community Center, featuring Tilda Johnson, Paul Laurence Dunbar, Wilson Riles, Katherine Hickman, Joan Dorsey, local schools, churches, and some businesses.	Dr. Ricardo Guthrie, Ms. Deb Harris	Murdoch Center, 203 E Brannen Ave

## Significant Architectural Styles

The historic architecture of Flagstaff's Southside is a vivid illustration of the cultural diversity of the community. The buildings reflect the area's evolution from its beginnings as small enclaves settled by middle-class Anglos, to its emergence in the early 20th century as the predominant neighborhood of Flagstaff's Hispanic and African American populations. Unlike the more prestigious historic residential areas north of the railroad tracks, the architectural character of the Southside is distinguished by a large number of modest Bungalow-style and Cottage residences, which also help illustrate the neighborhood's growth and development in the 1920s, a period which corresponds with the popularity of the Bungalow style. The Southside equally contains a small but important number of vernacular adaptations of the Basque traditional house. These styles represent the culture and traditions of their builders. Commercial architecture along the Southside's main streets are of variable structural styles.

The earliest buildings in the Southside represent its initial settlement by Flagstaff businessmen and area ranchers. Brannen's Addition was the location of the first substantial residential area south of the

railroad. Houses built in the early development period of 1885–1909 are excellent illustrations of modest **Anglo Vernacular Cottages** of the 19th century. These houses are readily distinguishable by their L- or T-shaped plans. Often referred to as gable-ell houses, they are typically single-story dwellings covered by an intersecting gable roof. Basic design components (such as gable heads, eaves, porches) may incorporate elements from the Queen Anne or Greek Revival styles, but the overall image of these houses is one of simplicity and functional necessity. A regionally rare variation of the vernacular gable-ell house form, called the double-ell plan, is found in Flagstaff and was frequently used in houses predating 1900. The best example of this style in the Southside was constructed between 1898 and 1901 at 102 S. Beaver Street.

By the end of the first decade of the 20th century, the national popularity of the **Bungalow style** greatly influenced residential construction in Flagstaff. In the Southside neighborhoods, the Bungalow style was used almost exclusively for new houses built between 1909 and 1930. This period also coincided with the increased population of the Southside area by Hispanic families. Most bungalows found in the neighborhoods, however, do not necessarily reflect the cultural traditions of their occupants. Rather, the majority were built from pattern books provided by the local lumber supply companies.

The simplest house type of the Bungalow style is the Classical Bungalow. These houses are designed over simple rectangular plans with gabled fronts. The nearly symmetrical facades usually incorporate recessed porches, either full width or at one corner. Characteristic Bungalow-style details and elements are always present and include knee-braced purlins, exposed rafters, simple wood posts, and double-hung windows. Good examples of the Classical Bungalow exist in the Flagstaff Southside. The California Bungalow was the most widely used of all the Bungalow styles. Locally popular by 1915, they are distinguished from the Classical Bungalow by their irregular, box-like shapes and multiple gabled roofs. The California Bungalow incorporated Craftsman-style detailing in its design, particularly in the articulated timberwork around the eaves and porches. This version of the Bungalow employs an offset porch under its own roof, usually supported by truncated columns or multiple posts on masonry piers. Bungalows built with hipped roofs were rare for the style, but one exists on the Southside at 201 S. Leroux Street. Another rare interpretation of the California Bungalow format on the Southside are three double-ell cottages, all on S. Leroux Street.

A variation of the Bungalow style that appears in Flagstaff's Southside is a vernacular adaptation of traditional Basque houses referred to as **Amerikanuak Vernacular**. These houses are based on the rural folk houses found in the Euskaldunak provinces of Spain and France and are unique to the Basque culture. The simplicity of their house type that originated in the 16th century was well suited for its adaptation in the popular Bungalow style. The Classical Bungalow format, with its rectangular form and gable front, was quite similar to the Basque homeland dwellings and was used frequently for many Basque homes. The fusion of that cultural tradition with the bungalow produced a variation of the style that is distinct. All the buildings that exemplify Amerikanuak Vernacular are built on a rectangular plan covered by a double-pitched roof with a symmetrical gable front. Most are one and a half stories high and contain a second-story window at the gable head. Another character-defining feature of many of

these houses is the use of stone walls at the first floor and wood-frame walls for the second story. Built between 1920 and 1925 and constructed of stone, the Francisco Satrustegui House at 105 S. Elden Street is the best example of the Amerikanuak Vernacular house in Flagstaff. The Marin House, also known as La Nacional Grocery, at 505 S. San Francisco Street is another good example.

The **Creole Cottage** was a major type of vernacular house architecture indigenous to the Gulf Coast, becoming a dominant house type along the central Gulf Coast in former settlements of French Louisiana in Alabama, Louisiana, and Mississippi from about 1790 to 1840. The style is thought to have evolved from French and Spanish colonial house forms, and it was adapted into what is also termed the **Shotgun House** that was most popular in the southern United States from the end of the American Civil War through the 1920s. The form is a single-story, narrow, rectangular domestic residence, usually no more than about 12 feet wide, with rooms arranged one behind the other and doors at each end of the house. This architectural type was adopted and modified by the African American population who migrated to Flagstaff largely in the 1920s from McNary (aka Cooley), Arizona, by way of McNary, Louisiana. Examples of this house style have not been formally documented within the Southside community. They largely occur in the southern portion of the Southside Study area south of Butler Avenue in the Ashurst Addition and Washington Addition subdivisions. A fair number of these structures were built in the 1940s and thereafter on individual lots, sometimes with more than one such house on a lot. Because of the later construction dates, the architectural style was not recognized in earlier studies of the Southside's architectural history.

The **Commercial** architecture of the Flagstaff Southside includes buildings constructed in the popular *Panel Brick Commercial* style, structures with modest stylistic references to the Mission Revival style, and vernacular buildings based on the cultural traditions of their builders. Well preserved examples of the Panel Brick Commercial format are the Jiminez Building built about 1931 at 34–38 S. San Francisco Street and the Lucerno Building built in 1937 at 110 S. San Francisco Street. Built in 1925 by Francisco Mosqueda, the Hotel Paso del Norte at 123 S. San Francisco Street is a good example of a two-story commercial building. Other modest examples of the Panel Brick Commercial style are the Flagstaff Steam Laundry at 210 W. Phoenix Avenue, a one-story flat-iron building constructed in 1925, the Abdon Cancino Building at 109–111 S. San Francisco Street, the De Miguel Building at 115–117 S. San Francisco Street, and the Villalva Building at 119–121 S. San Francisco Street, all built from 1925–1931.



**Figure 7: The corner of Mikes Pike and Phoenix Avenue with The Hub in the background**

*Malpais* stone was a common choice for building commercial buildings during the early 20th century. Whereas the material did not lend itself to articulate detailing, it was economical and used for buildings with plain fronts or simple *Mission Revival*-style facades. A good example of the use of malpais stone in commercial buildings is the American Laundry Building at 26 S. San Francisco Street built in 1937. There are several intact examples of malpais stone construction in a very simple format along the Southside Main Streets. The Hutchison and Sauer Building at 1–7 S. Beaver Street, built in the early 1930s and modified in 1938 and again in the late 1940s, is a visually prominent commercial building at the southwest corner of Phoenix Avenue and Beaver Street. The two-story building was stylistically changed to a *Pueblo Revival* theme and features rusticated concrete plaster sheathing to simulate random ashlar stone construction. One commercial building in the Southside is a locally unique example of design and use of materials. La Ciudad de Mexico Grocery at 217 S. San Francisco Street, where the street intersects with E. Butler Avenue, is a commercial building with living quarters on the second floor, and it is patterned after the *Basque dorrea* house type. Constructed in 1923, it uniquely exemplifies the fusion of popular commercial and traditional residential styles.

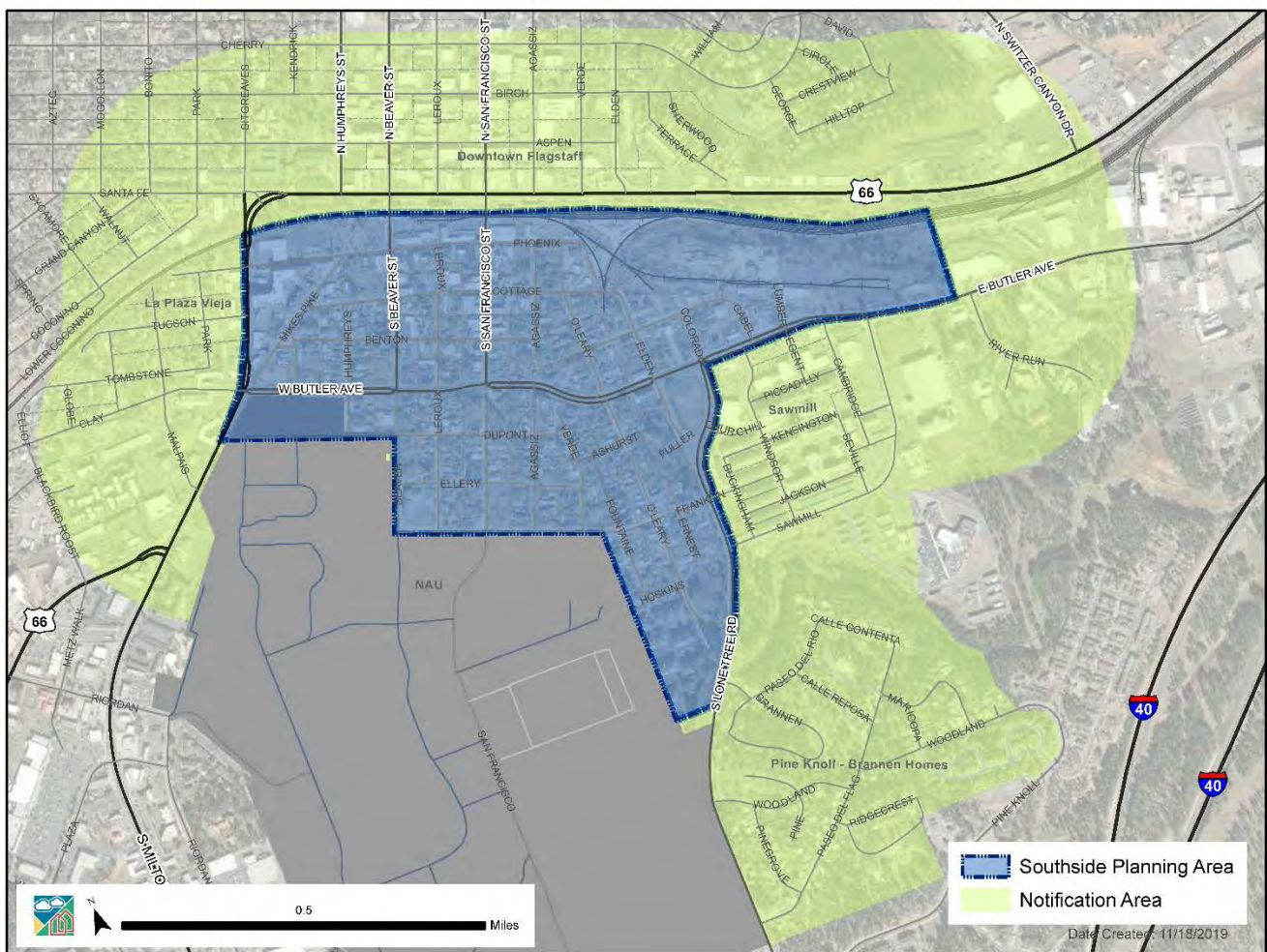
Representative of the Southside’s ethnic heritage, and therefore of particular interest to preserve, aside from or in addition to their architectural styles, are the historic school buildings, religious institutions, and community/congregating centers. These consist of the Beaver Street School, a building currently owned by Northern Arizona University at 506 S. Beaver Street, and the site of the Dunbar School, now occupied by the community-central Murdoch Community Center (or Murdoch Center) at 203 E. Brannen Avenue, which is the focal point for all the neighborhood’s aspects and aspirations. The significant churches are: Our Lady of Guadalupe Catholic Church at 302 S. Kendrick Street built in 1926, the original First Baptist Church built in 1939 at 123 S. Beaver Street, First Missionary Baptist Church established in 1914 with the present building at 219 S. Elden Street built in 1950, Harbert Chapel African Methodist Episcopal (AME) Church established in 1916 with the present building at 424 S. San Francisco Street built in 1978, Riverside Church of God in Christ built by 1950 at 419 S. Verde Street, and Springhill Missionary Baptist Church built in 1973 at 624 S. O’Leary Street.

# Site and Area Analysis

## Geography of the Southside

Southside is a neighborhood defined by its people and by its location. In 2018, the Southside Community Plan team went door-to-door within the Southside to meet residents and get their preliminary feedback on the neighborhood and its future. Half of the 2018 survey respondents chose the neighborhood's proximity to Downtown and Northern Arizona University (NAU) as the most valuable feature about living in the neighborhood. The neighborhood's walkability and central location make it a crossroads in the social and cultural life of the Flagstaff community.

Southside Boundary and Plan Notification Area



The planning boundary of the Southside Community Plan is roughly defined by the BNSF railroad to the north and South Milton Road to the west. The southern boundary from South Milton Road runs along West Dupont Avenue until South Beaver Road, then south to Franklin Avenue. It follows the rear property line of the homes on the west side of Fountaine Street south to Lone Tree Road and then

follows Lone Tree Road north to Butler Avenue. The boundary then turns west to Sawmill Road and north to reconnect with the railroad.

The historic subdivisions of the Normal School Addition, the Brannen Addition, the Booker T. Washington Subdivision, and the Stone Forest Subdivision are included in the Southside Community Plan boundary. The main corridors within the Southside are Butler Avenue, Lone Tree Road, South San Francisco Street, and South Beaver Street. The Rio de Flag's current channel bisects the community from the northwest corner to the southeast corner.

Historically, the neighborhood, currently known as Pine Knoll-Brannen, was considered part of the Southside. The neighborhood has strong cultural and familial ties to the planning boundary area. However, Pine Knoll Brannen's character, zoning and land use, future transportation issues, and market conditions are very different from the Southside west of South Lone Tree Road. It was a scope of work decision to create a separate plan for Pine-Knoll Brannen in the future. However, the Pine-Knoll Brannen neighborhood was included in the notification boundary for all public meetings and project updates.

Other neighborhoods and communities that influence the Southside area are the La Plaza Vieja Neighborhood, Downtown Flagstaff, the Aspen Place-Sawmill Neighborhood, and NAU. Each of these neighborhoods have an adopted specific plan, master plan, or strategic document. In addition, the Lone Tree Corridor has a specific plan as well.

***La Plaza Vieja Neighborhood Specific Plan*** – The intent of the La Plaza Vieja Neighborhood Specific Plan is to provide a clear and comprehensive guide for compatible reinvestment that preserves and enhances the neighborhood character through encouraging: preservation and restoration of historic buildings; quality urban design; enhanced connections between the corridors, activity centers, and the neighborhood; and improved access to services and jobs. The La Plaza Vieja Neighborhood Specific Plan was the first specific plan adopted under the Flagstaff Regional Plan 2030. It was adopted in 2015 and can be found at [www.flagstaff.az.gov/laplazavieja](http://www.flagstaff.az.gov/laplazavieja).

***Downtown Development Strategies*** – Downtown Flagstaff has a design overlay to protect the character of the historic core and the surrounding area. The Development Strategies plan is an urban design plan that builds upon the historical character of the City, including its presence on Route 66; strengthens existing buildings, parks, streetscape, and infrastructure; links areas together with pedestrian and vehicular connections, trails, and view corridors; and uses development as a catalyst for further investment and increased public amenity. The Development Strategies can be found online at: <https://www.flagstaff.az.gov/DocumentCenter/View/9731>.

***NAU Campus Master Plan*** – NAU is in the process of updating its Flagstaff Campus 2010 Master Plan which includes preservation of its historic resources, an assessment of needs for residences, spaces, and parking on campus, and a landscaping plan. The project manager for that plan participated in the Southside stakeholder committee to ensure coordination of these processes. The Flagstaff Campus 2010 Master Plan can be found online at: [https://in.nau.edu/wp-content/uploads/sites/60/2018/08/2010\\_MasterPlan-ek.pdf](https://in.nau.edu/wp-content/uploads/sites/60/2018/08/2010_MasterPlan-ek.pdf).

**Aspen Place – Sawmill (Sawmill Redevelopment Master Plan)** – The property that had once been the Cady Lumber Mill and Flagstaff Lumber Mill was eventually purchased by the City for brownfield redevelopment. It was cleaned up and redeveloped using a master plan that created opportunities for mixed-use development and affordable housing. The Flagstaff Regional Plan 2030 and High Occupancy Housing Specific Plan both identified this area as the core of the Regional Urban Activity Center (see Growth and Change for more information). A portion of the master plan area overlaps the Southside Plan boundary. This property is committed for a future affordable housing development.

**Lone Tree Corridor Specific Plan** – The Lone Tree Corridor Specific Plan was adopted in 2006 and “explored ways to provide the circulation system a north-south solution to the motor vehicle congestion.” The document included 30 percent designs for a bridge connecting Lone Tree Road and Route 66, a realignment of Lone Tree Road south of Pine Knoll Drive, and a new interchange with Lone Tree Road and I-40. The Lone Tree Corridor Specific Plan can be found online at: <https://www.flagstaff.az.gov/DocumentCenter/View/45062>.

**Townsite Historic Overlay** – The Townsite Historic Overlay is the most recent historic overlay adopted by the City of Flagstaff. The overlay addressed many concerns of property owners with regard to construction of homes that were significantly larger than surrounding historic homes, designs not in keeping with the neighborhood, and siting that intrudes upon privacy or blocks the light and views of existing homes. The Townsite Historic Design Review Overlay District Design Standards and Guidelines can be found online at: <https://www.flagstaff.az.gov/DocumentCenter/View/10944/Townsite-District-Design-Guidelines-Final.pdf>.

### Plans and Overlays Adopted for Surrounding Neighborhoods



## Who Lives in the Southside?

The story of the Southside is the story of the people who made it their home. Historically, the neighborhood was subjected to redlining and, therefore, was a place of formal and informal segregation. The first African American police officer in Flagstaff could arrest anyone south of the tracks but had to hand off his arrests to a white officer north of the tracks in order to deliver them to jail. Hispanic, Basque, Native American, and African American communities and businesses were established and grew to serve this community. Entrepreneurship and activism eventually removed some systematic barriers to education and home ownership, but the removal of those barriers also created an opportunity for gentrification. This pattern of gentrification has led to demographic changes over the last 20 years. The number of family households in the Southside is now about a quarter of the neighborhood's total households.

### Population Statistics

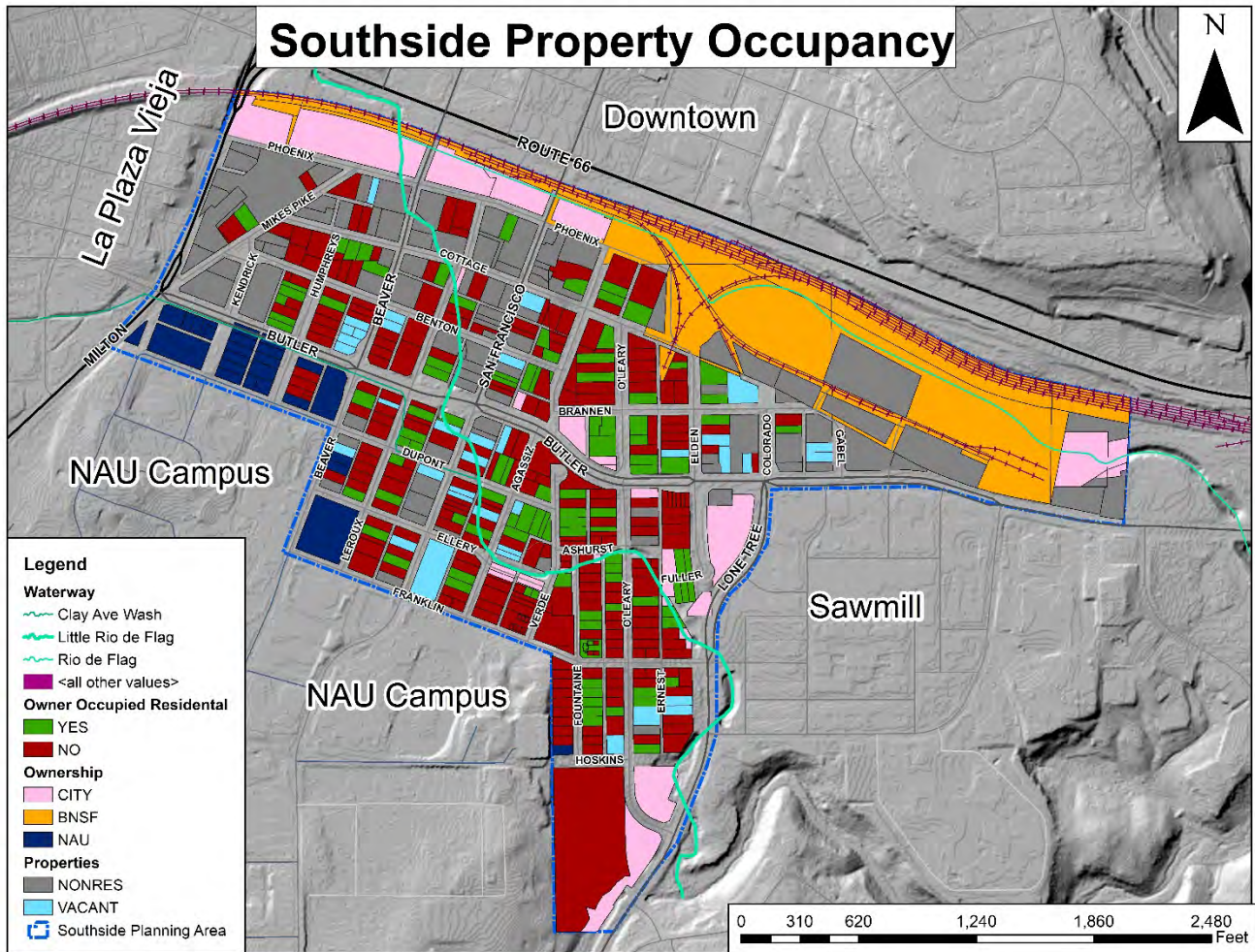
2017 Population: 1,838  
2004 Population: 1,353 (Field Paoli 2005)  
Average household size: 1.88  
Owner occupancy rate: 15% of all households

Estimated using ESRI geospatial tools from the 2017 5-year American Community Survey Estimates. These statistics may vary from the City's Geographic Information System (GIS) data which is generated by the Coconino County Assessor's office and City databases. Generally, the differences between these two sources throughout the document are less than 10 percent.

In 2017, the Hub was constructed on Mikes Pike, which added 236 housing units of student housing to the neighborhood. This increased the number of housing units in the neighborhood by 27 percent. Occupancy of these units is 2.8 people as the average household size versus 1.88 persons per household on average in the rest of the neighborhood. This development has not yet been included in population statistics for the area.

Since 2004, when the last Southside study was done, the population of the community may have increased by 36 percent (1,353 in 2004 to 1,838 in 2017). These two estimates used different methodologies, so it is difficult to determine the accuracy of this estimate. Some estimates from the US Census show a 5 percent decrease in the population of the related census blocks. Given that there are 864 dwelling units in the neighborhood, and that the vacancy rate is very low (less than 5 percent), the current population is expected to be closer to 1,600 than 1,838.

Most of the dwelling units in the Southside are renter occupied. Based on the 2018 survey of Southside residents, most owner-occupied housing is located in the southeast (east of San Francisco Street and south of Butler Avenue) and northwest quadrants (north of Butler Avenue and west of San Francisco Street) of the neighborhood. In these portions of the neighborhood, almost a third of the residents surveyed were homeowners. Based on the Coconino County Assessor's data, however, the ownership pattern is not very clear. Some clusters of owner-occupied housing are fairly evenly distributed in the neighborhood, but follow up with these properties show that not all them are actually owner occupied. They may be occupied by relatives of the owner or close friends and are, therefore, not reported as rental properties.



## Age Characteristics

### Age Statistics

Median Age in the Southside: 27.6  
 Median Age in Flagstaff: 25.1

Few children live in the neighborhood currently – hence higher median age. Children under 15 years of age make up less than 8 percent of the population in the Southside, while the same age group makes up 15 percent of the overall Flagstaff population.

Age 20-25 is the largest age group in the Southside accounting for approximately 28 percent of the neighborhood compared to 19 percent citywide. All other demographic groups (i.e., age 16-19) are roughly proportional to their prevalence throughout Flagstaff.

## Male-Female Ratio

The Southside community has more male than female residents compared to the overall ratio of the city of Flagstaff which is approximately 50/50. The 2017 estimate is that 59 percent are male, and 41 percent are female.<sup>1</sup>

## Race and Ethnicity

The Southside community is home to a cultural and ethnically diverse population of Basque, Hispanic, African American, and Caucasian people. In the 1920 Census:

- “Of the 784 families enumerated in Flagstaff in 1920, 245 families, or 30%, were Hispanic. With only two exceptions, all the families resided in the Southside or Old Town areas.”
- “23 heads of households were identified as being born in Spain or France, and it is likely that a majority of these were of Basque decent” (Southside NR Form, 2009).

African American migration to Flagstaff corresponded with the Great Migration and was largely tied to lumber mill employment moves in the late 1920s and 1930s. An exact estimate of this population 100 years ago is not known.

Current statistics on race and ethnicity in the Southside are difficult to generate accurately at the neighborhood scale. Flagstaff’s population is 18 percent Hispanic to 82 percent Non-Hispanic. The Hispanic population in the Southside is estimated to be 2 to 8 percent higher than the citywide population using ESRI’s Community Analyst tools. The African American population in Flagstaff is about 1.9 percent of the population and in the Southside the population may be as high as 4 to 7 percent. The 2005 Field Paoli study of the neighborhood found that the Hispanic population of the neighborhood was closer to 36 percent and that the percentage of the population in 2005 who were African American or Native American was similar to the percentage of those groups in the overall Flagstaff population. Because these statistics were aggregated differently at different times, it is not possible to draw a conclusion about trends in the racial and ethnic make-up of the neighborhood from these sources.

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<sup>1</sup> The US Census sex statistic is binary and does not allow for reporting gender identification of Other for non-binary identifying individuals.

## **Heritage Preservation**

Heritage Preservation is a program that seeks to preserve the historic and cultural environment of Flagstaff. The work of this program includes historic property inventories, landmark and historic district formation and maintenance, design review, and impact analysis. It strives to record and preserve the history of people, places, and cultures that formed Flagstaff and influenced how it changed over time. Generally, for a property to be considered historic, a structure must be at least 50 years old, in a condition (or integrity) that is similar to its historic conditions, and be significant based on the historic context of the place and the people who built it. In the 2018 Visioning Survey for the Southside, about one-fourth of respondents named the community's cultural and architectural history as the most important thing about the area.

## **National Register Historic Districts and Individual Listings**

Authorized by the National Historic Preservation Act of 1966, the National Park Service administers the National Register as "part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources." Properties may be recognized as individual listings that have significance and integrity in their own right or as part of a district which has a broader historic context. The more than 95,000 properties listed (as of 2019) in the National Register represent 1.8 million contributing resources – buildings, sites, districts, structures, and objects (NPS 2019a). Districts are established through a nomination process that includes establishing a historic context, inventory, evaluation of significance and integrity, and designation. The process involves the Certified Local Government, such as Flagstaff, the State Historic Preservation Office, and the Arizona Historic Sites Review Committee.

The Southside neighborhood has two National Register Historic Places historic districts (National Register districts). Approximately 90 acres of the 217 acres of the Southside Community Plan falls within either national register district.



## **Heritage Preservation Terminology**

**National Register Historic District** – A district is a category of historic property that is an area which possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development (NRB 15).

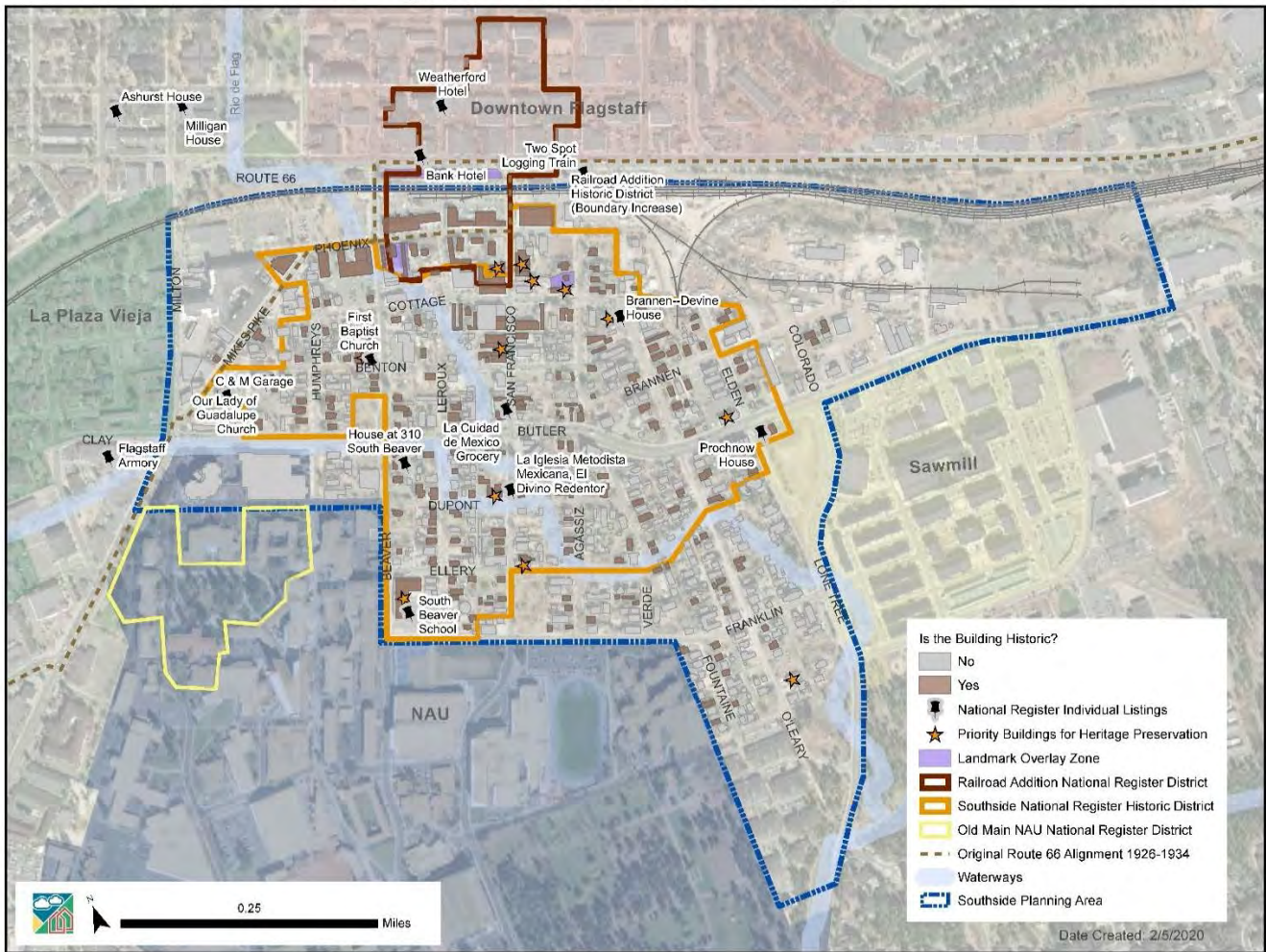
**Contributing property** – A contributing building, site, structure, or object adds to the historic associations, historic architectural qualities, or archeological values for which a property is significant because: (a) it was present during the period of significance, relates to the documented significance of the property, and possesses historic integrity or is capable of yielding important information about the period; or (b) it independently meets the National Register criteria (NRB 16a).

**Eligible property** – An eligible property is a building that is more than 50 years old and meets the National Register criteria for significance and integrity as part of a district or as an individual listing, but has not been listed on the National Register individually.

**Landmark** – A property with a national or local designation as a landmark. National Historic Landmarks are determined by the National Park Service and local landmarks are designated through a zoning overlay by the local government.

**Historic Context** – A unit created for planning purposes that groups information about historic properties based on a shared theme, specific time period, and geographical area (NPS 2019c). See glossary for additional definitions.

## Heritage Preservation - Assets and Designations



Within these two districts, there are 211 contributing historic properties which have had an initial evaluation and have been deemed potentially eligible and nine properties that have been listed individually on the National Register. A third historic district, Northern Arizona Normal School Historic District, also known as Old Main, on the NAU campus abuts the Southside.

### ***Railroad Addition Historic District and Phoenix Avenue***

The southern end of the Flagstaff Railroad Addition National Register Historic District is located along Phoenix Avenue. One hundred percent of the buildings on Phoenix Avenue between Mikes Pike and South San Francisco Street are currently contributing properties to either the Railroad Addition or the Southside National Register Historic District. Phoenix Avenue and Mikes Pike were part of Route 66 from 1926 to the mid-1930s before the alignment moved north of the tracks to Santa Fe Avenue and along Milton Road. Fifty percent of the buildings in the Railroad Addition south of the tracks are multifamily housing that is provided through the adaptive reuse of historic hotels and includes one



Figure 1: Historic Hotels on Phoenix Avenue

single family home. Fifty percent of the buildings are commercial or formally light industrial buildings, including one operating hotel. This area forms a remarkable mixed-use district founded on the historic character of the 1920s and 1930s.

As of 2019, properties in this part of the Southside did not have individual National Register listings, however, one local Landmark overlay does exist in the Southside Community Plan Area and within the Railroad Addition Historic District. The Motel DuBeau (19 West

Phoenix Avenue) put their historic sign and property into the landmark overlay in 2014. The Motel DuBeau is one of two properties in the district that have high integrity and were listed in the 1954 Traveler's Guide. The Traveler's Guide and the Green Book were competing publications that assisted African American travelers with finding safe locations to rest and eat throughout the United States. The other property that was listed in the Traveler's Guide is the Downtowner or Nackard Inn at 19 South San Francisco Street. The National Park Service is currently funding a grant to support the individual listings and a historic context for the Green Book and both properties are being evaluated.

Another key feature of the district in the Southside is the large neon tower signs that bookend Phoenix Avenue. When Route 66 was moved north in the early 1930s, these signs provided a beacon to travelers and allowed for the continued commercial success of these hotels.

### **Southside Historic District**

The area comprising the Flagstaff Southside Historic District was first inventoried, then a proposed boundary was drawn in 1993. The inventory was updated in 2009 for the streets within the proposed boundary and the District was listed on the National Register in 2010. The periods of significance for the District are 1875-1949, which means that buildings which reflect the styles and history of this period can be considered a contributing structure to the District.

As part of the Southside Community Plan, the City of Flagstaff is updating the 1993 Southside historic context to allow for greater documentation of the themes of Ethnic Heritage and Architecture, and to consider whether new themes for preservation in the period of 1949 to 1970 should be considered for additional contributing structures. This update will allow for individual property owners to more effectively pursue individual National Register listings, tax benefits, and landmark overlays.

The primary **historic themes or areas of significance**<sup>2</sup> for Southside are Community Planning and Development: Evolution of Flagstaff's Southside Neighborhood, Industry, Ethnic Heritage; Civil Rights Movement: Turning Segregation into Congregation; and Architecture, with the community demonstrating the growth and development of Flagstaff, particularly after the turn of the 19<sup>th</sup> to the 20<sup>th</sup> century. The overall period of significance<sup>3</sup> for placing the Southside's historical events into perspective is 1884–1968.

The subthemes under **Community Planning and Development** are Settlement and Early Development of Flagstaff and Initial Town Plan (Flagstaff Townsite/Old Town) and Its Additions (Railroad, Brannen, Normal School).

For **Industry**, the subthemes are Lumber Manufacturing in Flagstaff (focus on Flagstaff Lumber Company) and Extensive Sheep Husbandry in Flagstaff and Northern Arizona, and to a lesser extent Route 66 and Transportation. . The Southside's association with the lumber and sheep industries is well illustrated by the fact that much of the labor force for both industries resided in the Southside.

**Ethnic Heritage** on the Southside covers the Evolution of Hispanic and African American Populations in Flagstaff including Hispanics from New Mexico and Mexico, Basque Colonization in the Flagstaff Area, African American Migration to Flagstaff; and Other Minority Populations (namely Asian).

The **Civil Rights Movement** theme illustrates the localized efforts to desegregate the Southside, mostly notably its schools. The Religious Institutions of the Southside are also an important component of Ethnic Heritage and the Civil Rights fight.

The theme of **Architecture** is subdivided into the different Trends in the Architectural Heritage of the Southside: Anglo Vernacular Cottage, Bungalow, Amerikanuak (New World Basques) Vernacular, Modified Creole Cottage (also called Shotgun Houses), and Commercial.

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<sup>2</sup> Historic Themes and Areas of Significance are an important tool in preserving the historic resources of the Southside as they are categories that can be used to establish significance under National Park Service rules.

<sup>3</sup> Buildings constructed or existing within the period of significance are considered eligible within the historic district pending further evaluation.

## Single Family Homes

Two hundred properties over a 37-block area contribute to the makeup of the Southside Historic District. Fifty percent of these buildings are or were single family homes or accessory dwelling units.



As stated in the City of Flagstaff Southside/Old Town Historic Building Survey Volume I, Final Summary Report (1993), "The district contains an array of nineteenth and early twentieth century vernacular houses that represent a once common building type in the Flagstaff area. The architectural character of the district is also distinguished by a large number of Bungalow style residences, which also help illustrate the growth and development of the district in the 1920s, a period that corresponds with the popularity of the Bungalow style. The district also contains a small, but important number of vernacular adaptations of the Basque traditional house."



The materials and adaptations of the vernacular style in the Southside are particularly important. Basque and Hispanic families with masonry skills used malpais stones from the surrounding forest and materials recycled from demolished buildings elsewhere in Flagstaff to build and expand their homes. Sawmill workers would bring home scrap material and discounted lumber from the company store to build simple cottages and expand them as their extended family arrived or families grew.

The Brannen Addition is an exception to this pattern because it was subdivided and planned as a subdivision for Flagstaff's expanding middle class. Brick and wood construction of a grander scale, more often seen north of the tracks, can be found along South Agassiz Street and South O'Leary Street north of Butler Avenue. Streets are wider and have "large" setbacks consistent with the City Beautiful movement. This area also includes more distinctive Victorian details including two Queen Anne cottages. The integrity of this area is also higher than the rest of the neighborhood because it is beyond the 100-year floodplain and therefore has experienced less deterioration of historic features.

## Commercial Buildings

South San Francisco Street has a mix of historic and newer buildings of similar scale and size that are distinctive from the architecture and style of Downtown Flagstaff. Commercial buildings are predominately one story and have several building frontages that are not found in the Downtown commercial district. This street was historically a home to prostitution, drinking, and dance halls that made up what constituted a red-light district in early 20th century Flagstaff. In the Prohibition era, bootlegging was common in the basements beneath commercial buildings along the street. It was also the scene of a groundbreaking civil rights case involving Lloyd Chapman and the State of Arizona. Today, approximately 20 percent of the commercial buildings in the Southside neighborhood contribute to the historic district. They have been adaptively reused as restaurants, bars, tap rooms, tattoo parlors, and personal care businesses that are located in the area to reap the benefits of the historic fabric.

Neighborhood commercial buildings are found throughout the Southside District. South Beaver Street was the historic hub for neighborhood services like Food Town and the neighborhood's first self-service laundromat. Small commercial services have always been scattered throughout the neighborhood. Other examples include the Jalisco or O'Leary Street Market, El Charro Café (currently The Mayor), and Mayorga's Welding.



Figure 2: Single family cottages adaptively reused in the Southside



Figure 3: Commercial Buildings on S. San Francisco Street

## Places of Worship

Seven places of worship are culturally and historically significant to the Southside Historic District. All of them still primarily have weekly services and active congregations. Two of the churches are currently campus ministries that serve the religious needs of NAU students. Our Lady of Guadalupe is an individual listing on the National Register of Historic Places and has received the distinction of a Diocesan Shrine and National Historic Landmark. The San Francisco de Asis parish elected to add the church and former convent to the Landmark Overlay Zoning District in October 2019.



Row 1 (left to right): 1) La Iglesia Metodista Mexicana, El Divino Redentor, 2) First Baptist Church, 3) Our Lady of Guadalupe Catholic Church

Row 2 (left to right): 4) Springhill Baptist Church, 5) Riverside Community Church



Figure 4: First Missionary Baptist Church (left), Harbor Chapel AME (right)

### Other Historic Buildings, Structures, and Objects

Historic Basque Handball (Pelota Fronton) Court is located behind 50 South San Francisco Street and is one of only a dozen left in the United States. Historically, the neighborhood previously held several as it was a favorite pastime of Basque shepherders who spent the winter in the Southside boarding houses like the one found at 113 South O’Leary Street.

Two schools served the Southside community historically: the South Beaver School, which is now part of NAU’s campus, and the Dunbar School, which no longer exists, but is now partially incorporated into the Murdoch Community Center. These structures and their legacy of integration and community connection are critical to telling the story of the Southside community.



Figure 5: O’Leary Street Market (formerly Jalisco Market)

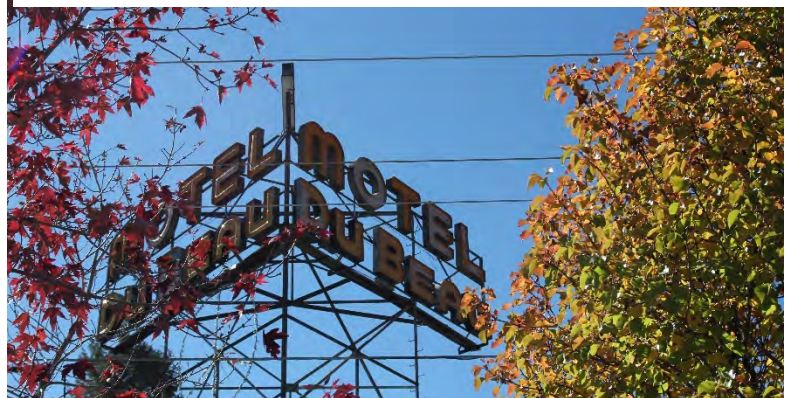


Figure 6: Historic Motel DuBeau landmark sign

## Financial Benefits of Historic Preservation for Property Owners

Property owners of the historic structures in the Southside are eligible for tax benefits and grants through the City, Coconino County, and federal programs. The available programs are:

- The Federal Historic Tax Credit “encourages private sector investment in the rehabilitation and re-use of historic buildings. The federal tax credit allows program participants to claim 20 percent of eligible improvement expenses against their federal tax liability” (OCC 2017). Owner-occupied residential and all commercial properties that are eligible or contributing structures are eligible for these credits.
- The National Park Service manages several grant programs to which property owners can apply. The details can be found online at <https://www.nps.gov/preservation-grants/>.
- The Coconino County Tax Assessor can work with property owners to enroll their properties in Arizona’s Historic Property Tax Reclassification Program, which will reduce their property tax assessment (Coconino County Assessor’s Office 2019).
- The City of Flagstaff has a Façade and Signs Historic Preservation Grant, funded by BBB (bed, board, and beverage) taxes, that provides property owners of eligible commercial and residential buildings a \$10,000 matching grant for preservation, rehabilitation, and restoration of the exterior or signs.
- The City of Flagstaff and Coconino County also have an Owner-Occupied Home Repair program that is administered through a no-interest/no-payments loan. Properties that are not within the 100-year floodplain, regardless of their historic eligibility, can be eligible for these grants to address life and safety issues, such as roofing, handicapped accessibility, heating system, plumbing, electrical wiring, and aging in place needs, if the household income qualifies. Though this is not directly a historic preservation program, eligible structures that qualify can use the repairs to support the maintenance of their historic structure.

## Individual National Register Listings

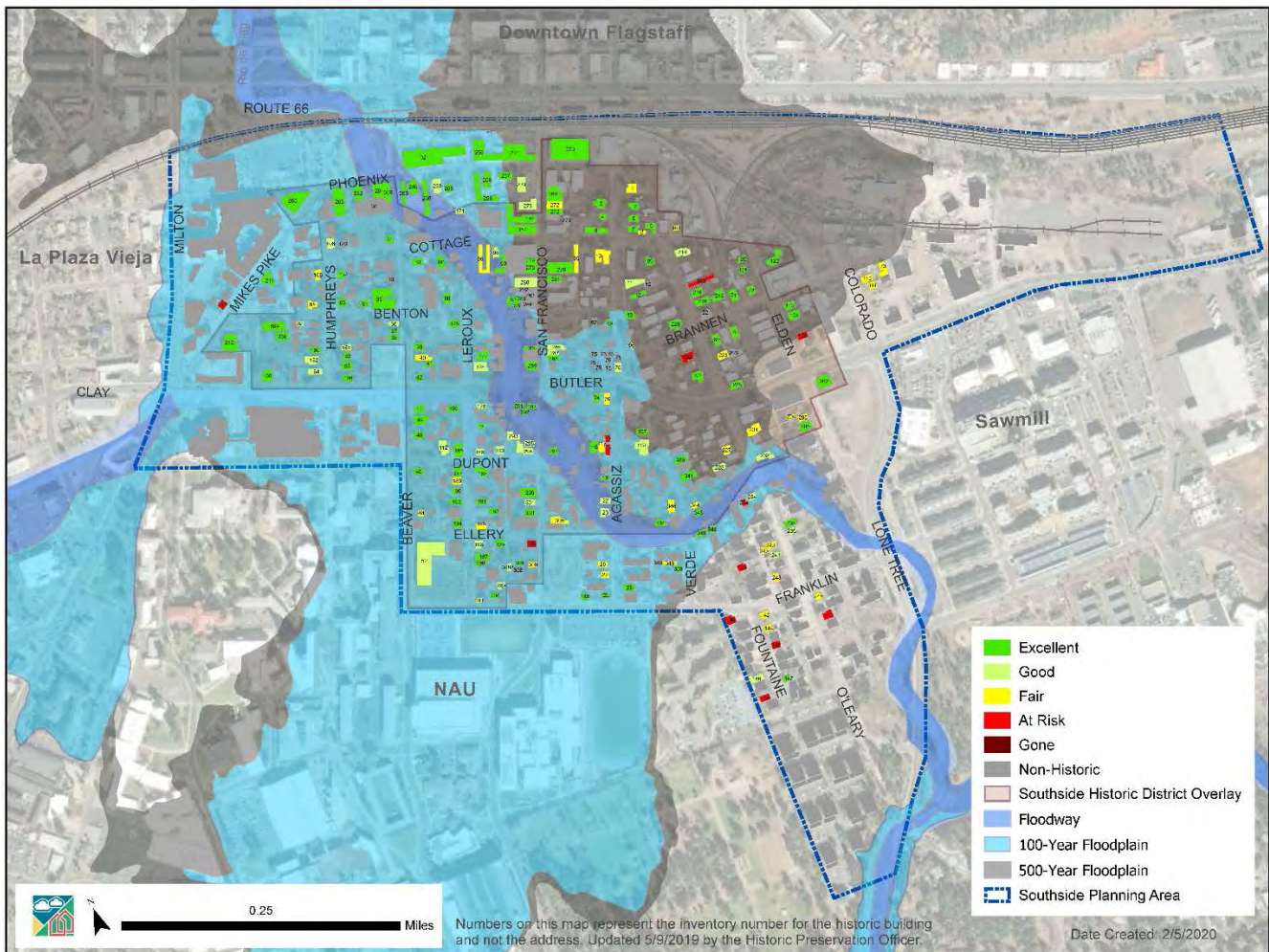
Some buildings in the Southside neighborhood have been individually identified as significant historic structures. An individual listing does not add any additional protections for a historic property but can confer additional benefits. An individual listing shows a higher level of significance because the proponent of the listing must show that the property is significant in its own right. The National Register of Historic Places lists nine individual listings within the Southside Neighborhood:

- The **C & M Garage** (currently Auto Rehab 2) – built in 1925 and located at 204 South Mikes Pike.
- **Our Lady of Guadalupe Catholic Church** – built in 1926 and located at 224 South Kendrick Street.
- The **La Ciudad de Mexico Grocery Building** – built in 1900 and located at 217 South San Francisco Street.
- The **South Beaver School** – built in 1936 and located at 506 South Beaver Street. Currently owned by NAU.
- The **First Baptist Church** (currently Flagstaff Christian Fellowship) – built in 1939 and located at 123 South Beaver Street.
- The **La Iglesia Metodista Mexicana, El Divino Redentor** (currently Canterbury Flagstaff) – built in 1892 and located at 319 South San Francisco Street.
- The **Brannen-Devine House** – located on 209 East Cottage Road.
- Prochnow House (currently Linton Realty) – built ca. 1908 and located at 304 South Elden Street.
- The **House at 310 S. Beaver Street** – built in 1911 and located at the same address.

An additional thirty buildings outside of the historic district may be eligible but have not yet been listed on the National Register based on the inventory associated with the Southside National Historic District.

“Under Federal Law, the listing of a property in the National Register places no restrictions on what a non-federal owner may do with their property up to and including destruction, unless the property is involved in a project that receives Federal assistance, usually funding or licensing/permitting” (NPS2019b). However, owners of historic properties are eligible for federal tax credits and state and federal grants for historic preservation. Of particular importance for the Southside community, eligible buildings are exempt from some restrictions on properties within the 100-year floodplain. The City of Flagstaff also offers a \$10,000 matching grant for preservation, rehabilitation, and restoration projects that offer a public benefit in the preservation of private property.

### Historic Building Condition



## Zoning for Historic Preservation

Neither the Southside Historic District nor the portion of the Railroad Addition south of Route 66 currently have a Historic District Overlay. A historic overlay would allow for all or a portion of the Southside Historic District to have additional design review and protections to protect the integrity of historic buildings and/or the overall character of the District by preventing incompatible materials and architecture of new buildings.

Several properties in the District have opted into the Landmark Overlay District. This zoning district allows property owners to elect into a preservation district specified to their property. Landmark overlays in the Southside currently protect the Queen Anne cottage at 20 South Agassiz Street, the Motel DuBeau tower sign, and Our Lady of Guadalupe church and convent.

## Community Benefits of Heritage and Cultural Resources

Heritage preservation is not just an attempt to freeze a place in time. Supporting the reuse of existing buildings is an important strategy for maintaining community character and keeping historic buildings viably intact. Heritage preservation, in places like the Southside, is also an important element of economic vitality because it increases economic diversity and supports entrepreneurship. The reuse of older buildings and supporting neighborhoods with a mixed age of buildings has been shown to:

- provide affordable, flexible space for entrepreneurs from all backgrounds;
- have a significantly higher proportion of non-chain restaurants and retailers;
- host a significantly higher proportion of jobs in small businesses;
- have greater population density and more businesses per commercial square foot than streets with large, new buildings;
- house significantly greater concentrations of creative jobs per square foot of commercial space; and
- have a higher percentage of women and minority owned business (NTHP Green Lab 2014).

These benefits are best realized when compatible new buildings are part of the urban fabric of historic districts and neighborhoods. The keys to compatibility are maintaining smaller buildings and blocks because they “punch above their weight class” when considering a full spectrum of outcomes on a per-square-foot basis and adaptive reuse of existing buildings whether or not they meet the National Park Services definition of “historic” (NTHP Green Lab 2014).

Another important consideration in the preservation of historic buildings in the Southside is the impact of heritage tourism. The Southside community is at the heart of Flagstaff’s history of transportation (railroad and Route 66), cultural diversity, timber, and sheepherding. In 2018, visitation in Flagstaff generated \$502 million and 8,000 jobs for the local economy. Thirty-four percent of visitors listed Route 66 nostalgia as a primary reason for their visit, which ties into the Southside’s historic character and fabric. Forty-four percent of visitors listed Downtown Flagstaff (which in this survey included the

Southside) as an activity that they participated in during their visit (CVB 2019). Route 66 history in the Southside is beginning to gain popularity, not only in its relationship to the Green Book, but also the walkable lower traffic access, historic integrity, and revitalization of Phoenix Avenue and Mikes Pike. The Flagstaff Beautification and Public Art Commission has even sponsored a “Walk the Talk” tour of the original Route 66 alignment through the Southside.

For the Southside community, heritage preservation is more than just buildings and businesses. It is a resource that tells the story of the families of Hispanic, Basque, and African American culture that were often underappreciated threads in Flagstaff’s story. Flagstaff Nuestras Raíces and the Murdoch Community Center are two organizations committed to preserving the story of the church, schools, places, and people that formed the fabric of the Southside community throughout the 20th century. The work of these organizations has inspired art, museum exhibits, and community celebrations such as the Summertime Tardeada and Juneteenth Celebrations. These places and their roles in cultural preservation are a testament to “turn segregation into congregation,” as Dr. Ricardo Guthrie, the director of the Ethnic Studies Department at NAU, stated in a stakeholder meeting.

## Recycling buildings through adaptive reuse

Often, the greenest building is the building that is already built. Building even the most energy-efficient building consumes natural resources and produces construction waste, both of which contribute to greenhouse gas emissions – the gasses that cause climate change.

Adaptive reuse occurs when we reuse older buildings for new purposes. Not only does adaptive reuse create more vibrant streets and neighborhoods, but when used appropriately, it can have significant cultural and environmental benefits, too. Benefits include:

- Reusing materials reduces the need for new materials, from bricks to windows, to be created.
- Reusing a building reduces the amount of construction and demolition materials sent to the Flagstaff landfill, which like all landfills, has limited capacity.
- The production, manufacturing, and transportation of building materials contribute significantly to pollution and greenhouse gas emissions; new construction is one of the most environmentally impactful sectors (USEPA 2009). Adaptively reusing buildings can be an important strategy for reducing a community’s contributions to climate change.
- Older buildings like those in the Southside were usually built for people to access them by foot, not cars. These traditional designs can contribute to a more pedestrian-friendly, dynamic neighborhood, while also supporting the density and mix of uses that contribute to more sustainable neighborhoods.

Resources on adaptive reuse and its environmental benefits can be found in *The Greenest Building, Quantifying the Environmental Value of Building Reuse*, by the National Trust for Historic Preservation.

## Risks to Heritage and Cultural Preservation in the Southside

Describing neighborhood historic resources, the 2005 Southside Plan stated, “integrity of historic fabric that once existed has now been diluted, compromised or fragmented.” It identified several trends that put these resources at risk:

- demolition of buildings, structures, or objects that have been identified as being historically significant;
- inappropriate alterations or additions to historically significant structures;
- new construction that is incompatible or intrusive;
- installation of landscaping materials, signing, and illumination solutions that distract from, compete with, or overwhelm the character-defining features of the historic property;
- use of building materials, replacement glazing, and new hardware and fixtures that are incompatible with the period of construction and architectural style of the historic property;
- failure to maintain and repair building materials and systems, as needed; and
- historically significant properties that are vacant and left unprotected (Southside Plan 2005).

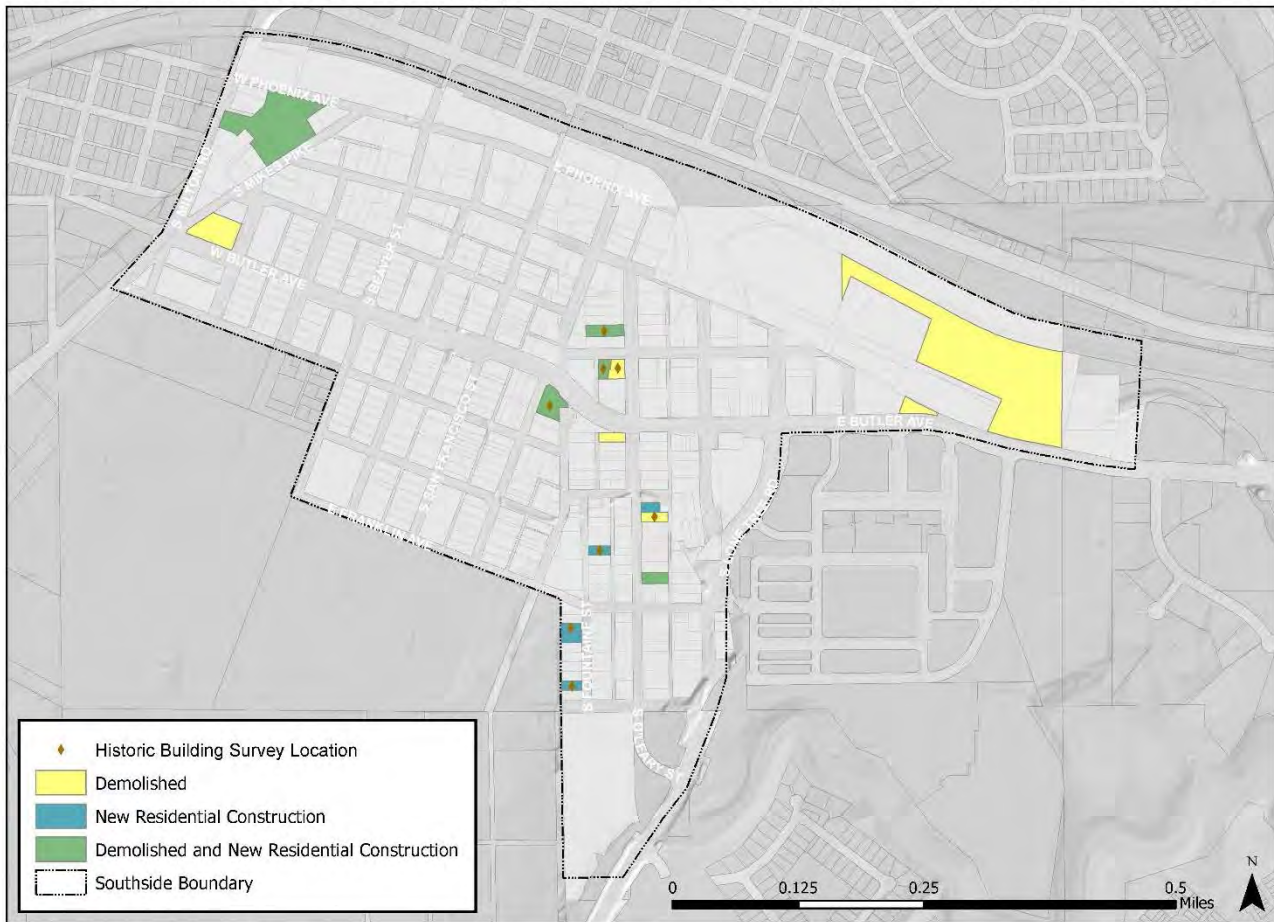
Many of these risks are still present, in particular, the creation of incompatible new development according to the National Park Service guidance for historic preservation, such as the Hub. The conditions and trends that influence new construction are discussed in the Growth and Change section of this report. However, from a historic resource perspective, the lack of compatibility between the current entitlements in the Zoning Code with respect to bulk, mass, and scale and the existing historic resources, as well as the lack of design guidelines that sufficiently promote compatible materials and architecture, are a major risk to the historic resources. The architecture of the Southside is predominantly vernacular as it was built and expanded over time by working-class families that used their skills in masonry and timber industries to serve their own families. Several residents report that their ancestors brought the rocks that form the walls of their home from the forest or scavenged them from the demolition of a building in another part of town. Wood from the AL&T and Flagstaff Lumber mill was brought home to expand the family home as children were born or parents and extended family came to Flagstaff. This organic growth is the reason that the character of the neighborhood shows diverse materials that are creatively used in the buildings and yards to create a distinctive identity that celebrates inventiveness and resourceful use of materials rather than clear architectural styles. This makes creating a pattern book or design guidelines challenging in most of the residential areas of the neighborhood.

The exceptions to this vernacular pattern are the commercial avenues of the neighborhood and the Brannen Addition, which was envisioned as an upper middle-class neighborhood for Flagstaff’s growing population of merchants and businessmen at the beginning of the 20th century. The pattern and period-specific styles of these areas blend in a unique and creative way but would be more likely to fit the mode of a traditional design district.

Since 2010, seven contributing historic buildings in the Southside have been demolished for new residential construction. Four of these buildings were along South O’Leary Street and two along South Fountaine Street. The clustering of these demolitions on the east side of the neighborhood, and the fact that they were replaced with much larger single-family homes, duplexes, or triplexes, were commonly raised concerns for the community when discussing historic preservation. For each of the historic structures demolished, the property owner was required to prepare a cultural resource study to document the building and its significance and integrity. Since a notice is not required to be put on the property when a study is underway, the Southside community was largely unaware of this process and how it works.

In addition to contributing buildings that have been demolished, two buildings have been determined to have lost their integrity. The Tourist Home at 52 South San Francisco Street underwent a renovation that altered the building to the point where the State Historic Preservation Officer removed it from the National Register. In July 2019, the Heritage Preservation Commission determined that 124 West Benton Avenue was not a contributing structure to the Southside National Register Historic District.

**Parcels with Demolition and/or New Residential Construction Since 2010**



The 2010 inventory update for the Southside Historic District was conducted as a “windshield survey” and therefore did not involve the in-depth analysis of the integrity of the structures that are assumed to be eligible or contributing. Therefore, when work is proposed to these properties that may compromise their integrity, the City generally requires a more detailed cultural resource study to help inform the property owner and the City as a project moves forward. This is an effective process for most commercial adaptive reuse projects; however, it does not prevent demolition of a historic structure. Since single-family homes in the district do not have any design review requirements, it is also not effective at maintaining the integrity of the overall district. For instance, a property owner can obtain over-the-counter permits for a remodel and it would not appear as a historic preservation case in the City’s system.



Figure 7: New duplex on South Leroux Street

Even though many programs are available to support historic property owners, only 55 percent of historic residential properties in the Southside are owner occupied according to property tax records. Of those properties, only 21 out of 53 owner-occupied residences (39 percent) are outside of the floodplain and could be considered for the City’s Owner-Occupied Home Repair Program. However, the 32 owner-occupied and 78 tenant-occupied historic residences in the floodplain are eligible for relief from limited improvement costs that are part of the stormwater regulations required by the Federal Emergency Management Agency (FEMA) and the City. This can include floodproofing improvements.

In the block near the intersection of Dupont Avenue and South Agassiz Street are several



Figure 8: (Left) Condemned historic building at the corner of East Dupont Avenue and South Agassiz Street; (Right) House at 19 South Agassiz Street that was dilapidated in 2005 but later restored and granted a landmark overlay

vacant homes that are at particular risk for demolition and loss as historic resources. Lack of clear deeds and ownership that is spread across a large family have led to four out of five of the properties being unoccupied and three of them have become safety risks. However, this does not condemn these buildings to being teardowns. In 2005, 19 South Agassiz Street and 23 South Agassiz Street were in poor condition and were identified in the 2005 Southside Plan as being at risk for demolition. However, after community members purchased them, 19 South Agassiz Street was restored to such excellent condition that it was designated with a Landmark Overlay, and 23 South Agassiz Street was restored and expanded in a project that also saved another historic structure within the neighborhood. That historic structure was moved from Mikes Pike through the Southside and attached to the back of 23 South Agassiz with new construction. Though moving a building is not preferred for historic preservation, this technique saved a building from being demolished and created a unique expansion of the existing home that fit the community character of vernacular recycling and inventive materials.

## **Growth and Change**

The Southside has evolved over the last 100 years from a working-class neighborhood supporting the lumber and sheep industry in the early 20th century to a neighborhood that created “congregation from segregation.” The Southside was historically home to multiple minority groups and therefore housed many diverse cuisines, religions, and cultural practices, most of which transcended racial lines. The Southside of the 21st century is changing yet again. One purpose of this community plan is to understand the opportunities and risks that these changes present and provide policies to move the community forward in a manner that will “Embrace Our Past” and “Enhance Our Future.”

The Southside first worked on a neighborhood plan in 2003-2005. The plan was prepared by an outside consultant, Field Paoli, who had also prepared the Downtown Development Strategy. The City Council accepted the final product from Field Paoli and their contract was completed, but for unclear reasons, a resolution to make the plan an official City policy was never introduced. Nevertheless, the 2005 Southside Plan was partially implemented from 2005 to 2017.

### **Regulation of Growth and Change**

Flagstaff has three levels of policy and regulations that are used to regulate Growth Areas and Land Use. The highest and most comprehensive level is the Flagstaff Regional Plan 2030 (Regional Plan), which serves as the City’s General Plan. The Regional Plan serves as a community vision for the public and private sectors. The Regional Plan also provides community goals and development policies that guide rezoning or annexation applications, and updates to the Zoning Code. Secondly, in order to ensure the systematic implementation of a general plan, cities in Arizona adopt specific plans that provide more detail about topics in the general plan, or about how the general plan should be implemented in a part of the city. The third and most detailed level of implementation are the City codes, especially the Zoning Code. The Zoning Code regulates the use, form, and pattern of the physical development of land within the City to protect the “public health, safety, convenience, and general welfare of the citizens” (HOH Plan 2018).

South San Francisco Street and South Beaver Street were transformed using beautification funding to create a pedestrian environment that revitalized the commercial businesses on the street. The plan also supported the establishment of the National Register Historic District and the City was able to update the inventory in 2007 and finally receive designation in 2010.

Much of the initial neighborhood revitalization was adaptive reuse or restoration of existing buildings or replacement of dilapidated buildings with ones of similar size and scale. However, when the single-family home market crashed at the beginning of the Great Recession, money that previously was invested in new subdivisions moved to infill and redevelopment projects, particularly those targeted to university students as they were seen as “recession proof.” In college towns throughout the country, neighborhoods close to a campus, like the Southside, started to experience new larger-scale infill projects. This trend coincided with growth in enrollment at NAU and other Arizona universities that lasted from 2009 to 2017.

This phenomenon, sometimes referred to as student housing gentrification, causes several problems for near-university neighborhoods. It displaces longtime residents, creates urban environments where families cannot afford or do not want to live, and drives up land values and rents as “luxury” housing sets the market price. Renting by the room also increases the rent that can be brought in from a unit and makes it difficult to house a family due to occupation limits of one person per bedroom, whereas families could occupy a similar residence with two persons per bedroom and fewer independent adults. Managing growth and change in the Southside so that it achieves revitalization without displacement is a major challenge for the Flagstaff community under these conditions.

## Conditions of the Built Environment

The Southside is a historic, diverse, and unique live/work neighborhood. Existing land uses include commercial, residential, industrial, and institutional uses. The neighborhood has three main commercial districts on the north side of Butler Avenue: South Beaver Street, South San Francisco Street, and Phoenix Avenue. However, small-scale commercial and industrial uses occur throughout the neighborhood and always have. Small cottages interspersed with one- and two-story apartment buildings are the typical residential pattern in the neighborhood. The eastern part of the neighborhood has long been a mix of houses and industrial uses that provide jobs to the community and services to the entire City.

Buildings in the core of the Southside are generally older and have higher historic integrity than those on the peripheral. This pattern partially corresponds with the floodplain’s location, which has been a barrier to redevelopment, and with the Southside National Register Historic District.

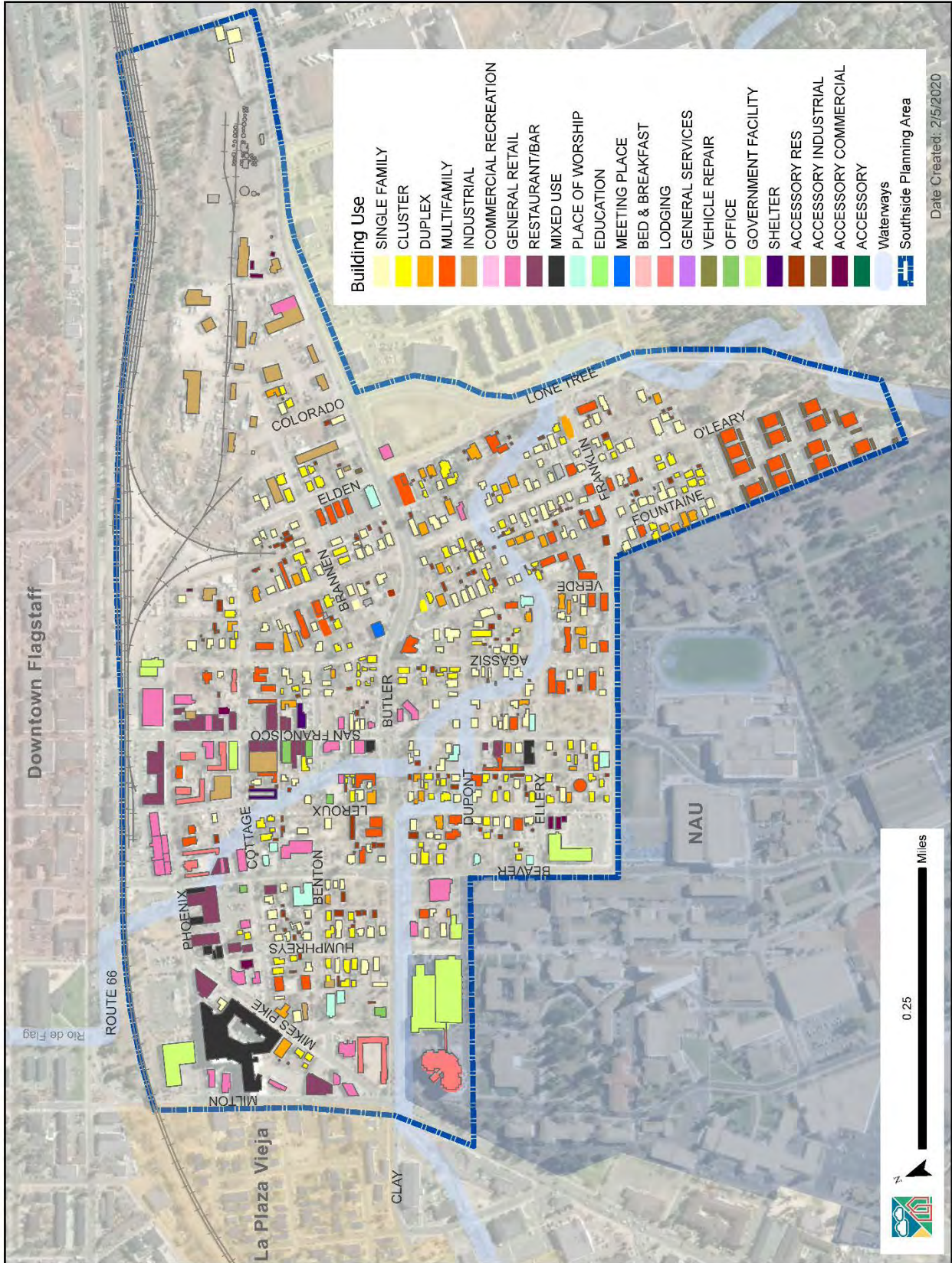
The fine-scale urban pattern of development is what maintains the economic vibrancy of the Southside. The typical lot size in the neighborhood varies, but the most common residential lot size is 50 feet by 140 feet. The neighborhood was originally platted as part of the Normal School Addition and the Brannen Addition with 25-foot-wide lots that were combined in twos and threes. The Booker T. Washington Subdivision had 50-foot-wide lots when it was originally platted. Blocks are either 300 feet

by 300 feet or 300 feet by 600 feet south of Butler Avenue. It is extremely rare for a single building constructed before 2005 to be larger than one-quarter block or for a single building type (duplex, single-family home, apartment building, church, etc.) to consume more than one-half block.

Most residential buildings in the Southside are defined as single family, cluster, or multifamily, according to the Coconino County Assessor's office. These residential uses make up more than 80 percent of the buildings south of Benton Avenue. Most buildings north of Benton Avenue are retail and restaurant, while most buildings east of South Elden Street and north of Butler Avenue are industrial. This residential pattern of uses includes offices and retail buildings scattered throughout and is interspersed with single and multifamily buildings in the areas that are primarily commercial and industrial. Public respondents to the 2018 survey expressed enjoyment with this pattern of commercial interspersed with residential. They enjoy having housing options in the "thick of" the dining and entertainment area and having businesses and services close to quieter single-family areas. However, noise complaints and alcohol-related disturbances have been a downside of these same assets. The Southside residents also widely value the walkability and proximity of the institutional center of NAU and the activity centers of Downtown and Sawmill. The Southside's land use pattern supports multimodal housing choices and the ability to live "car-free" in a way that is difficult to replicate in suburban land development.

The thriving retail/dining/entertainment corridors of South Beaver Street, South San Francisco Street, and Phoenix Avenue are discussed in the Business and Live/Work chapter, but it is important to note that the built environment's character and land uses are intrinsically tied together. Commercial vacancy rates are notably higher in buildings constructed after 1970 in the Southside. The strip mall on South Beaver Street (built in 1973) has more regular vacancy and turnover than any other commercial spot in the area, and the commercial space for the newest student housing development, the Hub, has been vacant for over a year. The flexibility in using older buildings for multiple uses through adaptive reuse has contributed to the vitality and diversity in the neighborhood. In the business survey, one owner stated, "My business exists because of the Southside." This sentiment was heard from business owners throughout the area. Many business owners celebrate the history of their buildings and the urban pattern of the Southside in the design and interiors of their businesses. Fratelli's Pizza on Phoenix Avenue even has a mural in its dining area of the row of historic buildings that line Phoenix Avenue. These testimonies demonstrate the value of stabilizing the neighborhood's built environment as a characteristic that inspires entrepreneurship and fosters economic opportunities for small businesses.

# Building Use



## Trends in the Built Environment

The estimated annual growth rate of the City of Flagstaff has maintained an average of 1.8 percent to 2.2 percent since 2010. The estimated population for the Southside in 2004 was 1,353. Today's estimated population of 1,600 to 1,838 represents a roughly 2 to 2.5 percent annual increase, slightly above the citywide average. This faster population growth is due to the characteristic of construction trends in the neighborhood. More than two dozen single-family homes have been demolished and replaced with duplexes or triplexes<sup>4</sup> and the Hub. In addition, several buildings have been split internally to allow for greater occupancy or have had additions to add bedrooms at the rear of historic cottages. Rooming and boarding has also been an increasing practice in rental properties which then ensures that every bedroom is occupied in a unit. In addition, compared to 2004, the vacancy rate in the Southside is very low. Though the Census reports that the vacancy rate may be as high as 6 percent, anecdotal discussion with landlords and the team's survey of the neighborhood show that vacancy has been closer to 1 percent for the last several years. This discrepancy may be due to students moving out of the neighborhood in the summer for approximately 8 to 12 weeks.

A recurring concern that the Southside community expressed is that longtime community members were being bought out by developers for less than what their properties were worth. Data collected from the Multiple Listing Services shows that from 2011 to 2015 the market price for property in the Southside was flat even though the rest of the Flagstaff real estate market was gaining value. According to a February 26, 2019 article in the Arizona Daily Sun, from 2012 to 2016, median residential values have increased 58 percent citywide.

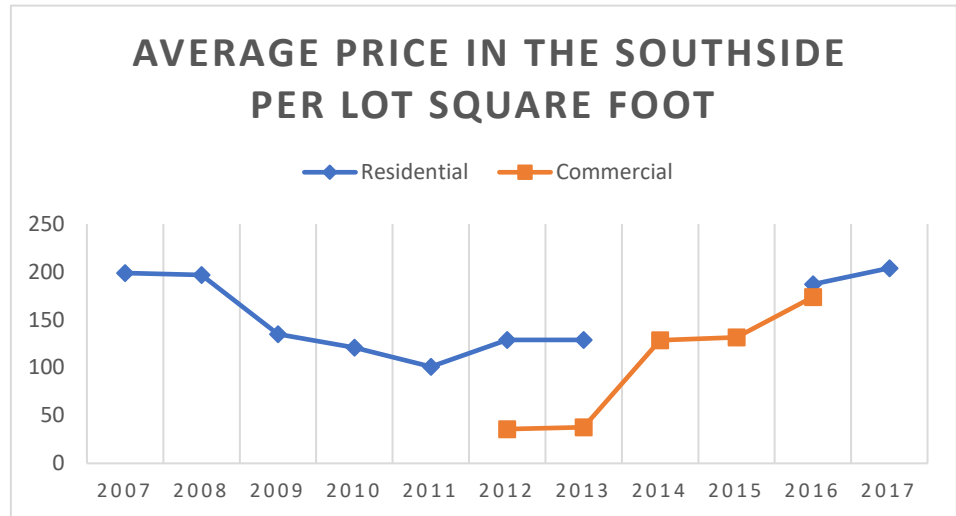
## The Regional Plan, Future Growth, and Community Character

The Regional Plan's vision for Flagstaff and the surrounding area is to embrace the "region's extraordinary cultural and ecological setting on the Colorado Plateau through active stewardship of the natural and built environments. Residents and visitors encourage and advance intellectual, environmental, social, and economic vitality for today's citizens and future generations." In order to achieve this, the Regional Plan provides comprehensive but meaningful direction for a broad set of elements, such as Community Character, Transportation, and Neighborhoods and Urban Conservation. All the elements are meant to work together to shape the future of the community, and to support changes in land use that create a more sustainable pattern of growth.

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<sup>4</sup> The Hub was occupied after these data.

The Future Growth Illustration is a map in the Regional Plan that sets the characteristics, goals, and policies for every area of the community. The map includes area types (urban, suburban, rural, employment, and special district) and place types (activity centers, neighborhoods, and corridors). The Southside is primarily a mix of urban activity centers, neighborhood, and commercial corridors.



### Activity Centers

Three activity centers<sup>5</sup> are within or overlap the Southside Community Plan boundary: two historic urban activity centers (Five Points and Downtown) and one urban regional activity center (Sawmill). Activity Centers are the most intense and mixed use of the three place types identified in the Regional Plan. The Regional Plan states that “activity centers are vital in producing the compact urban form necessary for efficient infrastructure, transit, walkability, job creation, and protection of our natural resources.” In activity centers, compact development and walkability are emphasized and their character and densities vary by whether the activity center is urban, suburban, or rural. Each activity center has a commercial core, which is defined as “the most important location for placemaking in each activity center.” The commercial core encourages commercial, mixed use, and high-density residential development, as well as bicycle, pedestrian, and transit opportunities. The pedestrian shed of the activity center is an area within a 5-minute walk of the commercial core (about ¼ mile) and supports medium- to high-density development and a transition of the activity center and the surrounding neighborhoods’ character.

Activity centers are intended to have unique and distinctive characters that blend the old and new. Given the unique character of the Southside, the challenge for neighborhood character is style, massing, and scale of buildings that bring compatible infill and redevelopment to the historic district and surrounding area.

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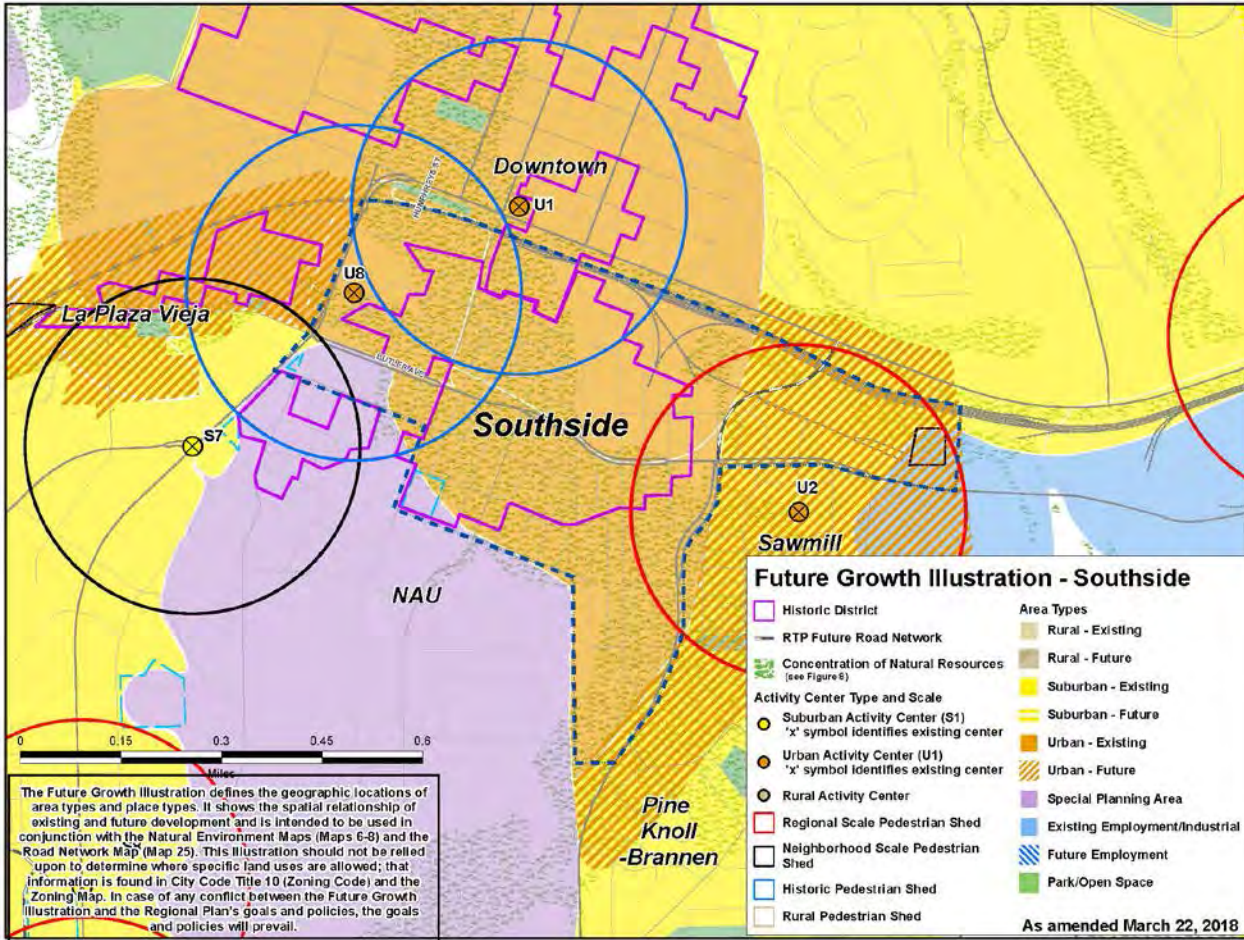
<sup>5</sup> There is a fourth activity center located at Route 66 and Milton Road that is within a quarter mile of the Drury Inn. However, the Drury Inn faces the historic activity center at Milton Road and Butler Avenue (Five Points). The proximity and orientation of the Drury Inn creates a stronger connection with the historic activity center and therefore the nearby suburban activity center is not considered further in this analysis.

Of the 217 acres that comprise the Southside community, 125 acres are within one-quarter mile of an activity center. There are three scales of activity centers in the Regional Plan: historic, regional, and neighborhood. The Southside's commercial core is defined by the historic and regional activity centers that overlap the specific plan's boundaries.

Not all of the areas within this quarter mile are appropriate to apply the maximum intensity and density of redevelopment supported by the general language of the Plan because historic resources must be considered. The north and west areas of the Southside community are primarily the historic activity centers. According to the Concept Plan of the High Occupancy Housing (HOH) Specific Plan (HOH Plan), historic activity centers are meant to preserve historic resources while allowing for infill and redevelopment appropriate to the historic context. Both of these activity centers overlap the Southside and the two related National Register historic districts. Within these activity centers, larger mixed-use infill is meant to be limited to the frontages of the commercial corridors between Butler Avenue and the railroad. The Phoenix Avenue and South San Francisco Street corridors are the best representation of the intended form and function of the historic commercial core. Historic buildings are adaptively reused, and newer buildings compliment the historic buildings in terms of architecture, materials, bulk, mass, and scale. Newer buildings can be slightly larger or have variations of local architecture, especially in an area like the Southside that has such an eclectic mix of frontage and building types. However, newer buildings should not replicate historic buildings, but they should not overpower or dominate the historic landmarks. South Beaver Street and Mikes Pike have opportunities in the form of parking lots and vacant or underutilized lots to develop a compatible pattern of old and new buildings.

Within these activity centers, however, the newest buildings and those recently proposed, including the Hub and the Country Inn and Suites, have modeled their scale and architecture on the Drury Inn and the High Country Conference Center rather than nearby historic buildings. This has been possible due to existing property entitlements that far exceed the one- to two-story character of historic buildings in this area. Compatibility with the historic district and its resources is a multifactor analysis. It is not just the size of a building or its form that determine compatibility but how all the elements of buildings old and new fit together within the context established for the historic district. For instance, most of the large footprint commercial or civic buildings over two stories in the Southside use native masonry and stone for their exterior material. The Hub used wood siding on the upper stories and the Country Inn and Suites used modern metal panels as a primary exterior material. The size of the buildings would have been more compatible with the historic district if the materials would have been heavier and their placement on the building more traditional.

## Future Growth Illustration in the Southside Area Boundary



The Urban Regional Activity Center located at Sawmill near the corner of Butler Avenue and Lone Tree Road allows for a much larger scale of development. The area is largely industrial due to a new urban neighborhood that developed over the last 15 years on the site of the former Flagstaff Sawmill. This area has employment opportunities in services, manufacturing, and public safety, and provides space for many of the community's entrepreneurs to start and expand their businesses. Even though the Regional Plan states that industrial uses are not appropriate in urban activity centers, this area of Flagstaff may be an appropriate location for an exception. Due to the Concept Plan and policy changes made through the HOH Plan, this activity center's pedestrian shed and the Southside Historic District at the parcel level no longer overlap, even though there appears to be an overlap in the one-quarter mile radius displayed on the Future Growth Illustration (see Concept Plan of the HOH Plan for details). This change was intended to distinguish direction for a historic urban neighborhood from an emerging regional urban activity center. This activity center is expected to go through a major transition when the Lone Tree Overpass connecting Butler Avenue and Route 66 (bypassing the railroad) is constructed. One of the changes is that the City will own a portion of the area and will be creating an overpass with access roads that will reshape the commercial and residential access through this area. The disposition and future use of any land acquired has not yet been determined.

Table 2: Characteristics of Activity Centers from the Flagstaff Regional Plan 2030

Area-Place Type	Acres in the Southside	Percent of Neighborhood	Acres in Historic Districts	Density	Intensity	Other Key Characteristics
Historic Urban Commercial Core	31.7	15%	13	<p>For Historic Activity Centers, consider the vision, goals, and policies for Downtown [includes Southside] and Community Character first. Then incorporate any information from Urban Neighborhood and Activity Center goals and policies and the tables describing Urban Activity Center Characteristics.</p> <p>In historic neighborhoods, the activity center is anchored by historic buildings, and new buildings in the pedestrian shed mimic historic building types and patterns. They are well-designed for the purpose of maintaining a unique sense of place and to attract the residents/clients desired.</p>		
Regional Urban Activity Center (Core and pedestrian shed)	46.5	22%	0	Residential only: 13+ units per acre; Residential mixed-use: 8+ units per acre.	Floor area ratios (FARs) of 1.0+ higher range of intensity closer to the commercial core of activity centers and corridors.	Minimum two stories within a commercial core of an activity center and on an urban commercial corridor. Industrial not appropriate for urban context.

## ***Commercial Corridors***

The largest commercial corridors in the Southside neighborhood are Milton Road and Butler Avenue. However, the character of these corridors is very different when it comes to land use. Milton Road has been a functional commercial corridor for over 80 years as part of Route 66. As a result, it is dominated by auto-oriented businesses.

Butler Avenue is a road connection that was made through the existing neighborhood along what had been Clay Avenue in the 1980s. Between Elden Road and Beaver Street, Butler Avenue has few commercial enterprises that are oriented towards the east-west corridor. Most of this portion of the corridor has residential buildings turned to face the north-south cross streets with a landscaping buffer between residences and a road that includes large trees and pocket parks.

Phoenix Avenue, Mikes Pike, South Beaver Street, and South San Francisco Street form the neighborhood commercial corridors. These two-lane roads support smaller-scale commercial businesses with bustling street and night life and early morning coffee stops. They have intermittent street trees and unique street furniture, and where the sidewalk is wide enough, sidewalk cafes and outdoor seating are common. Commercial buildings on these streets typically have high historic integrity and are in good or excellent physical condition. Some of the historic hotels have been converted to provide multifamily housing.

## ***Urban Neighborhood***

The historic activity center transitions directly into an Urban Neighborhood that blends the characteristics of a pedestrian shed and a neighborhood. This blending of features is why no pedestrian shed is mapped for the historic activity centers in the Southside. The Southside's urban neighborhood allows for small-scale commercial services, retail, and restaurants scattered throughout a medium- to high-density residential area. These neighborhood commercial spots are valuable assets that were recognized in the survey of neighborhood residents. Even former commercial buildings that have been adaptively reused as housing are important character elements of the neighborhood's fabric.

Table 3: Characteristics of the Southside Neighborhood areas from the Flagstaff Regional Plan 2030

Area-Place Type	Acres in the Southside	Percent of Neighborhood	Acres in Historic Districts	Density	Intensity	Other Key Characteristics
Existing Urban Neighborhood	128.3	59%	78.1	8 to 29 units per acre. Increased density within the ¼ mile pedestrian shed. In established Historic Districts, consider the scale and context of historic resources when establishing new property rights.	Intensity within established Historic Districts and Historic Neighborhoods is similar to historic structures within one block of the site.	A variety of rental and ownership opportunities are encouraged. Affordable housing is highly valued in urban neighborhoods.
Future Urban/ Existing Suburban Neighborhood	7.2	3.3%	0	8 to 29 units per acre.	FAR of 0.5 + for new urban neighborhoods	Industrial not appropriate for urban context.
Future Urban Neighborhood / Existing Employment <sup>1</sup>	3.3	1.5%	0	8 to 29 units per acre.	FAR of 0.5 + for new urban neighborhoods	

<sup>1</sup> Over half of this area is owned by the City for stormwater improvements associated with the Rio de Flag flood control project. Therefore, the effective area of Future Urban/Existing Employment is less than two acres.

The residential character of the historic urban neighborhood is varied. Though the appearance of much of the neighborhood leaves the impression of single-family cottages, most lots have two or more units. Many single-family homes have been converted to duplexes through interior remodeling. Figure 8 shows an example of the figure and ground pattern of a sample of average lots throughout the neighborhood.

Small apartments and duplexes have been scattered throughout the Southside neighborhood since the 1970s. Before that time, boarding houses for mill workers and shepherders were common alongside

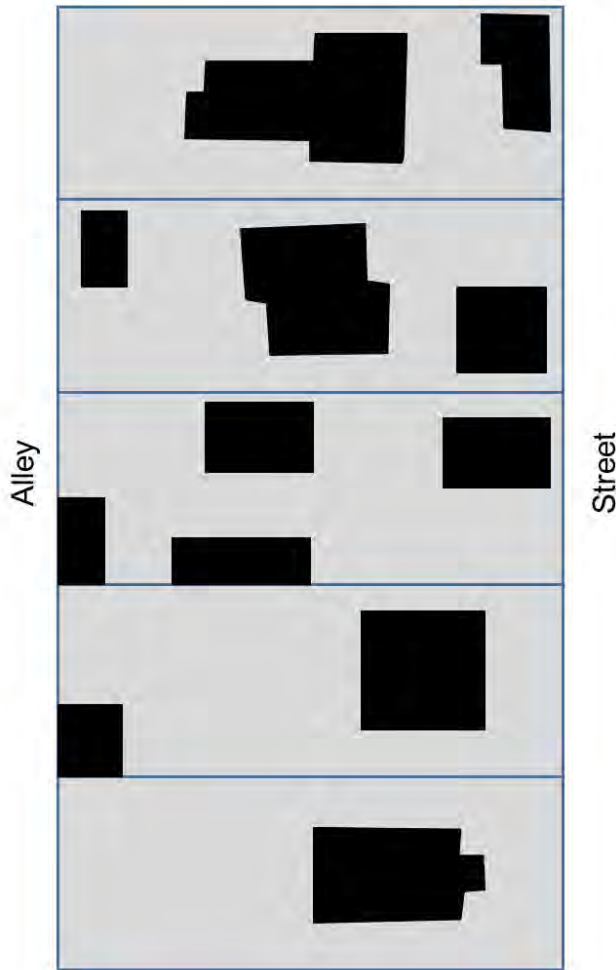


Figure 9: Example of patterns of residential lots in the Southside

single-family homes. After the adoption of the 2011 Zoning Code, the neighborhood experienced another phase of residential infill along O’Leary Street and Fountaine Street. Single-family homes were demolished in favor of duplexes and triplexes. What made these small-scale infill projects unusual is that they were constructed for NAU students rather than traditional family households. Most of the units were built with four or more bedrooms with an equal number of bathrooms. As a result, their rental rates were unaffordable to a typical family. This new type of infill also took advantage of reduced parking requirements in the transect code and conventional parking requirements that were designed for typical family households. Parking overflow from these units was a frequently cited negative impact of infill development, especially on Fountaine Street which lacks the curb, gutter, and sidewalk that typically defines and organizes parking locations.

Students from NAU have lived in the Southside throughout the entire history of the neighborhood. Several periods of changes in the built environment have resulted from their influence. According to the Coconino County Assessor’s data, throughout the 1950s and

1960s, families added secondary rental buildings or accessory dwelling units for family members and students on small lots. In the 1960s and 1970s, medium-sized apartments were developed, and hotels were converted to apartments. The most recent development of housing for students, however, has been more intense and resulted in larger buildings than the changes seen in the 20th century.



Figure 10: Examples of infill housing built in the 2010s in the Southside

“Studentification,” a term coined by Dr. Darren Smith, is one term used to describe this phenomenon. Though the Southside has provided student housing for the last several decades, the most recent wave of housing has been built specifically for students. Physical changes in the environment are following the market trend of creating student-specific housing for university markets. Communities like the Southside are selected by student-housing developers because of the housing consumption preferences of university students which include larger bedroom dwelling units with separate bathroom facilities for each resident, a preference to be in close proximity to campus, and a trend towards higher amenities for this housing type (Kinton et al. 2018). The research notes that increased social conflicts and the loss of elements that add quality of life to the urban environment can be observed as this process takes place.

## High Occupancy Housing Specific Plan

Local governments throughout the U.S are working to enact policies that address the challenges of this trend. In Flagstaff, the High Occupancy Housing Specific Plan (HOH Plan) was adopted in March 2018 in order to provide a path forward for policymakers.



Figure 11: The Hub from Mikes Pike

The High Occupancy Housing Specific Plan defines future urban patterns for very high density and mixed-use developments. It was developed in response to community reaction surrounding some of the larger mixed-use buildings that were proposed between 2014 and 2018. In particular, the Hub at Flagstaff located between Mikes Pike and Milton Road was a much larger-scale building than what was imagined during the revision of the Flagstaff's

Zoning Code in 2011. The major concern was that the new buildings were incompatible with historic neighborhoods and were under-parked. The HOH Plan outlines policies and strategies to update City codes and policies, adjust incentives, and create more compatible designs for larger buildings. Although the HOH Plan has not yet been fully implemented, the consequences of these developments for the Southside neighborhood weighed heavily in the development and consideration of these policies and strategies.

The HOH Plan allows for small-scale high-occupancy housing in the historic activity centers, which have a limited scale but allow for an increased number of people living within a footprint that is slightly larger than the surrounding development. It also allows for large-scale high-occupancy housing in regional activity centers.

Some of the strategies from the High Occupancy Housing Specific Plan that would most impact the Southside include:

- Replace the rooming and boarding permit with a standard for the maximum number bedrooms per acre;
- Adjust parking regulations based on bedrooms per unit;
- Lower the building height in the conventional Community Commercial (CC) zone to 45 feet;

- Establish design standards to beautify buildings that are elevated above the Rio de Flag and Clay Avenue floodplains;
- Recalibrate the mapping, development standards, and building characteristics for T5 and T6 to better reflect the illustrations for historic activity centers; and
- Create a conditional use permit (CUP) that looks at transportation, nuisance, public safety, and lighting for mixed-use buildings.

City staff anticipates that the Planning and Zoning Commission and the City Council will likely consider these changes to the Flagstaff Zoning Code in 2020.

## Zoning and Land Use

The Zoning Code tells a property owner what uses the owner is entitled to and what uses or rights require a decision by the City Council or Planning and Zoning Commission. The Zoning Code includes a map that sets boundaries for districts that have different regulations. The Southside Community Plan area has both conventional or Euclidean zoning categories (residential, commercial, industrial) and an alternative transect zoning that focuses more on the form and pattern of buildings rather than the uses. The optional transect zoning can be elected by property owners administratively.

The Landmark Overlay is the only overlay within the Southside Community Plan area. Three properties have adopted the Landmark Overlay in the Southside so far to protect historic resources on the properties. For information on landmark overlays in the Southside, see the Heritage Preservation section.

### Conventional Zoning

The current pattern of conventional zoning in the Southside was adopted in 1972, and while the standards and uses have been adjusted over time, the map of these zones is essentially the same. The area along and between South San Francisco Street and Beaver Street and the area along Mikes Pike and Phoenix Avenue are primarily commercial. The surrounding area is zoned high-density residential and east of Elden Street is primarily zoned light industrial. However, this system of separated land uses was imposed on a neighborhood that was already a successful mixed-use community and, therefore, commercial and residential uses are grandfathered in throughout each zone. This adds to the vitality and economic vibrancy of the neighborhood.

Table 4: Area by Adopted Zoning Category within the Southside

Zoning Category	Acres	Percentage
Commercial Service	14.0	9%
Community Commercial	24.5	16%
Highway Commercial	8.8	6%
High Density Residential	52.0	34%
Light Industrial	41.7	27%
Public Facility	9.2	6%
Transect Zone	3.8	2.5%
Total acres (minus right-of-way)	153.9	

The three largest conventional zones in the neighborhood are Community Commercial, High Density Residential, and Light Industrial. Commercial Services, Highway Commercial, and Public Facilities together make up less than 20 percent of the Southside community. As of 2019, the transect zones have only been adopted in 2.5 percent of the land area within the neighborhood (see Transect Zones heading for more information).

Community Commercial (CC) zone is intended to provide for commercial services within established neighborhoods. These areas provide dispersed commercial services and retail and a variety of housing choices. This is the only commercial district that allows single-family homes and duplexes by right on lots less than 9,000 square feet. CC zone allows a 60-foot maximum building height,<sup>6</sup> small setbacks, and a Floor-to-Area Ratio (FAR) of 2.5. A proposal based on the 2018 High Occupancy Housing Specific Plan is currently pending to



Figure 12: Example block of Community Commercial in the Southside

amend this zone’s height standards and reduce the maximum building height to 45 feet. The City Council and Planning and Zoning Commission will be reviewing this proposal in 2020.

<sup>6</sup> All building heights include an additional 5-foot allowance for pitched roof slopes.



Figure 13: Example block of High Density Residential in the Southside

High Density Residential (HR) zone is intended to provide for residential densities of 10 to 29 dwelling units per acre. This zone is intended to provide an environment having maximum living amenities on-site while providing affordable housing, residential design flexibility, more efficient use of open space, and better separation of pedestrian and vehicular traffic. This zone allows affordable<sup>7</sup> and planned residential development that allow for higher densities. HR zone allows a 60-foot maximum building height, has moderate setbacks, and a maximum lot coverage of 50 percent. In the Southside, HR properties in the Southside are small lots with a single-family house or duplex in the front and one to four small units located to the rear of the property. A handful of apartment buildings are also included.

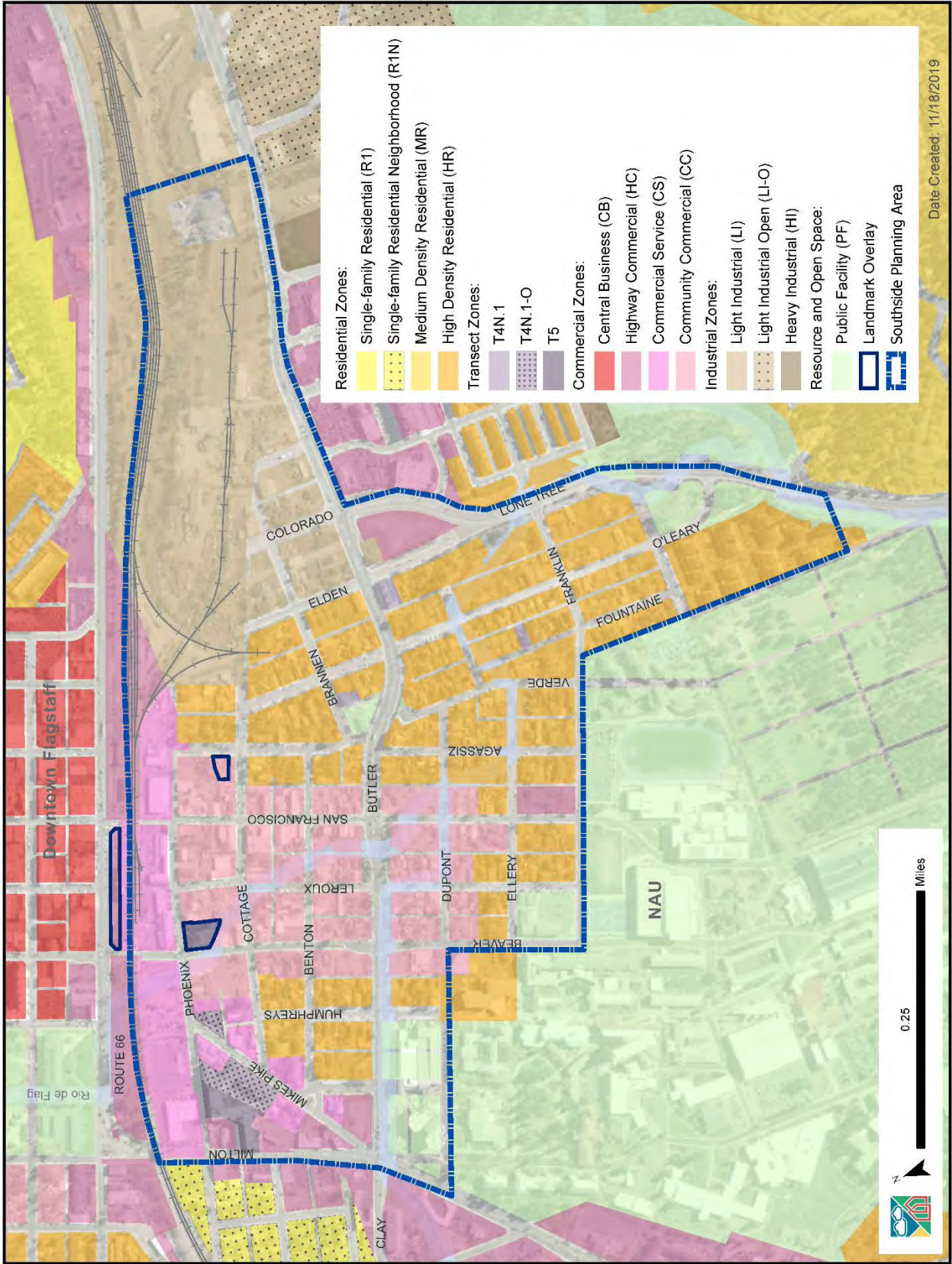


Figure 14: Example block of Light Industrial in the Southside

Light Industrial (LI) zone is intended to provide clean and quiet industries in proximity to commercial development, including manufacturing, warehousing, and related uses with limited and screened exterior storage. It allows for very limited residential uses within the district, but in the Southside, several single-family homes preexisted this zoning and were allowed to continue as a nonconforming use. The setbacks in Light Industrial are larger and the maximum building height is 60 feet. The intensity for most uses is 1.5 FAR and 2.5 to 3.8 for commercial uses of retail, office/lodging, heavy retail/service, and general services.

<sup>7</sup> In the context of the Zoning Code statement of intent, “affordable” is used broadly to describe market rate units that are affordable to an average household. Affordable Housing is also a formal term in the Zoning Code that is used to describe housing that has a legal mechanism such as a covenant or deed restriction to ensure its continued affordability. In this case, the former is intended.

# Adopted Zoning



## Transect Zones

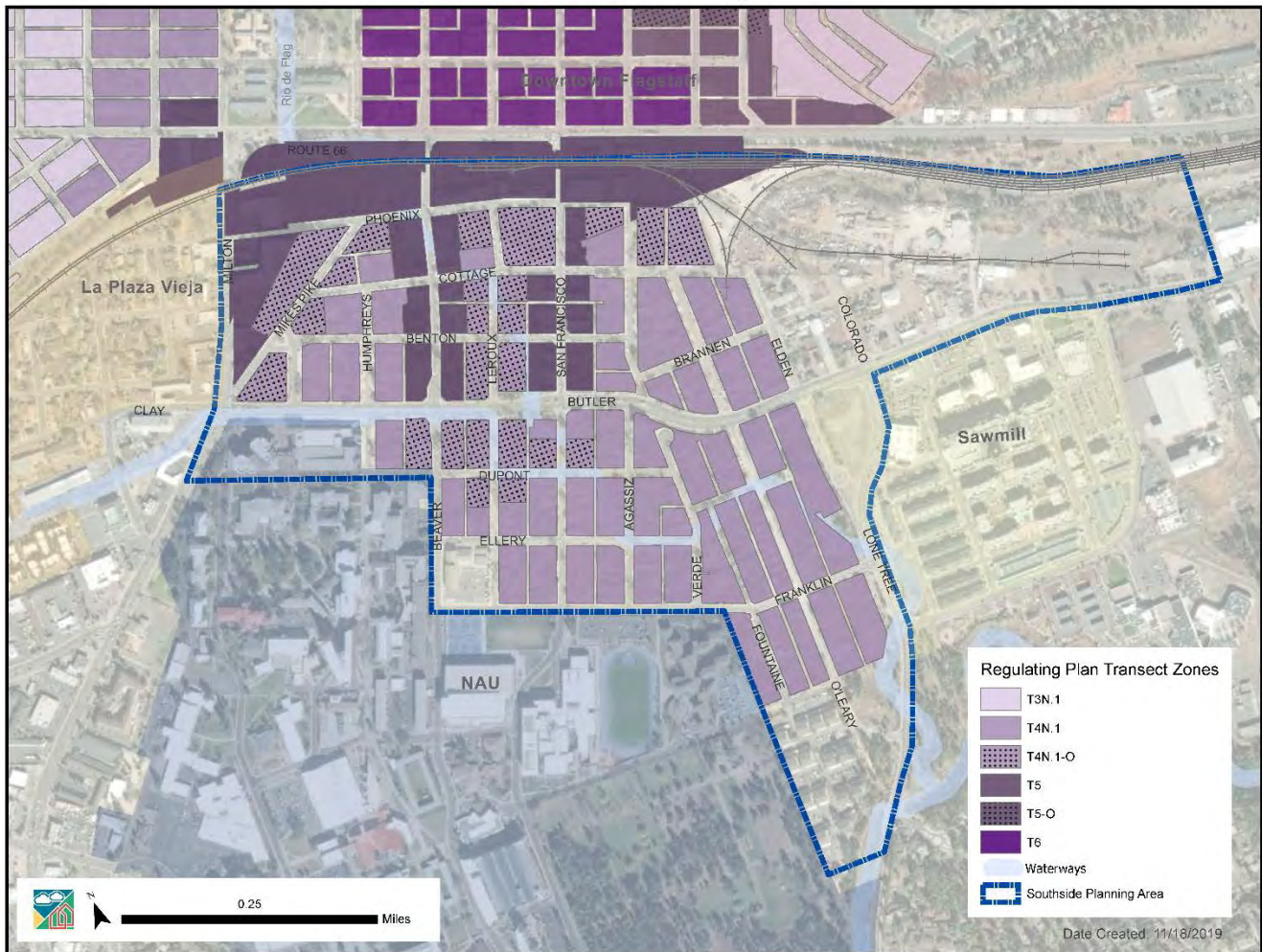
Transect zoning, also known as the form-based code, was added as an alternative for property owners in central Flagstaff, including the Southside, in 2011. The transect zones are an alternative to conventional zoning, and in order to elect it, the owner must waive their rights under the conventional zones, such as Community Commercial (CC) or Central Business (CB). To date only 3.8 acres across seven properties have elected into the transect zoning. This is only 4 percent of the area within the Southside that could elect this zoning by waiving their rights to the underlying zoning and moving their property into the transect code standards and guidelines. This form-based code is intended to deliver more compatible building types that are calibrated to the community.

When the transect zoning was developed for Flagstaff, the buildings selected to develop and calibrate the setbacks, frontage, types, building forms, etc. lacked samples from south of the railroad tracks. As a result, the building types allowed in Flagstaff’s Transect Code missed several building types in the Southside and some of the building and frontage types were calibrated using only buildings on the north side of the tracks. In addition, the intent of the transect zones and the drawings that describe compatible development do not accurately reflect the scale of buildings that could be developed using the standards in the text. Based on the findings of the 2018 High Occupancy Housing Plan, these zoning categories need to be revised to increase their compatibility with the Southside’s historic character. The character in the Southside is partially defined by diversity and lack of uniformity, which makes the creation of guidelines for compatibility of future development challenging. Some issues with the Transect Code’s calibration were identified in the High Occupancy Housing Specific Plan.

Table 5: Adopted and Available Transect Zoning in the Southside

Transect Zoning	Acres with transect zoning adopted	Acres with transect zoning available	Percent of available area with adopted transect zoning	Building Types Allowed
T4N.1	0.6	50	1.09%	Apartment Building, Apartment House, Bungalow Court, Duplex (Stacked, Front-and-Back, Side-by-Side), Carriage House, Courtyard Apartments, Single-Family Cottage, Single-Family House, Triplex (Stacked), Townhouses
T4N.1-O	1.6	18	9.0%	All types allowed in T4N.1 plus a Live/Work building type
T5	1.6	27	6.0%	Commercial Block, Live/Work
Total	3.8	95	4.0%	

## Transect Zoning



The T5 Main Street zone “provides neighborhood-serving commercial and retail uses in a main street form, and provides a variety of urban housing choices, typically in smaller units.” It runs along major commercial corridors of South Milton Road, South Beaver Street, South San Francisco Street, and the area between the railroad and Phoenix Avenue. This overlaps the historic activity centers’ commercial core and has been used twice in the last eight years. The Hub’s Milton Road façade was developed as a new T5 frontage type and it is larger than the historic context of the commercial corridors in the Southside. The plate height of the first floor (how tall the first floor is) required in the T5 zone is larger than typical historic buildings, which generally have a shorter floor and sill above for signage in their shopfronts. While, the T5 standards have been used to allow for a greater mix of uses at the Dubeau Hotel, this building is not representative of the T5 standards because the sign and buildings are also protected by a Landmark Overlay. Another issue with the T5 zone as applied within the Southside is that it does not allow for one-story commercial buildings even though it is the predominant pattern of commercial buildings in the Southside.

An example of an appropriate T4N.1-O area that provides such a transition is the properties on east and west sides of South Mikes Pike, south of West Phoenix Avenue, between the T5 area of The HUB (The Jack) that abuts South Milton Road and the T4N.1 zones to the east of the property's that abut South Mikes Pike. Along major commercial corridors, T4N.1-O is located behind T5 and abutting smaller commercial corridors. This zone was recently modified to remove the Commercial Block building type, which was replaced with a modified Live/Work building type. However, other modifications to calibrate the T4N.1-O to the Southside may include updating frontage types, adjusting plate heights, and mimicking architectural details and materials is desired.

The T4N.1 Neighborhood zone is intended to provide walkable urban areas while allowing such areas to evolve with the integration of small building footprints and medium density building types. While residential is the primary use type in the T4N.1 zone, home offices and small neighborhood supporting uses, such as music classes and artist studios, are encouraged in ancillary buildings to further reinforce the walkability of the neighborhood. In the Southside, some historic buildings that are currently residential have commercial storefronts. While new buildings should not mimic that pattern, it is important that the buildings that have these characteristics do not need to alter their frontages in order to use the other property benefits of the transect zoning.

**Southside Average Age of Buildings by Half-Block**



## Town-Gown Relationship

Northern Arizona University (NAU) is the Southside's southern neighbor with its campus stretching to I-40 and a little beyond. Established in 1899, NAU has a current enrollment of approximately 20,000 students on the Flagstaff campus. In a city with a population of almost 75,000, NAU has a major presence just in terms of sheer numbers. The university provides the city an acclaimed institution for higher learning and a source of employment.

Beaver Street and San Francisco Street are the two north-south streets that connect NAU to Southside. The connections are a little challenged by Beaver and San Francisco Streets being a one-way pair. In addition, Beaver and San Francisco Streets are the mixed-use streets in Southside and are a dining and entertainment destination for students and faculty at NAU. Franklin Street forms an edge between NAU and Southside that is porous in places – especially near Beaver Street. But towards the eastern parts a tall fence clearly demarcates the two areas. In addition, Franklin Street is the only street connecting NAU and Southside to the Aspen Place-Sawmill mixed-use development to the east of Lone Tree Road.

Because of its proximity to NAU's campus, NAU students rent housing in the Southside. The neighborhood "feel" and the ability to have community off campus are appealing to students. This has resulted in an increase in the number of houses owned or redeveloped for investment purposes in the Southside. It also has led to parking and noise or nuisance issues. NAU and the City now have an Off-Campus Neighborhood Liaison and run a joint welcome event that involves door-to-door visits with students and neighbors to raise awareness of community issues and concerns. The intent is to build a raised awareness of civic engagement with students living off campus and to foster better relationships with neighbors throughout the Southside and the La Plaza Vieja neighborhoods. These programs require a continuous investment from the City, NAU, and the community because of frequent turnover in student housing units. Messages and information must be shared every year at a predictable time in order for these programs to maintain their effectiveness.

NAU and the City engaged the Flagstaff community in a dialogic process called "Growing Pains" from 2017 to 2019. This process created forums to discuss emerging and ongoing issues of community relations and the university. The City and NAU continue to coordinate outreach strategies and resources in order to respond to the concerns that are raised through these and other community forums.

## Business and Live/Work

Southside has always been a walkable mixed-use community. The Southside is home to 68 unique businesses ranging across a variety of commercial sectors. The two primary business sectors in Southside are accommodation and food services, and retail trade. Other business types and subsectors include arts, entertainment, recreation, automotive services, construction, finance and insurance, manufacturing, personal care services (beauty salons and parlors), real estate, and transportation and warehousing. *Figure 14* illustrates the area’s commercial composition. The Flagstaff Visioning survey found that 50 percent of respondents consider the dining and entertainment options in the Southside to be an asset for the community, either as an opportunity for personal time or for employment.

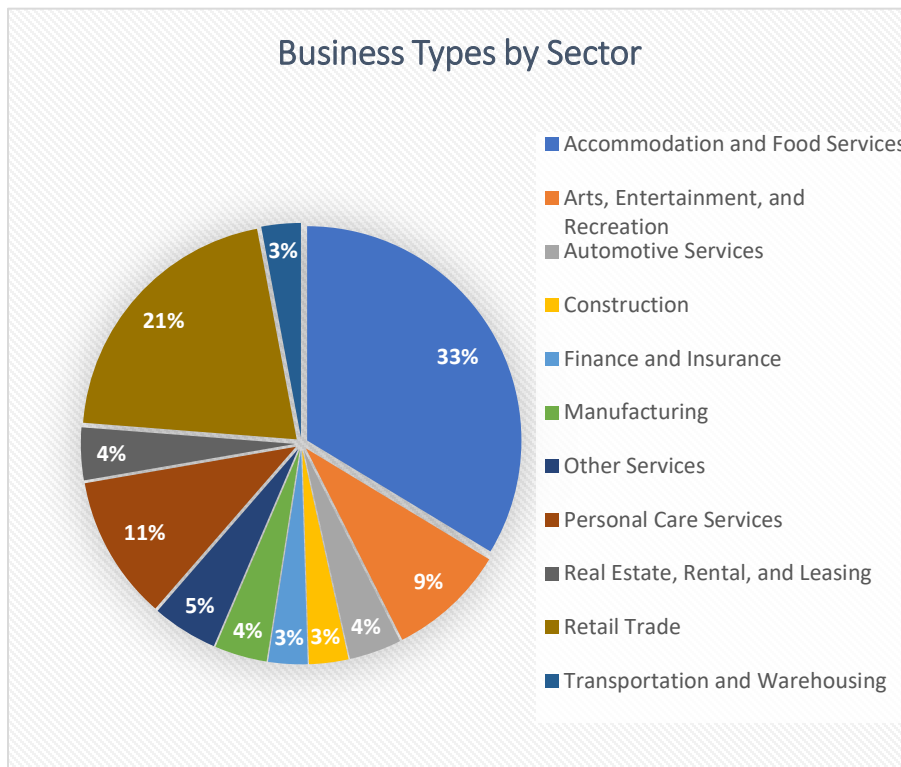


Figure 15: Business Types by Sector chart

Over the last 10 years, businesses providing dining and entertainment options have created a neighborhood and community destination on South San Francisco Street, South Beaver Street, and Phoenix Avenue. Based on a 2018 survey of 37 business owners or managers in the Southside, 71 percent of surveyed businesses rated “expected future vibrancy” as very important and another 12 percent rated it as important. Businesses in the neighborhood value the growing customer base and 77 percent of surveyed businesses rated “potential for improvement” as important or very important.



The gas station at South San Francisco Street and Butler Avenue and the Cornish Pasty are the only commercial chains in the Southside. The overwhelmingly majority of Southside businesses are small and/or locally owned, affirming the uniqueness of the community's commercial character. The authenticity of Southside is viewed by business owners and the community at large as one of the area's greatest assets.

Additional areas for improvement to the business environment in Southside can include dark sky compliant enhancements to street and sidewalk lighting to ensure people feel more safe at night and to encourage them to explore all the area has to offer, as well as increasing the safety of crossing Route 66 and the railroad tracks to encourage integration with the Central Business District. Businesses also mentioned the need for wayfinding from the Downtown to Southside businesses as a desired feature.

According to the Southside Business Survey, the business community would like more unique events programmed in the neighborhood to enhance its appeal as an expressive, diverse, and welcoming community in the heart of Flagstaff. Second Saturdays was one idea developed by a business owner for a future event that could increase the vibrancy of the commercial corridors without taking away from Downtown.

## Location

Southside's central location between Downtown and NAU make it a convenient place to live and do business. However, residents and business owners have also noted that improvements can be made in marketing the neighborhood's existence as part of a unified commercial area with the Central Business District, which lies north of the BNSF tracks. This could potentially be achieved with wayfinding and visual cues to encourage people unfamiliar with the area to explore south of the tracks.

South San Francisco Street and South Beaver Street serve as the major one-way north-south arterials in Southside, respectively, channeling traffic between the Central Business District and NAU. Northbound traffic through the neighborhood on San Francisco Street is the heaviest. *Table 6* demonstrates the assortment of businesses which make-up Southside and on which streets they are located. The South San Francisco Street corridor houses many Southside businesses and is one of the vibrant commercial strips in Flagstaff.



Figure 16: Mural of historic buildings on Phoenix Avenue, inside Fratelli's Pizza

### Central Business District

Many businesses chose the Southside because of its central location and proximity to the Central Business District. Sixty-two percent of surveyed businesses rated the proximity to downtown as very important and another 12 percent rated it as important. Southside, especially north of Butler Avenue, is often perceived as an extension of downtown by visitors and newer Flagstaff residents. This perception is a contributing factor to bringing more people to Southside businesses. Some business owners feel that better connections to the north side would help their business. Others feel that the Southside has a different clientele that is less touristy than Downtown and more local as tourists are less likely to cross the railroad tracks. Some business owners also feel that the energy level on the north side does not carry over to the Southside. Others were concerned that the Southside is always a second priority to the north.



Figure 17: South Beaver Street

Other businesses chose the Southside because of the value it provided. Average rents are generally lower in the Southside than north of the tracks per conversations with business owners. Providing better connections and more attention to the Southside will likely increase rental prices. This could deter some

of the smallest-scale and neighborhood-centric businesses, which are already on the decline. Higher prices also have the ability to prevent innovation and start-up businesses that need those very cheap locations to see if their idea is viable.

One potential remedy to slow the increases in price as the Southside becomes more desirable would be to increase the supply of commercial space. Southside community members have expressed the opinion that they are comfortable with some commercial activity in all areas of the neighborhood. The O’Leary Street Market, for example, is a popular amenity within an otherwise residential portion of the neighborhood. New commercial activity would need to be done in a way that is sensitive to its surroundings.

### **Proximity and Relationships with NAU**

Proximity to NAU is an important piece to most Southside businesses’ success. Sixty-eight percent of surveyed businesses rated their proximity to NAU as important or very important. While businesses and landlords benefit from this proximity, many of the neighborhood’s residents mostly report the negative experiences, such as parking and noise complaints. Creative partnerships between the university and community non-profits and businesses could provide avenues for innovation and equity to spill out into the neighborhood. Examples of these collaborations could include community-campus startups, innovation districts, creative placemaking, and public art collaboratives (ITGA Resource Center). These types of innovation should also be viewed as a way for the residents, not just other businesses, to benefit.

### **Variety of Business**

Community members generally appreciate the variety of businesses that exist with the Southside neighborhood. This variety helps define the character of the Southside. However, many community members think the Southside has enough restaurants and bars and would like to see a wider variety of businesses that meet every day needs and attractions that appeal to more segments of the population. Being able to live near where you work, play, or do your errands is a valuable commodity. Having a broader variety with more practical business options and more amenities to be proud of would be consistent with the neighborhood’s eclectic character, and



*Figure 18: Neighborhood businesses on South San Francisco Street from the porch of a nearby home*

would likely create more consistent foot traffic which would in turn help all businesses through the “boom or bust” cycles of tourism and activity.

## **Industry**

In the past, generations of Southside residents worked at the nearby sawmill(s). Now, few “blue collar” jobs are available in the neighborhood and similar companies are closing their doors elsewhere in Flagstaff. Large-scale industrial activities were an important part of the neighborhood’s history; however, small-scale industrial activities still exist throughout the neighborhood but many former industrial workers expressed that these jobs were not available for longtime residents who worked at the Lumber Mill and SCA Tissue. Industrial-like operations, like beer and coffee production, are also sprinkled throughout the rest of the neighborhood, not limited to the easternmost part of the southside. A large-scale coffee roaster, or medium-scale microbrewery requires large equipment, ample space for production, and emits odor. These are all qualities of an industrial operation, even if they do not have the title “factory” in the building. These types of opportunities are important to the Southside community members. Many members of the community would like to see more opportunity in their neighborhood and think it would be historically appropriate and would help to balance the economy. This is true especially if the variety of craft production is diverse and serves the community directly.

The current occupants of the mostly industrial eastern portion of the Southside like their central location. For some, being centrally located is key to their success. These existing operations want to continue in their current locations. However, some Southside residents think this area is the best for new high-density residential development based on feedback from public workshops. They understand the residential demand will continue and want to preserve the character of the historic residential areas. But not all modern industry has to conflict with residential comfort. Residential uses may be compatible with food production clusters, arts and crafts manufacturing, and research and development (Cotter 2012). Zoning, and its separation of uses, essentially began as a way to keep soot and pollution out of people’s houses. But some industries have evolved from the dangerous conditions that existed during the industrial revolution of the early 20th century. Southside has an opportunity to be a leader in combining residential and business opportunities by taking advantage of the right mix of uses.

Table 6: Business in the Southside by Street, Spring 2018

Street Name	Number of Businesses	Business names <sup>1</sup>
S. Beaver St.	17	Aikido of Flagstaff; All Awards; Altitudes Bar & Grill; Beaver Street Brewery; Biff's Bagels; Brandy's Café; Custom Sound Instruments; Floral Arts of Flagstaff; Macys European Coffee House; Mountain T's; NiMarco's Pizza; OneAZ Credit Union; Rays Barber Shop; The Garden Thrift Store; The Hive; Visible Difference Art and Drafting Supply; White Flag Coin-Op Laundry
Brannen Avenue	6	Arizona Materials LLC; Bici-Mundo Bicycle Sales & Services; Flag Ice; Mayorga's Welding; TAG Automotive Repair; Vintage Off-Road
Benton Avenue	1	Agassiz Landscape Group, LLC
Butler Avenue	5	AZ Power & Lawn; Battery Systems of Flagstaff; Conoco; High Country Conference Center; Linton Real Estate, LLC
Cottage Avenue	4	Flagstaff C.S.A.; Gracie Barra Flagstaff Jiu-Jitsu & Self-Defense; The Cottage Place
Mikes Pike	8	Auto Rehab 2; Enchanted Forest Spas; Flag Tee Factor; Flagstaff Bicycle Revolution; Los & Las Apparel; Miramonte Homebuilders; Pizzicletta; The Toasted Owl Café
S. Milton Rd.	5	Brake Masters; Drury Inn & Suites; Ruff's Sporting Goods; Serendipity Investments, Inc.; VP Racing Fuels
S. O'Leary St.	1	O'Leary Street Market & Smoke Shop
Phoenix Avenue	11	ASIS; Flagstaff Express; Fratelli Pizza; Human Nature Dance Theatre & Studio; Motel Du Beau; Mother Road Brewery; Moving Management; Nomad's Global Lounge; Single Speed Coffee Café; The Pizza Patio; Zani Cards & Gifts
S Leroux St.	5	Hair Trends; Morning Dew Landscapes; Santa Fe Realty, Inc.; Spiritual Image Production, Total Eclipse Hair Design
S. San Francisco St.	31	Allstate, Asia Station; Centro Capoeira Angola OuroVerde Flagstaff; Citizen Pie; Cornish Pasty; Crinosity Body Waxing Studio; Dara Thai; Ewa's Thai Cuisine; Flagstaff Climbing Center; Grand Canyon International Hostel; Headspace Southside Salon; Historic Brewing Barrel + Bottle House; La Santisma; Levitan Investment Properties & Services; Mommaz; Morning Glory Café; Northern Arizona Yoga Center; Potion Tea & Bakery; Primo's Deli; Real Time Reviews; Sacred Ground Tattoo and Piercing; Sacred Mountain Fighting and Healing Arts; Shanti Salon; Southside Tavern; Tat-Fu Tattoo Studio and Gallery; The Annex Cocktail Lounge; The Mayor; Tinderbox Kitchen; Tourist Home All Day Café; Trenchless Marketing Agency; Woody's Old School Tattoo & Piercing Studio; Yes, Sam Studio

<sup>1</sup> Home Occupation businesses without a sign or exterior marker were not included in this survey.

## Who is It For?

Many of the long-term residents of the Southside feel that the new restaurants and businesses in the neighborhood are not for them. Some businesses are too expensive for the working class or retired neighborhood residents, and others cater to students wanting to blow off stress after a busy week. The Southside's proximity to NAU and its connection to the regional destination that is downtown make those types of establishments understandable and explain why they are likely to remain in the neighborhood. Maintaining the small scale and older commercial spaces is one good step towards supporting more entrepreneurship and small businesses in the neighborhood. A mix of businesses that cater to all segments of the population can help create a neighborhood that thrives for all members, existing long-term residents and students, and help attract professionals, craftsmen, and families.

New housing in the neighborhood is seen as more of a business activity by residents. Many property owners want to create additional units for either long-term or short-term rentals in order to generate income. Even though many of these properties are listed as rentals by the Coconino County Assessor, a family member or friend of the owner often lives on the property and helps to manage or monitor the family's investment. Maintaining and expanding these opportunities may offer a way for providing a more gradual change to the neighborhood and prevent consolidation of parcels. Allowing the property to be income producing for the existing residents may increase their ability to maintain a connection to the property and the neighborhood. Not all of Southside's long-term residents have the means to take advantage of these opportunities, but those that do can increase the value they get from their property.

In accordance with the City of Flagstaff's High Occupancy Housing Specific Plan adopted in 2018, infill and redevelopment can further support entrepreneurship and local businesses, encourage live-work opportunities, and overall contribute to Southside's longevity as a vibrant neighborhood to live, work, and visit for years to come.

## Influence of the Lone Tree Overpass on the Future of Southside

Lone Tree Road is going to extend from its existing terminus at Butler Avenue, over the railroad, and connect to Route 66 (see Transportation section for more detail). Completion of this project is expected by around 2027. From a business perspective, this extension has the potential to drastically change its adjacent land uses. Existing gravel roads that only provide access to small industrial operations may be replaced or be adjacent to a major regional thoroughfare.

All changes to the existing transportation network affect their surrounding roadways. The Lone Tree Overpass is expected to reduce traffic on Beaver Street and San Francisco Street by up to 70 percent. While the overpass may create pressure for more activity on Lone Tree Road, it may reduce the demand for through traffic on Beaver Street and San Francisco Street. Neither Beaver Street nor San Francisco Street depends on pass-by traffic in the same way that a fast food restaurant does along a freeway interchange, but any amount of reduced visibility could have an effect on the variety and type of businesses in the Southside.

Residents and business owners are excited about the potential which Southside harnesses, and it is imperative that these stakeholders are treated fairly and respectfully in all redevelopment processes. Furthermore, coordination with local residents and business owners will be critical in retaining Southside’s cultural and historic value – both of which contribute immensely to what makes the area so desirable. Exploring opportunities for funding community improvements and for developers to contribute to the existing community has been recommended through the public involvement process for the Southside Community Plan as a strategic way for long-time Southside residents to leverage their neighborhood’s value with investments in affordable housing and job training. There may be legal hurdles to implementing this idea as a requirement, but it could be pursued as a voluntary program with a defined mission that is managed by the community’s non-profits and grassroots organizations.

### Short-Term Rentals in the Southside

The existing building stock in the Southside offers much flexibility in their use. One example of the diversity in this area is the property at 114 South San Francisco Street, which is located in the heart of the neighborhood’s commercial strip. The property has four newly renovated short-term rentals, according to the description on the Multiple Listing Service in July 2019, in addition to an existing restaurant property and a third building that varies in use.



In 2019, AirDNA, a short-term rental analytics firm, rated the Flagstaff market an “A”, the highest ranking an area can garner. With average daily rates at \$184 and impressive historical occupancy rates, the short-term rental market in a bustling, walkable neighborhood such as Southside is outperforming the rest of the Flagstaff area with above-average occupancy rates and daily rents.

Figure 19: Photos of 114 South San Francisco Street, July 2019

## Public and Community Spaces

Public and community spaces can be thought of as a person's "third place." The first place is your home, the second is your work, and the third is where you spend other quality time. Third places are an important part of a strong community. They are locations where people exchange ideas, enjoy their time, engage with their community, and build relationships. They are also places where people of all social classes and backgrounds can intermingle and be equals (Butler 2016). Third places help form people's and a neighborhood's identity. They often take the form of coffee shops, bars, community centers, schools, or parks. The Southside has several private informal gathering spaces, such as restaurants and bars, and two large cultural gathering places in the Murdoch Community Center and Our Lady of Guadalupe Catholic Church. However, it is also one of the largest neighborhoods in the City of Flagstaff without a public park. A lack of public spaces is a central issue for the residents of the Southside neighborhood.

### Parks

Parks provide places for people to recreate. They also reduce crime, increase their neighboring property value, and create a sense of community (Sherer, 2003). The closest thing to a park in the Southside is the landscaped area directly west of the Murdoch Community Center. This space, however, is not an official park; it is a right-of-way remnant from when South Agassiz Street continued south. Other landscaped rights-of-way exist along both sides of East Butler Avenue between South Leroux Street and South San Francisco Street, but these spaces are often met with mixed feelings. While some appreciate the landscaping and would like to see more of these types of spaces, many others feel uncomfortable in these spaces because they feel enclosed and lack passive surveillance.

Ideally, a neighborhood should have a park within easy walking distance of every resident, which equates to an approximate 10-minute walk,<sup>8</sup> or one-quarter of a mile. A quality pocket park should ideally be less than two acres. In an urban environment, they can be as small as one acre or one-half a block. Having inviting and convenient parks in a neighborhood can help attract a wider variety of people, like families and professionals. These amenities become increasingly appealing as the neighborhood experiences infill and redevelopment, especially if new residents do not have a yard of their own.

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<sup>8</sup> This timed walk is not associated with any distance and is the standard for a "walkable" park used by the National Recreation and Park Association and the City of Flagstaff Parks and Recreation Organizational Master Plan.



*Figure 20: Pocket Park at South Agassiz Street and East Brannen Avenue*

Limited land is available for a park in the Southside neighborhood, and the City currently does not own any land within the Southside that is planned for a park. The cost of land in central Flagstaff is high, and it would be difficult to purchase and assemble enough contiguous land in the Southside to create one large park unless the land were part of a multiple use project. The City does, however, own some property in the Southside that is excess right-of-way such as the parcel along South Ellery Street or the legs of the “triangle” at Benton Avenue and South Kendrick Street. The City also has plans to purchase lots that will be needed for the

construction of the Lone Tree Road Overpass in the eastern portion of the Southside. These parcels present opportunities for future park development without the need to purchase additional land and, therefore, may be able to provide public park space more quickly.

### ***Rio de Flag***

Many members of the Southside community feel that the Rio de Flag is an underutilized space as it passes through the Southside neighborhood. Instead of a hidden space that feels unsafe and collects litter, it could become a community asset.

After the Army Corps of Engineer’s project (see Stormwater section), the existing channel will need to convey local drainage. This lower need for water capacity has the ability to free up space along the existing channel for development of public amenities that are currently prohibited. Even after a flood control project is completed, local flow may still lead to localized flooding which will need to be taken into account in planning. Parks or open space could be a good use of this land since it would prevent future damages to private property.

A major complication to the existing Rio de Flag channel, even after the Army Corps project, is that much of the channel is private land. The City does own a portion of the land on the north side of Ellery Street and a portion between South O’Leary Street and South Lone Tree Road that are large enough for public open space or park development. However, the public is concerned that formally opening up these spaces to the public will lead to more criminal activity and transient populations. The development of parks at these locations would therefore need to carefully consider public safety and crime prevention through environmental design principles.

## Community Space

The Southside neighborhood has a variety of gathering spaces that are attractive to residents throughout Flagstaff. Many of the restaurants, coffee shops, and bars help the economic vitality and blend into the culture of the neighborhood. However, they all require a fee or purchase for entry. They are not open, available, or viable spaces for all members of the community.

The Southside is a desirable neighborhood because of its central location, live/work environment, and cultural and architectural heritage. However, change is inevitable in all neighborhoods. Another angle to the common feeling that resonates throughout the Southside Community Specific Plan is that the neighborhood is losing its culture and history (see Historic Preservation and History of the Southside sections). Creating community space that is specifically geared toward celebrating the community's culture can help that culture endure, even as the built environment changes. The community's members expressed desires to see museums, monuments, and cultural centers that preserve the stories and sense of place that has made the Southside the diverse and historic community that it is.

One space that is available to the entire community is the Murdoch Community Center. Many members of the community enjoy the Murdoch Community Center, but they also feel that it could be better. Other members of the community feel that the neighborhood needs additional community space. Several of the churches also have gathering spaces for either students as part of campus ministries or for church members. These spaces are more geared towards cultural and value-based gatherings. They provide opportunities for wider community education on the cultures that founded and knit together the Southside, such as the annual Juneteenth and the Tardeada celebrations.



*Figure 22: Giant chess board in the yard of the Murdoch Center*



*Figure 23: Murdoch Center mural highlighting historic figures, buildings, and symbols of the African American community*



Figure 23: The Toasted Owl Cafe's patio (right) and The Annex's outdoor patio (left)

## Public Streets

Streets are a public asset; they are a public space, a community space, a cultural space, and are more than just space that cars traverse. A lack of public spaces is a moderate issue in the Southside business community. Another high priority for them is to improve the sidewalks and streetscapes in front of their businesses and throughout the neighborhood. However, this desire is not unrelated to the desire for gathering spaces. Instead it is to create an environment that encourages street life and to mimic successful events in the Downtown that use the streets (particularly Aspen Avenue) as temporary public spaces. The way the private property interacts with the public street can have a significant effect on the feel of the street. Quality aesthetics and interactions with private property can help activate the street, which helps it feel more like its own quality public space.

Other communities around the country have started to embrace temporary street closures as a way of building community around events like neighborhood celebrations, such as Cycloviva, which promotes active transportation, and open street events like Atlanta's Streets Alive. The Southside community has some desire to see more events happen in public areas and streets of the neighborhood. While certain ideas appear popular, other past events were met with mostly negative reactions from the neighborhood because of noise and public drinking concerns. While roads like San Francisco Street are highly desired for these events, the volume of traffic and availability of alternative routes will be a significant consideration for the City in permitting such events.

## Public Art

The aim of art is to represent not the outward appearance of things, but their inward significance. - Aristotle

The Southside has a rich tradition of public art that reflects the history and culture of the community. Currently, over a dozen murals and six three-dimensional art installations are in the Southside and nearby on NAU's campus. As Old Main and the northern part of campus are frequently used by Southside residents for walking and passive recreation, this area is part of the art realm of the community. All of the three-dimensional art is tied to or located on NAU's campus, and the murals are primarily located on buildings within the neighborhood. Unlike true public art that is rarely destroyed or deliberately concealed, if NAU decided to relocate, put in storage, conceal, or destroy any of their art, the public could not directly influence that decision. All but three<sup>9</sup> of the murals put in place in the Southside since 2010 have been privately funded, and the number of private murals grows yearly, such as a new art installation as part of the rain garden at the Murdoch Community Center. Prior to 2010, two significant public art pieces, the Gandy Dancer sculpture and Trust Your Struggle mural, were installed using public funds.

*At an address on Juneteenth 2017, Dr. Frederick Gooding Jr. from NAU spoke of arriving in Flagstaff and looking around for an African American community he could connect with. He remarked that he saw the Southside mural, created by Dr. Ricardo Guthrie, on the Murdoch Community Center wall when he was driving by and "knew where he could find a home in Flagstaff."*

In addition to the visible public art of the Southside, the first "Walk This Talk" project was installed in 2019. Although not public art, this pedestrian amenity is poised to draw more tourists with an authentic historical narrative that knits together significant historic resources and public art in the Southside. This effort, by extension, can promote businesses that preserve and share these stories. It may also eventually be a thread that connects current and future public art.

Several styles emerge from the current public art displays: folkloric art, abstract art, and magic realism. Themes of these art installations include nature, trade, cultural and ethnic representation, representations of NAU's identity, and spiritual practices.

Opportunities for public art are highly prized and the desire to see and appreciate public art as part of the walkable neighborhood experience were popular in surveys and at public meetings throughout the Southside community planning process. The Murdoch Community Center, for example, has two blank walls that could serve as future canvasses for important community murals.

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<sup>9</sup> Centennial mural, Mother Myth mural, and Greek Restaurant mural (a Beautification in Action grant project that was damaged by car and then totally removed when the structure was occupied by another restaurant).

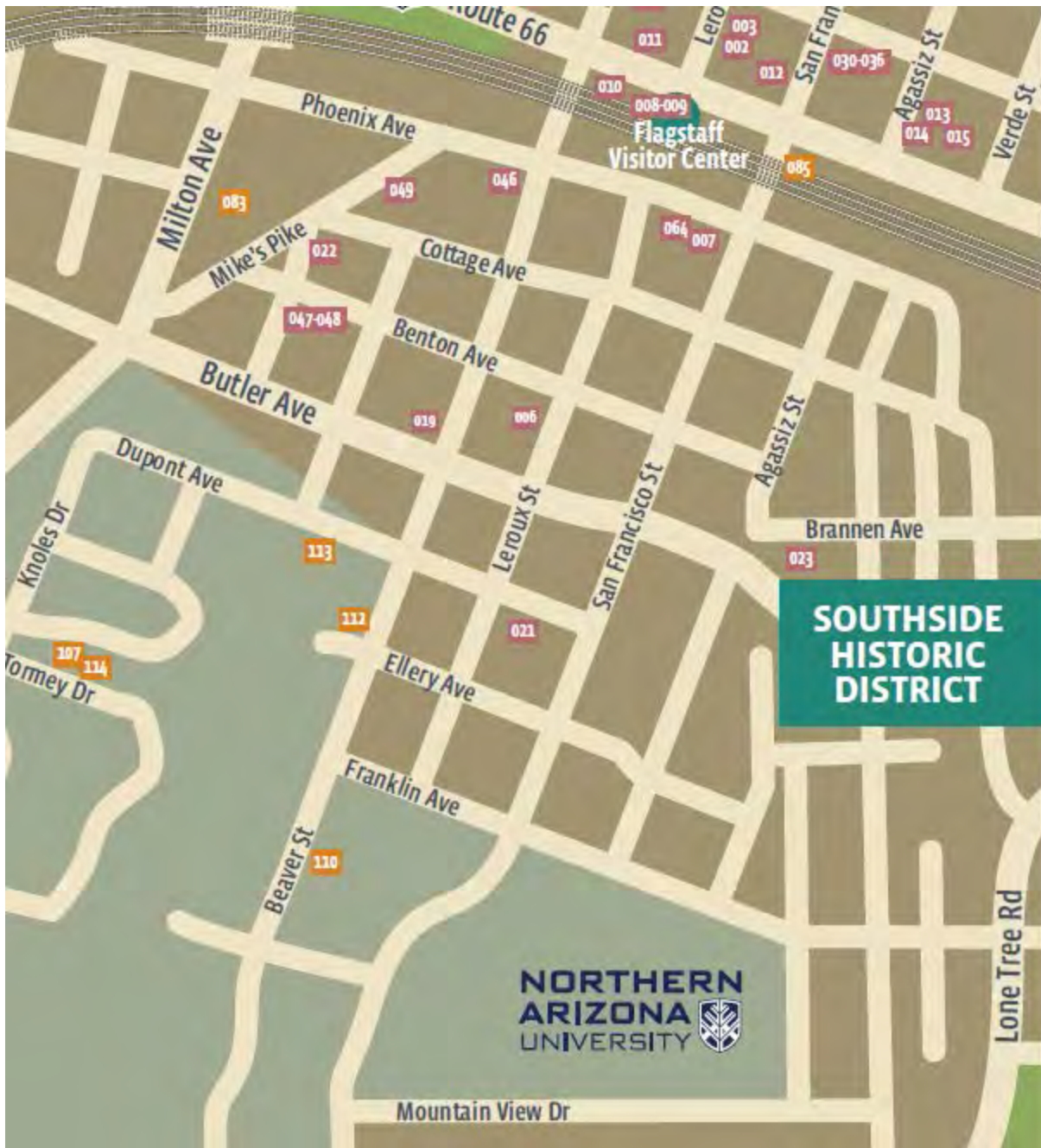


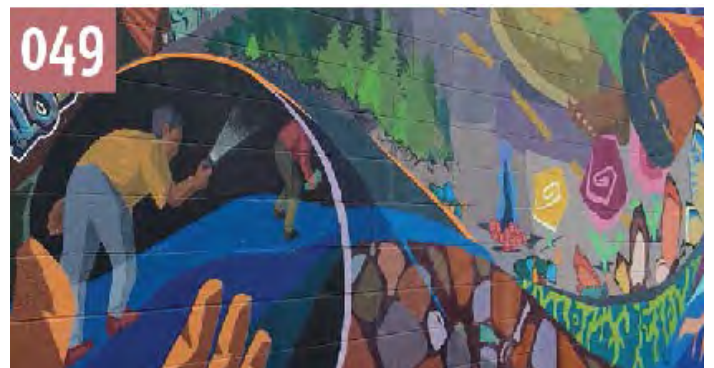
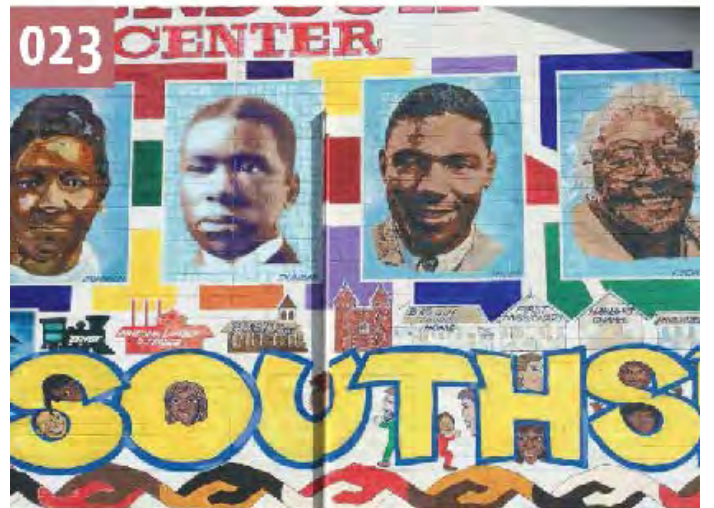
Figure 24: Map of Art installations in the Southside Community and nearby NAU campus

Credit: Discover Flagstaff, Flagstaff Convention and Visitors Bureau

Numbers on images on the following pages correspond with locations on the map.

For full details on the art installations in the Southside, visit the Flagstaff Self-Guided Art Tour Map at: <https://flagstaff.maps.arcgis.com/apps/webappviewer/index.html?id=13002a3b094a4fbda992554f85180fca>





## **Parking**

Parking is one of the biggest community concerns in the Southside. Almost 75 percent of the residents and businesses surveyed in the Southside believe that “not enough parking” is somewhat of a big issue or a big issue. Parking exists in three forms: on-site, off-site, and on-street. On-site parking takes the form of surface lots or structures that allow for development-specific parking on each individual private development. Off-site parking is public or private parking areas that serve multiple properties and businesses. On-street parking is allowed on most streets in the Southside neighborhood. These definitions are harder to apply where the public right-of-way and legal parking spaces are poorly defined because of a lack of sidewalk, and curb and gutter.

### **New Development and Private Parking**

The Flagstaff Zoning Code regulates how much parking a new development must construct on-site. These requirements are limited to the parking within the private parcel, or parcels, that are going to be developed or redeveloped. Parking in the right-of-way, regardless of proximity to the new development, is a public resource and is managed differently. See the Public Parking Management section for more detail.

The Flagstaff Zoning Code’s parking requirements are calibrated to meet the demand of historically common dwelling units. It expects each dwelling unit to be inhabited by a group or family that often shares their vehicle(s). More recently, new development and the conversion of older units in the neighborhood to allow for higher occupancy attracts groups of unrelated students who often each have their own vehicle. As a result, these dwelling units have more bedrooms per dwelling unit than traditional buildings on small lots. So, while the parking calculation for additional bedrooms assumes shared vehicles, unrelated students occupying these bedrooms often have their own vehicles.

Much of the Southside was developed before car ownership was the norm. As such, many commercial and residential properties did not create on-site parking that would meet today’s standards. Although, a lack of parking is an inconvenience, it also contributes to the character of the neighborhood. For example, in an urban neighborhood like the Southside, large parking lots or frequent driveways crossing the sidewalk do not diminish the area’s walkability. Likewise, frequent buildings close to the street and a mix of uses and building types add to the area’s walkability. In fact, “Walkable” was the third most common adjective used to describe the neighborhood during the 2018 Southside visioning survey.

The High Occupancy Housing Specific Plan analyzed the impacts and influences of different parking strategies in detail. The City is currently adjusting parking ratios for high occupancy housing at the small-, medium-, and large-scale development level to address neighborhood concerns about under-parking. Getting the balance between not enough parking and too much parking is challenging for every community. For example, providing a space for every bedroom could lead to an oversupply of parking citywide that could negatively impact the walkability and climate change objectives of the

community. Adjusting parking ratios and requirements are therefore approached cautiously and with a mindset of adapting them to changing conditions as they emerge.

A common sentiment in the Southside community is that most new development is not providing enough parking and exacerbating the neighborhood's parking challenges. Increasing challenges in neighborhood parking is often connected to new development having more demand for parking than they provide on-site. The vehicles that don't have a private space to park on-site find another parking space off of their parcel, typically in the public right-of-way. Lower parking requirements for the transect zones were implemented in order to support new buildings that followed the pattern of the historic buildings in the Southside, which also have minimal or no parking. However, some of the newer residential developments are not like the historic development patterns in many other ways, including scale and occupancy numbers, which is likely the critical difference creating negative perceptions and parking issues.

Generally increasing on-site parking requirements will lessen the demand on its surrounding off-site parking infrastructure. However, on-site parking has a large opportunity cost that must be considered. Every parking space constructed takes away space that could be used to house people or conduct business, and costs money that is ultimately paid for by the end user of the development, whether the parking space is used by the end user or not.



*Figure 25: Some local residents have posted "no parking" signs that are not allowed under State law because of mailboxes, driveways, and gates being blocked by parked vehicles*

### ***Why is there a parking issue in the Southside?***

A major source of neighborhood parking issues currently arises from residential and NAU-related parking that occurs from individuals trying to avoid parking fees on- and off-campus. This is largely due to the price difference between NAU parking permits and free or \$1 per hour parking in the Southside neighborhood.

Other parking issues come from high occupancy housing units that have parking for a typical family. Parking from these units then spills over into the neighborhood streets. This becomes a problem when the winter parking ordinance is in effect, which prohibits overnight parking. There are fewer challenges related to a low supply of on-site parking for commercial customers. The meters and 2-hour parking have made it easier for customers to find convenient parking in the commercial areas of the Southside. However, employees of these businesses have found that that is convenient to their workplace that harder to find. Employees are offered bus passes or the ability to purchase an E parking permit through ParkFlag's Employee Permit Parking Program. Both ParkFlag programs have been able to accommodate all requests for these benefits in the last two years.

### ***Why not just require more parking?***

For many decades, abundant free parking was considered a given for new development. This had an extremely detrimental effect on income equality and on the urban environment. Designing around the vehicle increases their use through a process called induced demand. When parking is abundant and traffic free moving, individuals choose to drive more, and goods and services are located to be accessible to cars and not people. The exact opposite of the Southside's character is the result. Therefore Donald Shoup, the author of the "High Cost of Free Parking," asserts that free and abundant parking is not free because the cost is passed on to the consumer through other indirect costs of the business or housing. "Free" parking is a subsidy of one form of transportation. It is a form of transportation that has a large buy-in and maintenance cost that excludes poor people, encourages sprawl, raises housing costs, degrades urban design, reduces walkability, and is the source of the City's largest carbon contribution (Shoup, 2012). Subsidizing vehicular travel above all other modes works against many of the City's general design goals and is not compatible with the City's Climate Action and Adaptation Plan. Therefore, the goal of the City's plans is not to create free and abundant parking but to manage parking in a manner that is equitable and enforceable. ParkFlag is implementing parking strategies by which the City is managing the transition from car-oriented policies to multimodal policies that can benefit more residents and manage the community's climate impact.

## Public Parking Management



Figure 26: Photo of Parking meter and signs for ParkFlag

ParkFlag was implemented in 2017 to manage public parking throughout Flagstaff, which included the Southside area. The program began by implementing parking meters and permits in the Downtown, Southside, and adjacent neighborhoods. ParkFlag installed metered and two-hour parking in the most intense commercial areas of the neighborhood north of Butler Avenue and along South San Francisco Street and South Beaver Street. The core tenets for defining a solution in developing the parking program were: "Parking is a public resource, limited resources require management, people park where its advantageous, all parking is paid for...by someone, no one should have an advantage over another." ParkFlag revenue from meters or permits is held in a separate City fund that can only be used for ParkFlag system operation and maintenance, and saving for the creation of future parking supply.

The residential streets in the Southside neighborhood have the option to opt-in to the ParkFlag residential parking management system. Long term residents in areas where on-street

parking is scarce, due to either high occupancy units or avoidance of paid on-campus parking at NAU, are frustrated by the cars that park in the neighborhood. The residential programs are designed to allow for public and residential parking to occur in an organized fashion. This is typically done on a block-by-block basis when over 51 percent of the property owners with a meter on a block fill out a petition to opt-in. ParkFlag then works with the block to decide what management system will work with that block best. Common residential systems include a mix of restricting street parking to residents of the street for half of the block and implementing a two-hour limit for the other half of the block for everyone else. None of the techniques used to preserve the availability of residential parking on a street include an option that allows for reserved spaces. The program does allow for the designations of handicap spaces on-street, which can only be used by those with a handicap placard issued by the Arizona Department of Motor Vehicles. Since ParkFlag started with managing approximately 35 blocks in the Southside, it has added another eight blocks into the system via property owners' requests. The overall response has been very positive for those that have joined the system.

Currently, 20 percent of gross revenues must be set aside in a separate fund dedicated to the acquisition of additional parking supply. This is a key provision, and for the very first time, it requires funds to be set aside for future parking facilities. Future parking supply is expected to include surface lots and parking garages.

Not everyone is happy paying for parking that they previously used for free. Twenty-six percent of businesses surveyed have no on-site parking available and another 40 percent of businesses surveyed only have parking for their customers or their employees, but not both. Because of these conditions, there is some common desire to allow free short-term parking as a mitigation for customers that want to stop briefly at a Southside business and leave the area. The logic is that it is justifiable to pay one dollar when you are planning to spend 60 dollars on a dinner or new jacket, but it is not justifiable to spend one dollar to park when you are planning to spend four dollars on a coffee or bagel; people will instead choose to buy their small item at a place that provides free parking. Some service employees have explained the strain on their take-home pay when they must pay for parking for the duration of their shift. ParkFlag has some flexibility in how it can work, but it is important to consider how every effort that takes away revenue from ParkFlag will lessen its ability to increase supply.

The incomplete street infrastructure (particularly missing curb, gutter, and sidewalk) in the Southside affects ParkFlag's ability to manage those streets. It is more difficult to define legal parking spaces when there is no curb to park against, or no defined driveway. People living in these areas became accustomed to having a reliable place to park in front of their house on the street. However, as development in the Southside intensifies, limited on-street parking spaces become more in demand and, therefore, creates a problem for existing residents that need a car and no longer have a convenient



Figure 27: Examples of missing local stormwater, sidewalk, and curb infrastructure in the Southside

or guaranteed space to store it. Another issue is that where curb and gutter have not been installed and parking demand is high, driveways, mailboxes, and meters can be blocked or crushed by parked cars. Determining where private parking areas begin versus where public right-of-way is located can also cause confusion.

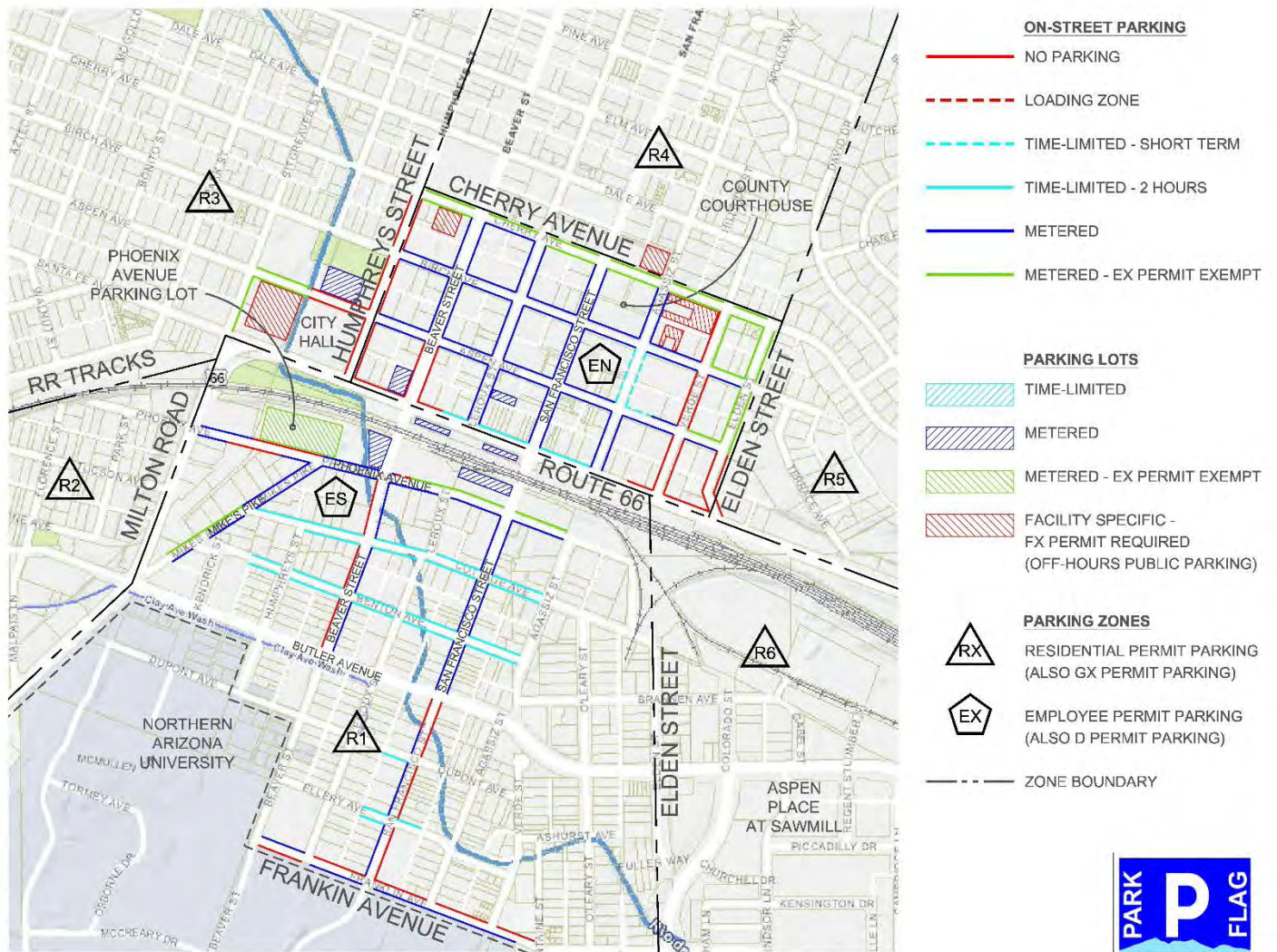


Figure 28: Map of Park Flag treatments implemented, October 2019



Figure 29: Dirt portion of East Dupont Avenue, east of the Rio de Flag channel

Pilot parking management projects have been implemented and are being evaluated for blocks that have incomplete infrastructure in the Southside. The City has the ultimate goal of completing all streets in the neighborhood with curb, gutter, and sidewalk.<sup>10</sup> However, no timeline or funding has been currently dedicated. As one of the pilot projects the Southside community has implemented as part of developing the Southside Community Plan, the City painted white lines on each side of drive aisles in order to delineate parking areas from driving lanes. While this did not permanently solve the parking issues on South Fountaine Street, it provided a tactical improvement over the previous condition and was a collaborative

solution developed with input and feedback from the residents. Likewise, the City has placed two large planters on Verde Street to delineate a driveway that was frequently blocked. A partnership with the Southside Community Association and the City's Beautification program provided plants for the planters and will be maintained and monitored throughout Winter-Spring 2020. If the partnership and materials are successful and appear to be a durable investment, then the program may be expanded before the next academic year at NAU. This experimental and collaborative approach is designed to create parking solutions that meet the tactical parking needs of the City and ParkFlag, decrease enforcement issues, and address social concerns of residents related to parking management.

## Transportation

The Southside is a central location in Flagstaff and thus has a complex relationship with the community's transportation system. The name of the neighborhood is founded in its location relative to the City's transportation system, Southside (of the railroad). Major roads also frame the east and west boundaries of much of the neighborhood: South Milton Road to the west and South Lone Tree Road to the east. Butler Avenue was constructed in the mid-1980s and cut the neighborhood in half as the road widening project demolished multiple houses and community facilities including the Dunbar School. This story is common for central neighborhoods constructed before the "automotive age." At the same time, the walkability and opportunities for a live-work community to be strengthened rely on the same transportation infrastructure.

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<sup>10</sup> All projects installing new curb, gutter, and sidewalk in the Southside will require new stormwater infrastructure, because of the focus of water flow into the street and stormwater conveyance systems managed by the City.

## Major Roads

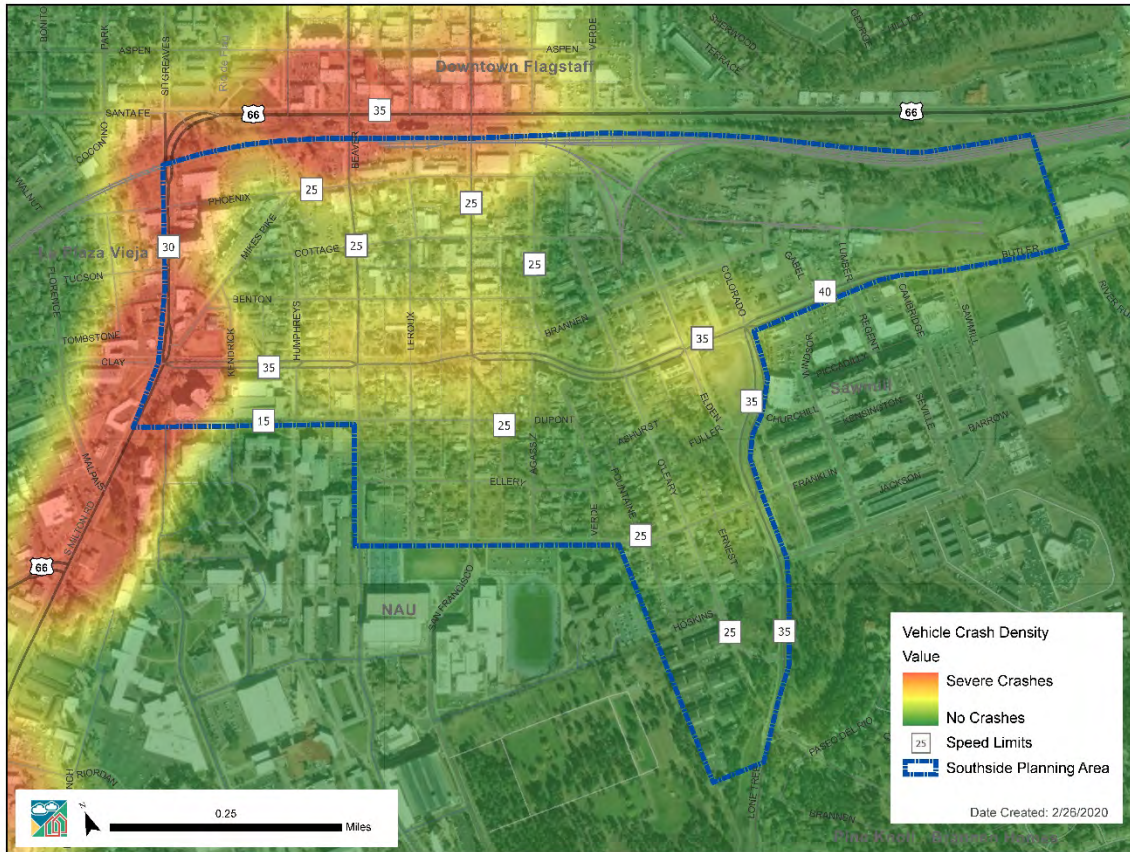
Three Major Roads bound and cross the Southside neighborhood: Butler Avenue, Milton Road, and Lone Tree Road. Major roads for the purpose of the Southside Community Plan are those that carry regional traffic around and through the Southside neighborhood and prioritize the general vehicle traffic over access to homes and businesses. The community's primary concern about major roads was improving the safety and comfort of crossing for bikes/pedestrians (70 percent of survey respondents) on major roads. Fifty-five percent of the Southside residents surveyed believed that traffic was somewhat of an issue or a big issue in the community. These arterials are carrying regional traffic through the neighborhood, and direct access to the road from neighborhood streets can be difficult during peak traffic.

### *South Milton Road*

South Milton Road makes up the west border of the Southside neighborhood. It is a major arterial road that is controlled by the Arizona Department of Transportation (ADOT). It is designated a Great Street in the Regional Plan, meaning that the community's desired condition is to create a beautified environment and walkable frontage for commercial and mixed-use buildings. However, in its current condition, most community members perceive South Milton Road as the edge of the Southside neighborhood and not a major component of the neighborhood itself. South Milton Road provides more of a barrier than a connection for vehicles and pedestrians trying to cross it to access the business services and homes within the Southside neighborhood. This perception is aided by the road's high frequency and severity of vehicle collisions compared to other arterials in the City, along with narrow sidewalks and long crossing distances for pedestrians adjacent to the Southside.

South Milton Road is under analysis by several planning efforts aimed at shaping its future. ADOT is currently working with the Flagstaff Metropolitan Planning Organization (FMPO), the City of Flagstaff, and the Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA) on a Milton Road Corridor Master Plan. Concurrently, NAIPTA is working on a Bus Rapid Transit (BRT) plan along the South Milton Road corridor with the same partners. The City is also working on changes to the Zoning and Engineering Codes that could change how pedestrian improvements and redevelopment projects are carried out along South Milton Road. These plans hope to address vehicular congestion, safety, community character, and mobility for all modes.

## Vehicle Crash Density



## Butler Avenue

Butler Avenue runs east-west through the middle of the neighborhood. It is a major arterial road owned and controlled by the City of Flagstaff. It is designated a Great Street in the Regional Plan.

## History of Butler Avenue

Butler Avenue did not always exist as the busy road it is today. The western half used to be known as Clay Avenue; it was just like the other east-west streets of the neighborhood. The eastern half was originally platted as Butler Street and offset from Clay Avenue by approximately 200 feet to the south. Butler Street provided the best connection to the east, south of the railroad, for a growing Flagstaff. In the mid-1980s, the City of Flagstaff connected Butler Street to Clay Avenue, widened its right-of-way, and it began its function as a major east-west arterial serving all of Flagstaff. The two streets no longer functioned as just any other neighborhood street. The street was designed with landscaping improvements to create buffers between residences and the higher volume street that was created.

## **Butler Avenue Today**

Butler Avenue's function and location essentially cut the Southside into two halves. There are few opportunities to safely cross Butler Avenue for pedestrians and bicyclists. Its busy nature often makes maneuvers into and out of the interior of the Southside neighborhood difficult due to stopped cars blocking the smaller intersections. Many members of the community have difficulty getting to and from their homes as a result.

Unlike South Milton Road, which is controlled by ADOT, Butler Avenue is a City of Flagstaff road. City ownership gives more opportunity for the road to match its design with the community's values. However, it is still a busy road in a crowded right-of-way, which limits expansion and the ability to make everyone happy. Traveling along Butler Avenue is met with varying perceptions. While the road is busy, it is not as congested as other major arterials in its vicinity. This relative ease of travel for vehicles, combined with the road's landscaped median, results in a more pleasant environment for most motorists compared to Milton Road. Butler Avenue between South Beaver Street and Ponderosa Parkway is part of the City's Advanced Traffic Management System. City traffic engineers can "see" the intersections and change signal timing from within the office to adjust to real time conditions.

On Butler Avenue, The survey of residents in 2018 showed that the S curve along Butler was frequently flagged as an issue for cyclists. Most bicyclists feel that the existing bike lanes need improvement; they need to be safer and more comfortable. The "S" curve in between South San Francisco Street and South Lone Tree Road causes inattentive drivers to swerve into the bike lane on occasion, and the drivers unfamiliar with the area will sometimes use the wider bike lane meant to give more space for cyclists for parking. Crossing Butler Avenue at South Leroux Street and South O'Leary Street is difficult for cars; crossing for pedestrians throughout the corridor is difficult though demand is high. The sidewalks are also more narrow than ideal, given the adjacent traffic volume and lack of parkway buffer, but few community members have expressed an opinion that this a major issue. This is likely due to the lack of commercial entrances that directly fronts Butler Avenue. This again demonstrates Butler Avenue's role as a road that travels through the neighborhood and not a road that serves the neighborhood.

## **South Lone Tree Road**

South Lone Tree Road currently makes up the southeast border of the Southside neighborhood boundary. It is a major arterial road that is controlled by the City of Flagstaff. Few commercial amenities are directly against Lone Tree Road. Therefore, residents of the easternmost portions of the Southside often cross Lone Tree Road to eat or shop within the Sawmill Master Plan redevelopment area, which has a central place in its interior. This development is just east of the Southside boundary and contains numerous stores and restaurants. It is a redevelopment of the old Sawmill.

## **Lone Tree Road Overpass**

The Lone Tree Road overpass project and road widening were originally drawn up as part of the 2006 Lone Tree Corridor Specific Plan and alternatives were investigated in the 2010 Lone Tree Overpass

Study. Voters approved the Proposition 420 "Bridging the Tracks" bond measure in November 2018 which included the preferred alternative from the 2010 Study. The connection between Butler Avenue and Route 66 was funded by voters in November 2018 as a project to widen Lone Tree Road along its current alignment. This project will extend the existing South Lone Tree Road to the north, over the railroad tracks, and end at a three-way intersection with Route 66 a little east of the Kachina Downtown Restaurant. This northern section of the future extension of Lone Tree Road will create an overpass over part of the neighborhood. It is expected to significantly change the transportation patterns and community character of the northeastern portion of the neighborhood (see discussions in Business and Live/Work section).

As only the second grade-separated railroad crossing on the west side of town, the South Lone Tree Road overpass is expected to relieve pressure from South Milton Road and improve the overall regional connectivity. It will also significantly lower traffic on South Beaver Street and South San Francisco Street. Current estimates predict traffic decreases around 70 percent on those two commercial corridors (see the Business and Live/Work section for more discussion on the commercial effects). Table 7 below was copied from the Lone Tree Corridor Specific Plan in 2006. It shows the anticipated reduction in travel times after the construction of the Lone Tree overpass for various trips per an engineering analysis by DMJM Harris of the full corridor improvements.



Figure 30: Drawings showing Lone Tree Overpass and Rio de Flag flood control proposed infrastructure

Table 7: Projected Impact of Lone Tree Overpass to other Roads

Segment	Reduction in Travel Time compared to No-Build Alternative
Butler Avenue, Milton to Enterprise (Ponderosa)	11%
Milton Rd, McConnell to Santa Fe	13%
Route 66, Santa Fe to Enterprise (Ponderosa)	11%
Beaver St, Route 66 to Franklin	16%
San Francisco St, Route 66 to Franklin	20%

Source: 2006 Lone Tree Corridor Specific Plan

In order to construct the Lone Tree Overpass, the City will be acquiring properties in the Southside over the next few years. The project is estimated to be completed by 2025-2027. Brannen Avenue will still connect through from east to west. The City has yet to determine what it will do with any property that is available for other uses once construction of the overpass is completed. The Southside Community Plan may be one of the tools that helps guide that future decision-making.

Widening South Lone Tree Road will provide numerous regional transportation benefits for general purpose vehicle travel. However, without careful design and planning, widening could create the exact conditions that are described in the Butler Avenue section above – principally making it difficult to cross, difficult to get into and out of the neighborhood, and speeds that make it uncomfortable for bicyclists even when bike lanes are present.

## Internal Streets

The Major Roads previously discussed either create a boundary or cut through the neighborhood. The following discussion will center on the streets that serve the neighborhood. This section is organized around roads and streets providing two distinct functions. Roads are for traveling. Streets are the public space—the platform—that connects to their adjacent land.

### **South Beaver Street and South San Francisco Street**

South Beaver and South San Francisco Streets work together to carry people north and south through the middle of the Southside neighborhood. South Beaver Street has one-way travel to the south and San Francisco Street is one-way toward the north. The one-way traffic on these roads has allowed them to carry more traffic and to allow for loading necessary to the commercial businesses on these narrower streets. While they are busy streets and play an important role in regional travel, they also serve as the primary platforms in which to conduct business within the Southside. Fifty percent of all businesses in the Southside face these streets. Many members of the Southside community identified these two streets and their adjacent businesses as the primary asset for the entire neighborhood. Both streets were beautified with street trees and bulb-outs to improve the pedestrian and commercial environment in the mid-2000s.

Both South Beaver Street and South San Francisco Street are narrower than the current engineering standard width for a road of their functional class and traffic volumes. This is not uncommon for historic central cities and contributes to the walkable character of the neighborhood. The related concern is that development standards for the zoning adjacent to these roads is of such a scale that the City's fire department is concerned about the ability to access larger buildings on these roads, especially with large trucks necessary for upper stories. This is one of the reasons that the High Occupancy Housing Specific Plan proposed to lower the building heights in the Community Commercial zone in the Southside. This concern may increase the difficulty of potentially turning these roads into two-way streets at some point in the future.

South Beaver Street also serves the transit system. Several bus routes cross the tracks on South Beaver Street to access the Downtown Connection Center. This is not ideal for NAIPTA because of the frequency of train travel that delays these buses on a regular basis.

South Beaver Street and South San Francisco Street have the only bike facilities on internal streets. South San Francisco Street has a northbound "sharrow" or shared lane markings, and South Beaver Street has a southbound bike lane with green markings for enhanced visibility.

These enhancements and the mix of transportation options make South Beaver Street and South San Francisco Street two of the most multimodal streets in the city.

### ***Other Internal Commercial Streets***

The Southside neighborhood initially evolved in a more traditional neighborhood style. The streets were not initially designed around their ability to carry cars. They were not created with a hierarchy of expected vehicle volumes. As such, many streets organically evolved to have a mix of residential and commercial that served its immediate surroundings. South O'Leary Street was the original connection to the Brannen Homes neighborhood before South Lone Tree Road existed. O'Leary Street Market came about as a small commercial establishment to serve the immediate residential areas. Buildings on South Agassiz Street, north of Butler Avenue, were initially designed and used for commercial purposes. These buildings have been repurposed to residential as demand shifted away from commercial services on South Agassiz Street. Currently, homes along other streets, like Cottage Avenue, have been converted into commercial uses.

While many streets in the Southside contain a mix of uses or styles, Mikes Pike and Phoenix Avenue can be considered the primary commercial streets in the Southside that do not serve any regional travel. Interestingly, they once served as the original alignment of Route 66. Now Phoenix Avenue is a narrow street that many community members feel has inadequate sidewalks and is too dark at night. Mikes Pike has new sidewalks and pavement along its majority as a result of redevelopment improvements. The Clay Avenue Wash will be contained in a large box culvert under the entire length of Mikes Pike when the Army Corps' Rio de Flag flood control project gets constructed.

## **Internal Residential Streets**

The Southside's internal, primarily residential, streets have a variety of conditions and concerns. Many blocks in the southeast corner of the neighborhood do not have curb, gutter, stormwater conveyances, and sidewalks, including Dupont Avenue and Ellery Avenue east of South San Francisco Street, Ashurst Avenue, South Agassiz Street south of Butler Avenue, South Verde Street, and South Fontaine Street. Another area of concern is that vehicle speeds are too fast for residential streets.<sup>11</sup> This concern was raised numerous times concerning South O'Leary Street south of Butler Avenue and was also a concern for some on South Agassiz Street north of Butler Avenue. The roads where speed is an issue often have wider travel lanes and long stretches without stop signs or slowdowns. The roads still need to be studied through the standards of the Guidebook for Residential Management before design proposals can be made.

## **Industrial Streets**

The northeast part of the Southside neighborhood has a number of incomplete streets that serve the adjacent industrial activities. Many have no curb, gutter, or sidewalk, and others are even gravel. The conditions of these streets were not a high concern for most community members as they appear to meet their intended function. This area will change, however, when the Lone Tree Overpass is constructed. The proposed private redevelopment will likely shape the final design of these easternmost streets.

Improvements to some of these streets may be limited if there is BNSF ownership of some or all of the right-of-way. BNSF is a quasi-federal private entity and adjustments to infrastructure and changes to land use involving BNSF take extensive cooperation, shared interests, and sometimes, Congressional action.

The northern half of Phoenix Avenue is owned by BNSF between South San Francisco Street and South Agassiz Street, and BNSF owns the full width of Phoenix Avenue east of South Agassiz Street. BNSF also owns portions of the easternmost part of Cottage Avenue. This makes some of the desired neighborhood improvements for these streets difficult to manage.

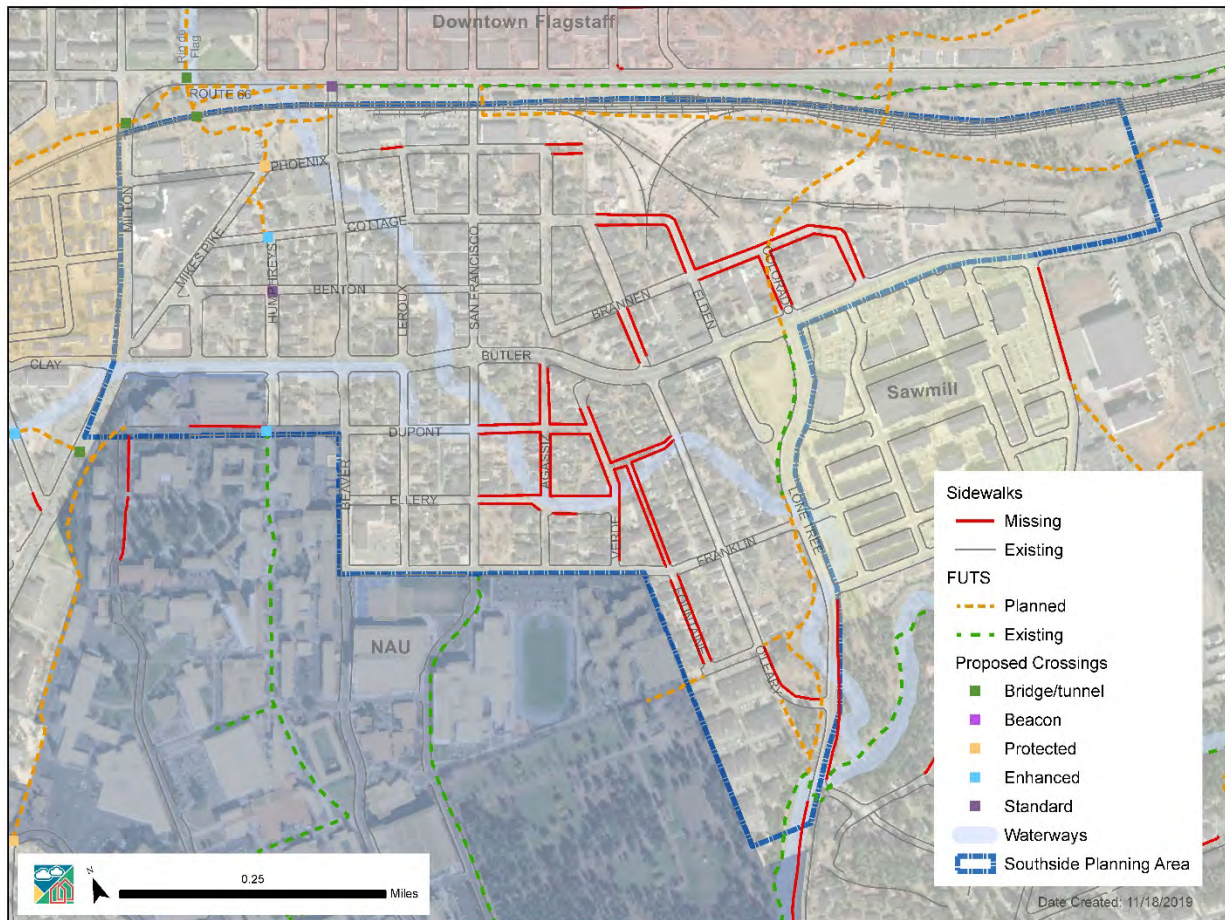
## **Pedestrian and Bicycling Environment**

Southside is one of the few truly "walkable" neighborhoods in Flagstaff. In this context, being "walkable" is about more than having sidewalks and gridded streets. Walkability is generally a design concept that prioritizes people and has a built environment that exists at a scale appropriate for humans (human-scale) opposed to vehicles. It is a concept where daily needs can be, and will be, accomplished without

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<sup>11</sup> The City of Flagstaff's 2012 Guidebook for Residential Management provides information on the standards for installing traffic calming on residential streets. This methodology includes the process for filing a Citizen Action Request and data collection and thresholds for implementation of traffic mitigations.

## Active Transportation Master Plan Multi-Modal Infrastructure



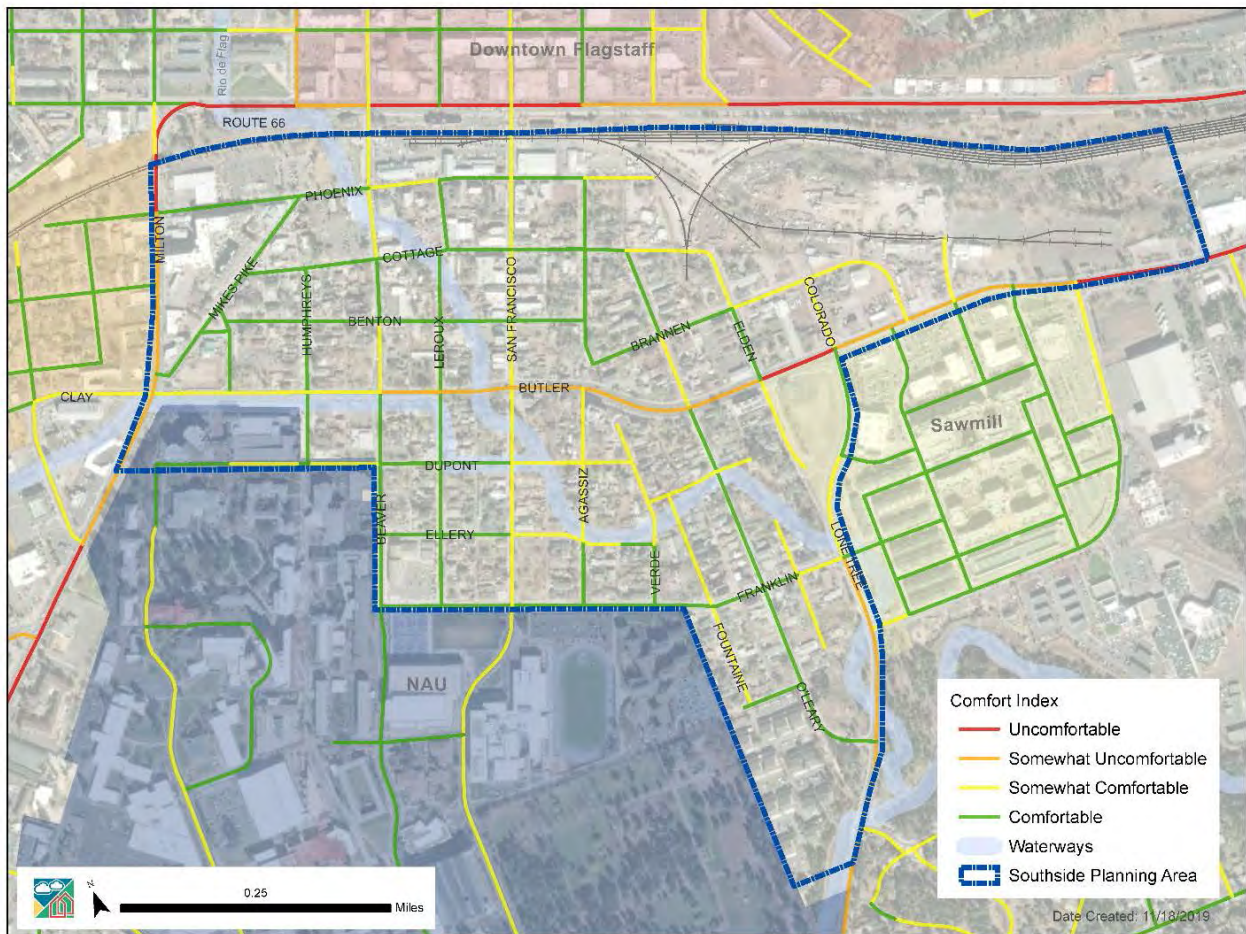
the use of a personal vehicle. For a walk to be favored it has to satisfy four conditions: it has to be useful, safe, comfortable, and interesting (Speck, 2012).

About one-sixth of survey respondents of the Southside community cite its walkability as a major asset (the second most common response). The neighborhood and adjacent amenities create countless useful and interesting components. However, the community has presented some shortcomings in the neighborhood's safety and comfort. Most of the community would like completed sidewalk infrastructure but are cautious about the costs because past assessments for infrastructure improvements on local streets have led to displacement. Some residents have expressed concerns for walking and biking in the winter when the streets are not maintained for those activities. Others expressed concerns that sections of the neighborhood feel too dark at night to walk safely. Cyclists also commented that they do not feel comfortable on the neighborhood's busiest streets.

The Southside has few missing sidewalks on collector and arterial streets. However, local streets, especially in the southeast area (east of South San Francisco Street and south of Butler Avenue), are missing curb, gutter, and sidewalk. Bike lanes are not required on local roadways and missing bike lanes

have been identified on South San Francisco Street, Franklin Avenue, and Dupont Avenue east of South Beaver Street. Due to the narrow state of South San Francisco Street, shared lane markings were installed. The volume of students walking and biking to and from NAU has increased since the Sawmill redevelopment and housing was built. However, sections with very narrow sidewalks to accommodate existing houses and other walkability barriers along the corridor make the higher volume of bicycle and pedestrian traffic uncomfortable. Bicycling is not permitted on the sidewalks on South San Francisco Street and most of South Beaver Street by signage (Flagstaff City Code 9-05-001-0008.A). The vast majority of pedestrian and bicycle crashes since 2010 have occurred on South Milton Road, Butler Avenue, South San Francisco Street, South Beaver Street, and Franklin Avenue. The Pedestrian Comfort Indexes show that South Milton Road and Butler Avenue are the least comfortable pedestrian environments in the Southside. However, the roads in the east and southeast portions of the neighborhood that lack sidewalks also were somewhat uncomfortable.

**Pedestrian Comfort Indexes**



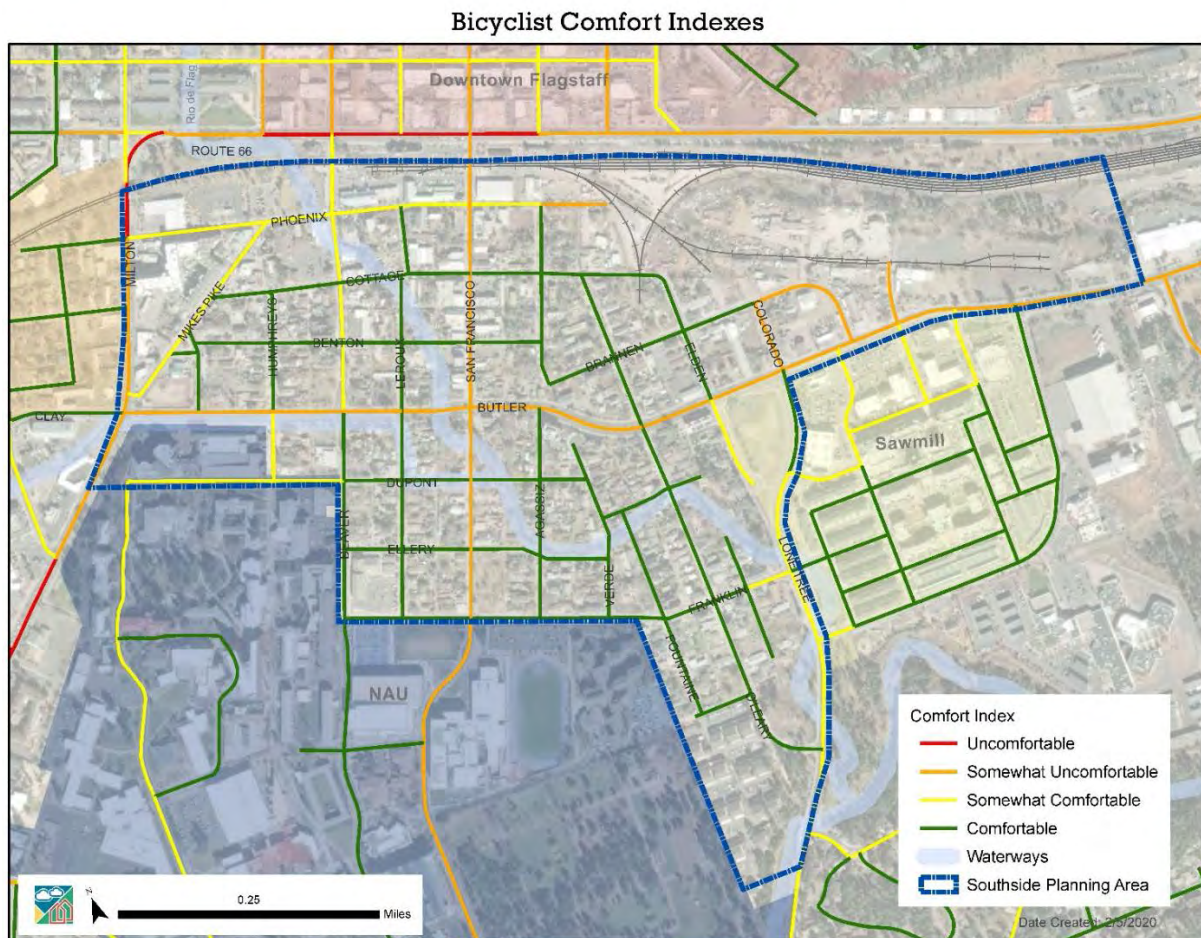
## Bike Routes

Not all people enjoy the shared lane on San Francisco Street or crossing Butler Avenue, but most bikers feel comfortable within the Southside neighborhood. Many of the roads that make up the border of the neighborhood create a barrier for further bicycle travel. Part of the Active Transportation Master Plan includes a FUTS below-grade crossing of the railroad and Route 66 located between the existing bus connection center off Phoenix Avenue and City Hall.



Figure 31: Multimodal activity on South Beaver Street

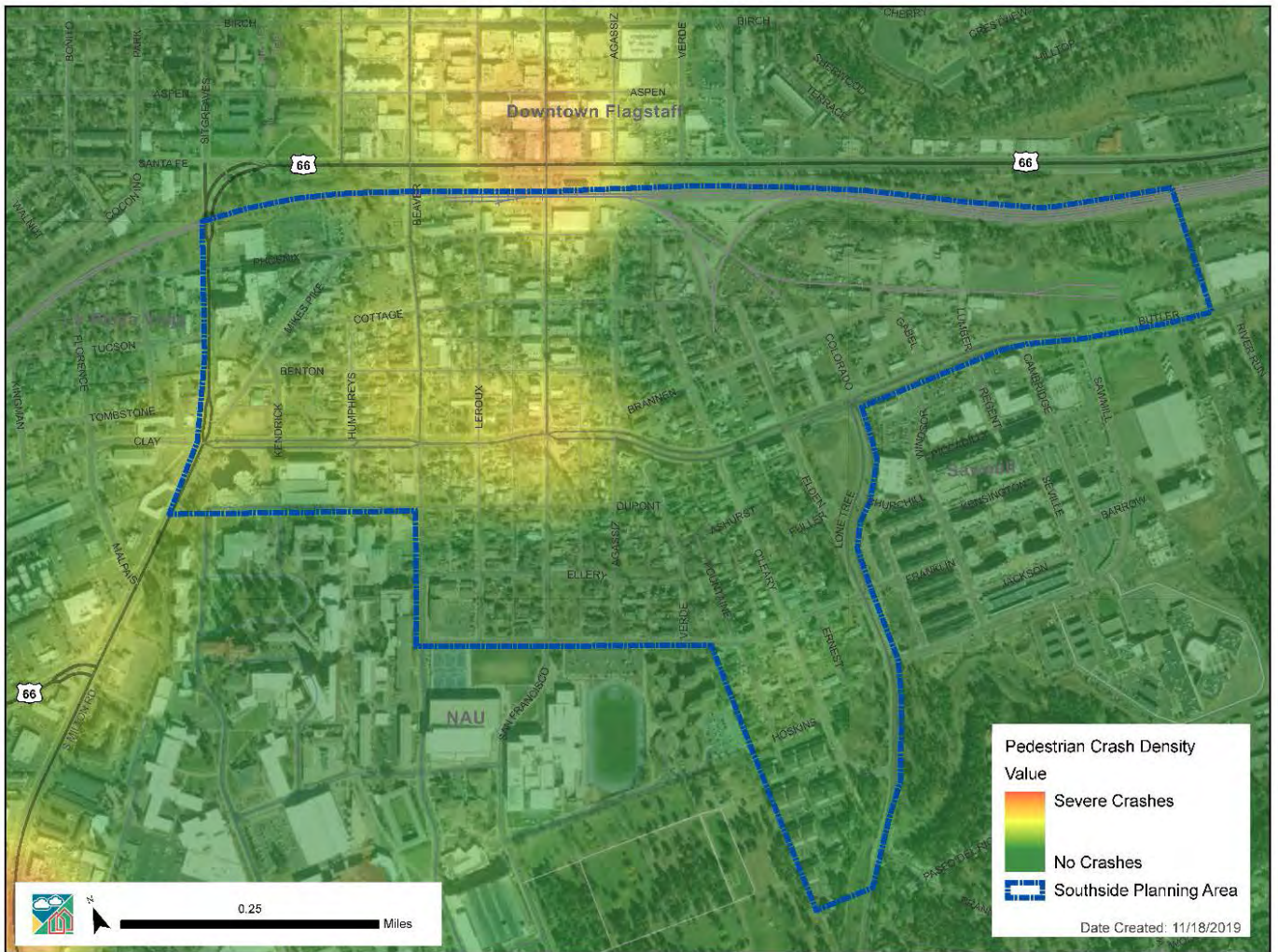
This idea is planned to connect into the existing Karen Cooper FUTS north of City Hall and then into the paths of NAU to be the major north-south corridor for western Flagstaff.



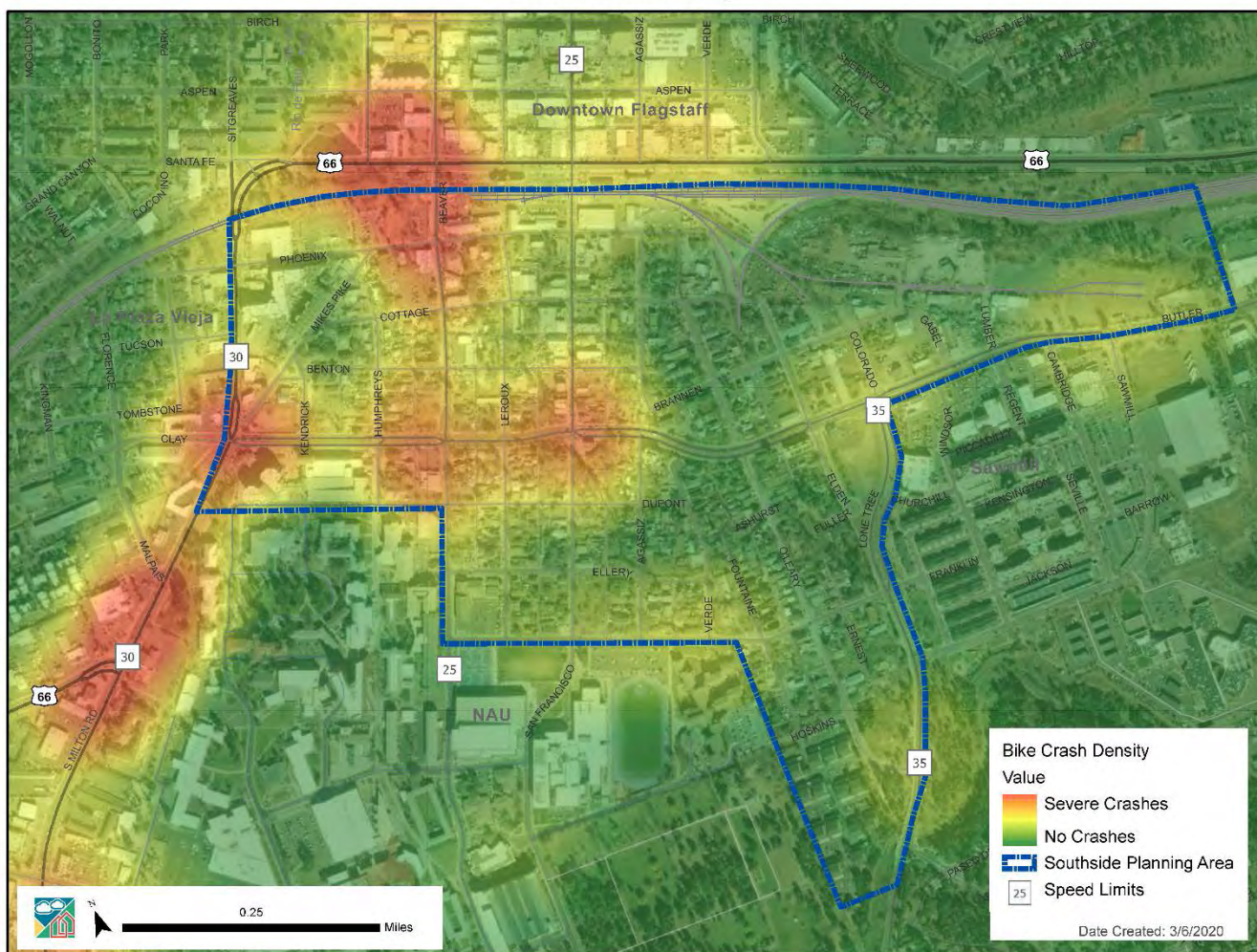
## Bicycle and Pedestrian Crossings of Major Roads

The Corridor Master Plan for South Milton Road and the La Plaza Vieja Neighborhood Specific Plan consider other options to get people across Milton Road. BNSF is planning to add a third rail through Flagstaff, which should provide an opportunity to re-do the South Milton Road underpass. Plans could be made to add a FUTS to the railroad bridge if it can work with BNSF's design. A grade-separated crossing of South Milton Road between Butler Avenue and Route 66 at South Malpais Lane is also planned.

Pedestrian Crash Density



## Bike Crash Density



## Transit

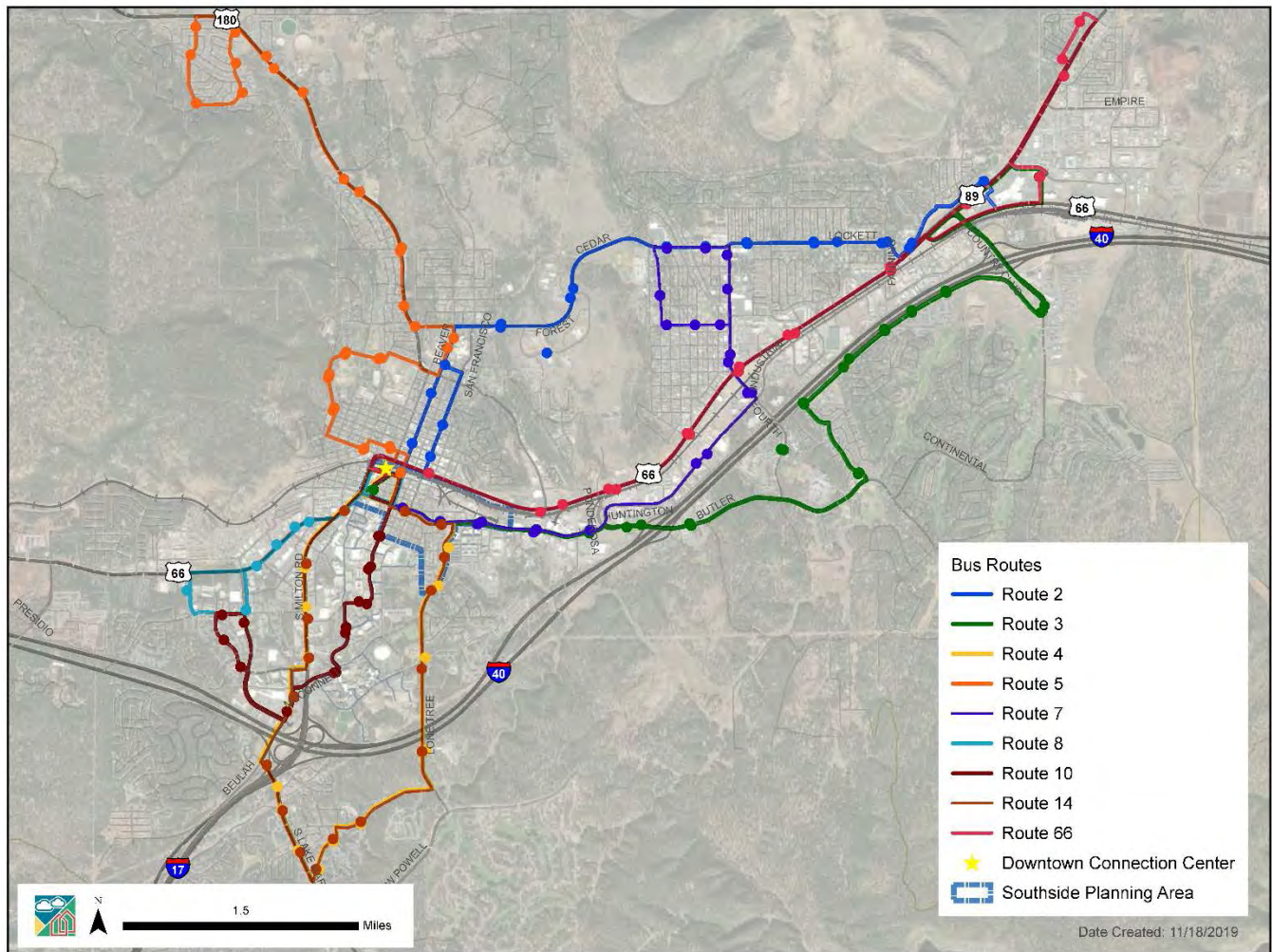
Mountain Line's main connection center, the Downtown Connection Center (DCC), currently exists in the Southside. Most members of the Southside community perceive the DCC and the availability of other bus stops throughout, and near, the Southside as an asset. It provides a great mobility option to and from most other areas of Flagstaff.

Other members of the community experience some challenges with the busy transfer center in the Southside. Businesses in its vicinity conflict with the numerous buses on the narrow streets surrounding the DCC when getting deliveries or unloading supplies for their business. And some community members do not feel comfortable or safe in the vicinity of the DCC and would rather have it be elsewhere.

Mountain Line, who operates the busses in Flagstaff, is looking into options for expanding the permanent connection center. They plan to stay in the center of town because organizing around the

center of town is the most efficient pattern for a bus system to connect people to their destinations. The existing connection center was only intended to be used for a few years, but Mountain Line has been there since 2008. Mountain Line has been analyzing site locations which are centrally located and have great pedestrian, bicycle, and bus access in north downtown or Southside as part of an ongoing study. One option includes redesigning the existing DCC site to be more efficient and safer.

### Mountain Line Routes



## **Flooding and Other Emergencies**

The Southside is vulnerable to several hazards, the most common of which is flooding. This makes preparedness and response important community issues even though public awareness of other hazards is low.

### **Regional Flooding**

Most of the Southside neighborhood exists in the 100-year floodplain of the Rio de Flag or Clay Avenue Wash. A combined watershed area of 50 square miles, extending all the way to the top of Agassiz Peak, converges in the Southside. When water travels downstream into the Southside neighborhood, it overflows its undersized channel. Existing development in the Southside is expected to be under up to seven feet of water during a 100-year flood event.

The 100-year floodplain is the area modeled to be under water during a storm event that has a one percent chance of occurring any given year. The 100-year floodplain is composed of two distinct components: the floodway and the flood fringe. The floodway is the area of conveyance. It is the land area needed in order to discharge the flood volume without cumulatively increasing the water surface elevation more than one foot. The flood fringe is the area between the floodway and the edge of the floodplain.

The 100-year flood event is the most referenced event when referring to a floodplain. It is also the primary regulatory flooding event. It will be the event assumed within this section if no year is specified. But any flood event could be modeled. For example, a 500-year floodplain is also modeled through the Southside and is only marginally larger than the 100-year event.

### ***History of Rio de Flag Through the Southside***

The issue of flooding has a complicated natural and social history in the Southside. The Rio de Flag floodplain in the late 19th century followed a different alignment that caused regular flooding of the lumber mill facilities. In the 1910s and 1920s, the community rerouted the ditch in the Southside community where the flooding commonly occurred. In the 1980s, when floodplain regulations went into effect in the Southside, no consideration was given to this manmade relocation, so the impacts of flood insurance and regulations limited development. The impacts of the Rio de Flag floodplain have disproportionately affected Southside residents.

### ***Army Corps' Rio de Flag Flood Control Project***

The City of Flagstaff and the Arizona Congressional delegation are working with the Army Corps of Engineers and BNSF on a flood control project that would remove most of the Southside and NAU from the floodplain. The plan is to construct a concrete box culvert that will contain the Rio de Flag's 100-year flood volume underground. This culvert will enter the Southside from the north where the current downtown connection center for Mountain Line is located. Then it turns to the east and stays just south of the railroad. About a block east of San Francisco Street, it will become an improved open channel



Figure 32: Rio de Flag Flood Control, Army Corps of Engineers proposed treatments, 2019

and connect to its pre-1923 channel near Warner’s Nursery. Clay Avenue Wash will enter the Southside from the southwest at Butler Avenue and South Milton Road contained in its own separate box culvert. Then it will travel northeast under Mikes Pike and merge into the Rio de Flag’s culvert.

Design and planning for this system have been underway since the mid-1990s. There have been periods of uncertainty about when and how the project would be implemented, although it presently looks like the project will move forward. The timeframe, however, remains uncertain. Since there is current momentum for this project, it has become the main option for getting the Southside out of the floodplain. The City is not currently working on any other plans for regional flooding mitigation.

### **Interim Regional Flooding Mitigation**

Options exist for property owners within the floodplain to protect their home or business while they wait on a long-term solution to flooding. The first option is for building owners to physically protect their structure from potential floodwaters. This can be done with a variety of barricades that are added to the building. These barricades can be open for the majority of the time and provide an easy sealing option when there is a threat of flooding. Certain elements of any structure can be built to withstand flooding pressures. For example, stronger glass can be installed for windows that may become inundated with water during a flood event. City staff in the Stormwater Section are happy to work with

individuals to help find appropriate protection measures. However, while these options will provide protection for a person's building during a flood event, neither financial assistance nor insurance discounts are available for these efforts.

The other option besides physically protecting one's building is to be able to evacuate before the flood waters come. The City of Flagstaff has a network of rain gauges where heavy rainfall alerts can be sent to your cell phone or email. All interested people can sign up for these alerts through the City Stormwater Section. Assistance is available for individuals that need evacuation assistance through Coconino County Emergency Management. This organization maintains a list of people with special medical needs or mobility issues who may need additional assistance to evacuate or shelter in place in case of emergency.

### ***Channel Maintenance***

Long-term residents of the Southside remember more frequent maintenance on the Rio de Flag's channel that mitigated flooding up until the 1980s. A common perception is that flooding has gotten worse because of this lack of channel maintenance and rumors as to its cause have been shared in the community. The primary reason that heavy equipment no longer maintains these sections of the Rio de Flag is that once the floodplain was delineated in the mid-1980s, the Army Corp of Engineers began requiring a Section 404 permit under the Clean Water Act in order to dredge the channel. Obtaining these permissions is difficult and time consuming and the City has not had the resources or priority to acquire these permits in the past.

The next challenge for maintenance is that the majority of the Rio de Flag's main channel is on private property, some of which has access easements and others which do not. Community groups like the Friends of the Rio and NAU clubs organize channel clean ups in the publicly accessible portions of the Rio de Flag. These groups and individuals have the ability to clean out the garbage and trim the weeds along the channel but not move any dirt.

Another issue in channel maintenance is that some property owners have altered the floodway. In order to properly maintain the channel, the City would have to remove trees and take down constructed fences and walls in order to perform maintenance required to mitigate flooding. These structures, while they have prevented flooding on the owner's property, have likely contributed to worsening flooding on nearby properties.

## Floodplain Regulations and Development Restrictions



Figure 33: Examples of channel conditions along the current Rio de Flag

Most of the Southside was developed before any flood-related restrictions existed. FEMA determined the 100-year floodplain in 1983 and then implemented associated restrictions:

- No new obstructions are allowed in the floodway. This includes fences, walls, and accessory structures.
- New residential structures are allowed in the flood fringe provided that their finished floor is at least one foot above the expected flood elevation.
- Commercial buildings can have their finished floor below the expected flood elevation if they have the ability to structurally floodproof their building.
- New paved areas are more limited under floodplain regulations. Property owners need to obtain a floodplain use permit and only new commercial parking is allowed. Overnight uses, such as hotels, must have a staff person on duty 24 hours a day in order to be able to ensure that vehicles are moved in case of flooding.

The purpose of these restrictions is to prevent damage from flooding to new properties and to prevent new construction from causing downstream flooding by increasing impervious surface or displacing the volume of water in a flood.

All structures in the floodplain not protected or elevated above the expected flood elevation are considered non-conforming structures by FEMA. Generally, FEMA does not want these structures to continue to exist in harm's way. The rules are designed to incentivize people and businesses to move out of the floodplain. As such, FEMA limits the value of investment that property owners can reinvest into their non-conforming structures to 50 percent of the structure's total value. The rules allow for routine

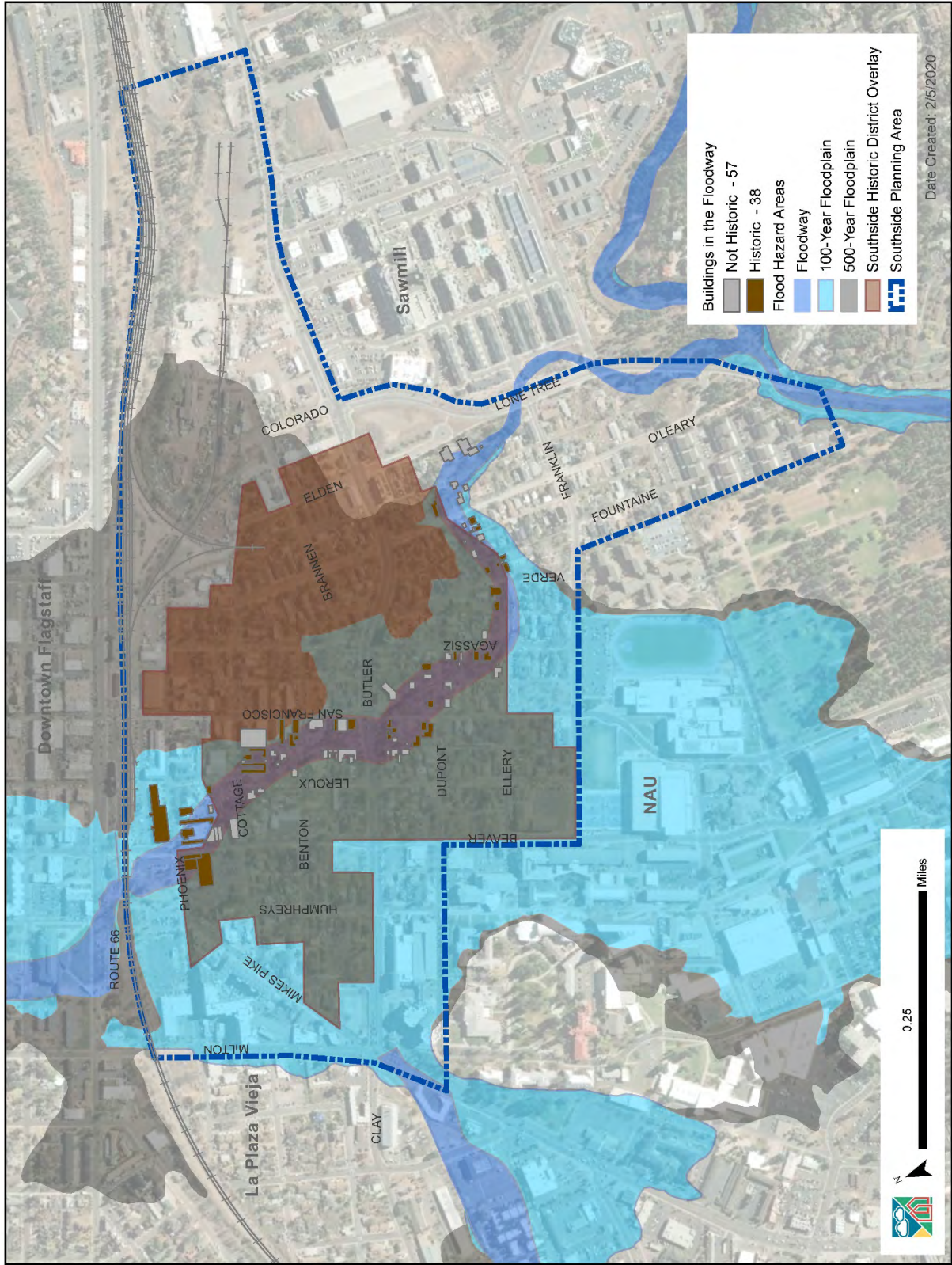
maintenance but try and discourage investments that add value to a property that FEMA would then have to replace or pay insurance claims on after a flood.

Some exemptions are available for property owners wanting to invest more than 50 percent of their property's value into improvements. One exemption is for eligible historic properties (see Historic Preservation for more details). Exceptions are also made for routine over-the-counter maintenance permits such as plumbing and electrical work. Another exemption is for safety repairs that are determined by the City's building official. Property owners may also request a Letter of Map Amendment (LOMA) that remaps the floodplain and shows the structure is outside of the 100-year floodplain. They can also request improved appraisals, which can change the value against which the "50% rule is applied." This is not an exhaustive list and is not intended as a guide for development, but rather to explain the system in place. Please reach out to the City of Flagstaff Stormwater Section for more information on any of these options or for more detail.

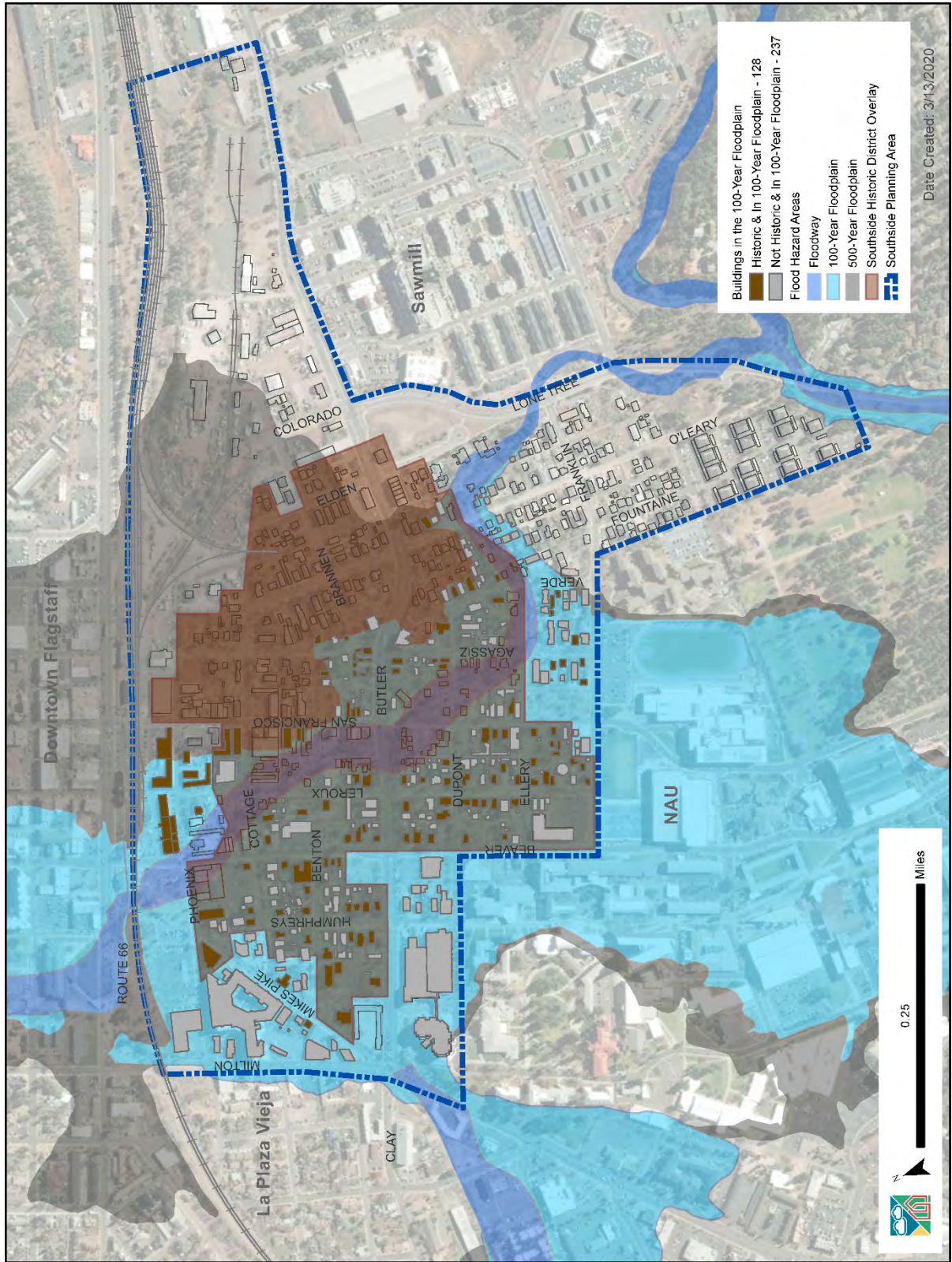


*Figure 34: A home raised above the flood depth and one grandfathered in side-by-side*

# Historic Buildings in the Floodway



# Buildings in the 100-Year Floodplain



## Flood Insurance Premiums

Insuring a non-conforming structure for flooding can be prohibitively expensive. All buildings that are not owned out-right in a floodplain are required to carry flood insurance from FEMA. For many years, the premiums for some properties were frozen under Preferred Risk (grandfathered) and Subsidized Rate (pre-FIRM) insurance policies to prevent displacement, but that program may have been discontinued, and now premiums in the Southside have been rising. Flood insurance is issued under a complicated set of federal regulations. Some insurance agents may be more knowledgeable in the ins and outs of the process than others.

## Localized Flooding



Figure 35: Localized flooding sometimes called "Lake Dupont" on Dupont Avenue

In addition to, and separate from, floodwaters traveling into the Southside neighborhood, the topography and aging infrastructure creates localized flooding issues for the neighborhood. Localized low points such as at Dupont Avenue and Leroux Street (Lake Dupont) often ponds with up to three feet of water from just the water that falls in its vicinity. The primary reason for this ponding relates to an inability for local storm drains to outlet efficiently to lower elevations. This area's low point is not much higher than the Rio de Flag channel two blocks to the east. Both locations are frequently inundated at the same time, which slows Lake Dupont's ability to drain into the Rio de Flag. This is difficult to mitigate without expensive pumping equipment or regrading a large area of the neighborhood.

Many other low points exist in the Southside neighborhood with no, or inadequate, outlets, and other locations may experience ponding because of damaged or clogged drainage infrastructure. These low points will not be addressed by the completion of the Rio de Flag Flood Control Project and may still produce localized flooding even after the FEMA recognized Special Flood Hazard Area (also known as the FEMA floodplain) is removed. The best way to fix these localized flood issues is

through vigilance during rain events, pro-active floodproofing if a resident lives in one of these low areas, and open communication with the City to raise awareness of problem areas.

The City of Flagstaff Stormwater Section has a running list of planned improvements throughout the city. The amount needed to fund the full list of improvements is larger than the available funding. However, the best way to get a project on that list, or to correctly prioritize a project already on the list, is to communicate issues with the Stormwater Section. They will investigate potential small repairs or maintenance that could help and then schedule larger-scale future improvements based on a City Council approved ranking criteria. The Southside planning process has included a continuous community dialogue between the Stormwater Section and the community which has better defined local flooding concerns and issues.

## Other Hazards

Flooding is not the only hazard that the Southside could experience. The proximity of residences to the BNSF rail line has two main hazards: the risk of derailment and train collisions with either vehicles or pedestrians. Unfortunately, the number of collisions with individuals at the railroad and South San Francisco Street spiked in 2018, and several fatalities occurred at this location. Operation Lifesaver is an education campaign about railroad safety that BNSF and the City have been working to implement as a result of this tragic statistic. BNSF may also look at further physical safety barriers as they work on related infrastructure projects through Flagstaff. Train derailment is another hazard for the Southside community. Though rare, derailments can have severe impacts on a community and the police and train operators share training and educational materials. For the general public in the Southside, the most important step is to sign up for Coconino Alerts, a notification system managed by the Coconino County Emergency Operations Center, and to follow all evacuation and shelter in place orders if a train derailment were to occur.

Another reason to be signed up for emergency alerts is that the Wildland Urban Interface with Sinclair Wash provides a vector for wildland fires to impact the neighborhood. Though the risk is slight, wildfires are a regular occurrence in the Flagstaff area and all residents should be prepared.

## Access for Emergency

Some roads in the Booker T. Washington subdivision, which is roughly between Butler Avenue and South Lone Tree Road and NAU's campus, are narrower than any current City standard. In some cases, like South Fountaine Street south of Franklin Avenue, the City owns more right-of-way than is paved, and in other cases, the City does not have right-of-way to widen roads. Narrow roads present a potential hazard for emergency responders, such as fire trucks and ambulances, because these vehicles are wider and larger than a standard truck. This situation can be exacerbated by irregular parking and snow clearing. However, widening roads will increase the speed of vehicles and can impact fences and yards that sometimes encroach unintentionally into the right-of-way.

## **Public Safety**

Thirty-seven percent of residents surveyed in the Southside thought that public safety was somewhat of an issue or a big issue. Fifty percent of business owners/operators surveyed in the Southside thought similarly about public safety. These perceptions demonstrate a general concern in the Southside neighborhood that is higher than desirable. It is important to differentiate these perceptions from fear. While many people felt uncomfortable at times when the street was too dark or there were people asking them for money, there was less concern related to violent crime or the fear of such crime.

## **Lighting**

The simplest common complaint in the Southside related to public safety is that the streets are too dark. Many community members do not feel safe on the neighborhood's streets at night. This feeling is spread throughout most of the residential components of the neighborhood. Only the busiest commercial corridors north of Butler Avenue avoided this comment. A compounding factor to the problem that dark streets create is when they exist where there are no sidewalks on that dark street or where there are other visual barriers such as vegetation that make it hard to see the surrounding area. Sharing dark space with vehicles while walking increases the walker's risk.

Flagstaff is a dark sky city. Protecting our night skies from light pollution is a high priority to the Flagstaff community and the surrounding observatories. Any new streetlights must be dark sky compliant. The City's standard amber lights can still help visibility on the street while not interfering with the observatories' equipment as much as white light. The City can use crime and crash statistics as well as an environmental assessment to select locations where new streetlights can be considered.

## **Crime**

The community's concerns with crime include fear of break ins, property theft, vandalism, drug use, and harassment. Forty-seven percent of the businesses surveyed thought that vandalism and graffiti is somewhat of an issue or a big issue. The Southside improvement most popular with the business community was an increased security/police presence. Currently, police are present in the Downtown and Southside as bars and restaurants are closing for the night, and overall police resources are distributed based on the needs at the time on a citywide basis. A few respondents to the residents' survey were concerned that there was too much of a police presence in the Southside or that the police were too aggressive. This perception of security must therefore be balanced with the resources available, the rights of community members, and the fear of over-policing in the community.

One way that a police department encourages property owners to take actions that can prevent crime is by implementing Crime Prevention Through Environmental Design (CPTED) principles and strategies. "The theory is based on four principles: natural access control, natural surveillance, territoriality, and maintenance" (NCPC 2019). Many of the places in the Southside where people pointed to "safety" concerns could be improved through the process of opening up vegetation at sight level by trimming bushes, increasing passive surveillance by pedestrians, and lighting improvements.

Another issue raised in public outreach for the Southside is street harassment. Most of the comments related to this issue were brought forward by young women. In addition, the demographic data for the Southside may also be influenced by the perception that street harassment is a problem. The ratio of men to women ages 20-35 in the Southside shows many fewer women than men in the same age group. This may be related to other variables, but given the bars in the area and the complaints received about behavior at some of them, it is a possible correlation that could be further explored.

## **Social Conflicts**

Many members of the Southside community want an increased police presence around popular transient hangouts and during lively weekend nights. Noise complaints due to outdoor music and loud parties are common in the Southside. Southside community members want to feel comfortable walking through pocket parks or public spaces, and do not want to be woken up by loud noises. The design of public spaces can play a large role in its safety and comfort (see Public and Community Spaces section).

The Sunshine Rescue Mission (Mission) has a complicated relationship with the Southside neighborhood. Most members of the Southside community feel that a place for those in need is essential, but while they appreciate the services offered at the Mission, they often experience its negative externalities. Some people and several nearby businesses have concerns about loitering in the area and public intoxication. Protecting the rights of everyone to receive services and managing the social conflicts that can arise on a busy commercial street requires a delicate balance.

## City Utilities

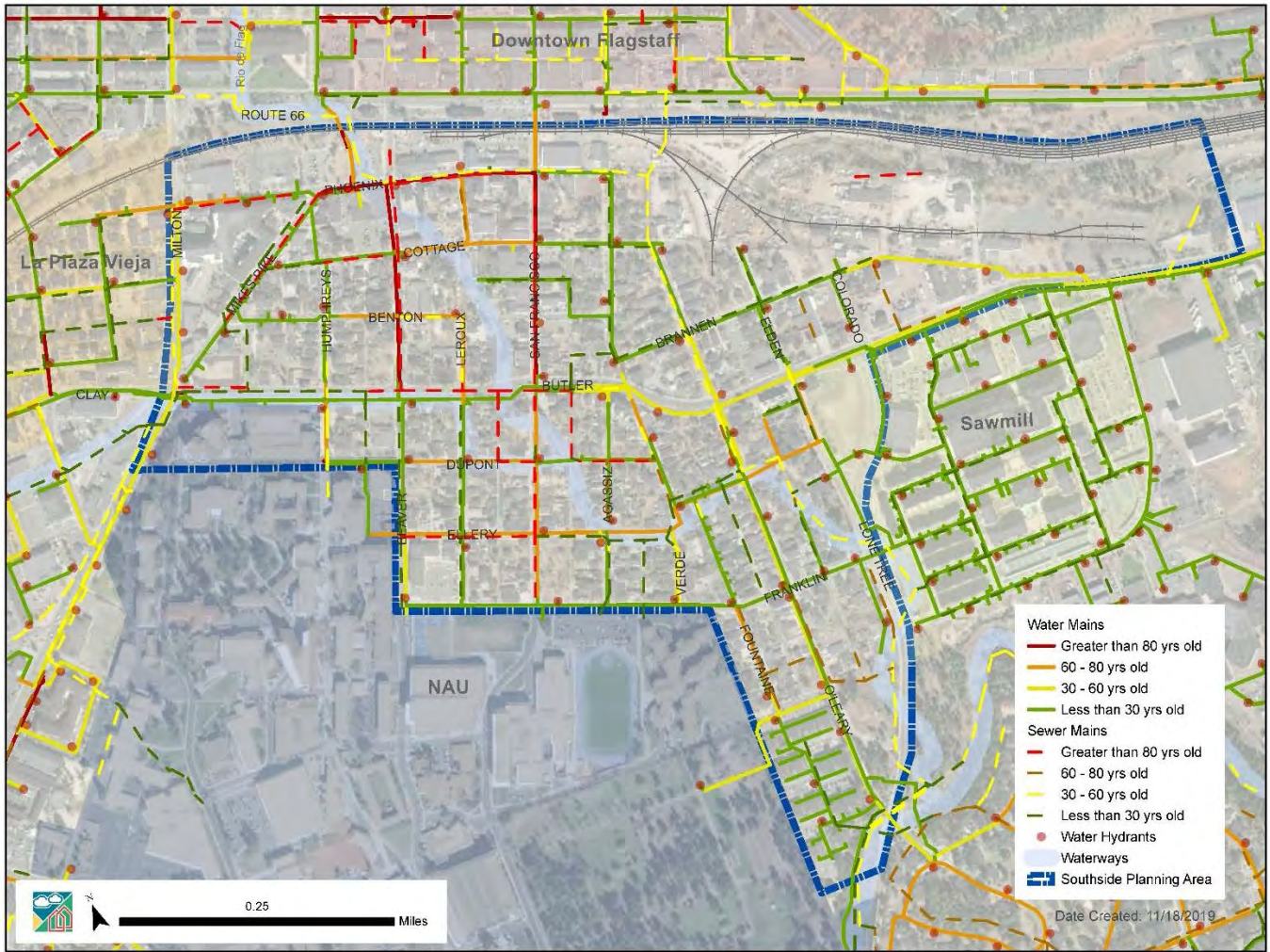
The city utilities discussed in this section are limited to water and sewer (wastewater). Other items commonly referred to as “utilities,” such as energy and communications services, are owned and operated by private companies. The topic of city utilities was not widely discussed by the Southside community. This lack of interest suggests that city utilities in the neighborhood are working as they should. The following text and subsequent map document the current conditions.

Some city utilities in the Southside neighborhood are getting old. The need for replacement is often related to the age of the utility. A general rule of thumb is that utilities last about 80 years. However, they can last longer or shorter depending on a multitude of factors. Some of these factors include the quality of initial construction, the material of the pipe, and the surrounding soil conditions. The condition of all City pipes are continuously being evaluated. This data is then used to determine priorities for pipe replacement projects. Two Capital Improvement projects for water and sewer replacements are currently planned for the Southside within the next five years. They are planned under Phoenix Avenue between Milton Road and Beaver Street, and under Leroux Street between Cottage Avenue and Phoenix Avenue.

The Southside neighborhood has adequate water capacity and flow. This is primarily due to the tight grid of streets and rights-of-way that exist throughout the neighborhood. Though some streets have existing water mains that are smaller than the City of Flagstaff standard of eight inches, all of the separate water lines on their separate streets can work together to create capacity. Water mains that are six inches or less, however, will need replacement for high density development to occur.

All of the Southside’s sewer drains toward the southeast, eventually to where the Rio de Flag converges with Sinclair Wash. Downstream of this convergence are sewer lines that are at least 30 inches in diameter. Twenty-seven inches is the City standard for the type of sewer lines that collect a lot of upstream flow. Other fairly new major lines in the neighborhood are at least 27 inches in diameter. However, one line that collects most of the Southside directly upstream along the Rio de Flag from its point of convergence with Sinclair Wash is a 20-inch line built in 1981. This sewer line has adequate capacity for growth and infill in the area for years to come. It also does not have operation or maintenance issues that would require replacement. Even though it is smaller than the current City standard, it is not currently planned for replacement. There are no sewer capacity limitations currently or anticipated in the near future for the Southside neighborhood.

## Age and Location of Water and Sewer Utilities



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# Glossary

**Certified Local Government:** Local governments that are certified as partners in the Federal Preservation Program by the National Park Service and the State Historic Preservation Officer. This status increase funding, technical assistance, and sustainability to local historic preservation efforts.

**City Beautiful:** The City Beautiful movement arose in the 1890s in response to the conditions of industrial cities and expressed a desire for landscape beauty and civic grandeur over efficiency of land utilization. The movement is defined by grand boulevards and monuments. (Fairfield 2018). In smaller municipalities like Flagstaff, the movement was the earliest efforts at comprehensive planning and resulted in wider roads and the first community parkways, as seen in the Brannen Addition and Townsite subdivisions.

**Contributing property:** A contributing building, site, structure, or object adds to the historic associations, historic architectural qualities, or archeological values for which a property is significant because:

- it was present during the period of significance, relates to the documented significance of the property, and possesses historic integrity or is capable of yielding important information about the period; or
- it independently meets the National Register criteria (NRB 16a).

**Eligible property:** An eligible property is a building that is more than 50 years old and meets the National Register criteria for significance and integrity as part of a district or as an individual listing, but has not been listed on the national register individually.

**Employment (area type) (R):** An area type with research and development offices; medical offices; office space; business park; retail, restaurant, and tourism center; light-industrial; heavy-industrial; live-work spaces; and home-based businesses.

**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.

**Flood Elevation (Base):** The elevation of surface water resulting from a flood that has a one percent chance of equaling or exceeding that level in any given year (source: Federal Emergency Management Agency (FEMA)).

**Flooding, Localized:** Urbanized runoff within the City limits that is not included in the regional flood control design.

**Flooding, Regional:** Runoff from the forest, undeveloped areas, and upstream urbanized areas that are planned for under the regional flood control project.

**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.

**High Occupancy Housing (HOH):** Refer to the definition in the High Occupancy Housing Specific Plan up to and until a definition is adopted by the 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 Context:** A unit created for planning purposes that groups information about historic properties based on a shared theme, specific time period, and geographical area (NPS 2019c).

**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.

**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 **Landmark (Z):** A property with a national or local designation as a landmark.

**Landmark or Historic Overlay (Z):** A special overlay zone applied to specific property or properties that have been recognized as having historic, architectural, archaeological, cultural, or aesthetic significance and that includes regulations that modify regulations in another zone with which the zone is combined.

**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.

**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.

**National Register Historic District:** A district is a category of historic property that is an area which possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development (NRB 15).

**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.

**Period of Significance:** Buildings constructed within the period of significance for a historic district may be considered contributing structures. Those built before or after the period of significance may not be.

**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.

**Plat:** A map drawn to scale, showing the divisions of a piece of land. It describes the piece of land, its boundaries, lots, roads, and easements. A plat also means a small piece of land or plot (US Legal 2019).

**Preservation:** The act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project (NPS 2019c).

**Rehabilitation:** The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values (NPS 2019c).

**Restoration:** The act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project (NPS 2019c).

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

**Specific Plan (Z):** Detailed element of the General Plan enacted under the provisions of A.R.S. § 9-461.08 that provides a greater level of detail for a specific geographic area or element of the General Plan, and that provides specific regulations and standards for the systematic implementation of the General Plan.

**Subdivision (Z):** Improved or unimproved land or lands divided for the purpose of financing, sale, or lease, whether immediate or future, into four or more lots, tracts, or parcels of land, or, if a new street is involved, any such property which is divided into two or more lots, tracts, or parcels of land, or any such property, the boundaries of which have been fixed by a recorded plat, which is divided into more than two parts. **Substantial Improvement:** Any reconstruction, rehabilitation, addition, or other improvement of a structure, the cost of which equals or exceeds fifty percent of the market value of the structure before the “start of construction” of the improvement (FEMA).

**Urban (area type) (R):** Areas with a higher density of people, residences, jobs, and activities; buildings are taller and close to the street; streets and sidewalks are in a grid pattern of relatively small blocks; the area is walkable and a variety of services and goods are available; and is served by public transportation.

**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.