



**EMBRACE OUR HERITAGE  
ENHANCE OUR FUTURE**

# Southside Community Plan

60-DAY PUBLIC REVIEW DRAFT

City of Flagstaff, AZ  
12-6-2019

This draft of the Southside Community Plan is available for a 60-day public review. During the review period, the public, other government agencies, and the City's boards and commissions are all encouraged to review and send comments to the project team. Several public forums will be held to allow for public involvement. Please visit the project website at [www.flagstaff.az.gov/southsideplan](http://www.flagstaff.az.gov/southsideplan) for a full schedule of public engagement opportunities.

Please call 928-213-2631 with any questions. Send written comments to Sara Dechter by February 4, 2020 to [sdechter@flagstaffaz.gov](mailto:sdechter@flagstaffaz.gov) or mail them to:

Sara Dechter  
Community Development  
211 W Aspen Ave.  
Flagstaff, AZ 86001

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## Table of Contents

Preamble .....	4
Chapter 1: Introduction.....	6
Plan Boundaries .....	7
Application of the Specific Plan .....	8
Community Approach.....	9
60-day Public Review .....	11
Chapters 2: The Southside Community .....	12
Heritage Preservation .....	14
Growth and Change .....	17
Business and Live/Work .....	24
Public and Community Spaces.....	25
Parking.....	27
Transportation .....	29
Flooding and Other Emergencies.....	34
Public Safety .....	37
Chapter 3: Goals, Policies and the Regional Plan.....	38
Vision Statement for the Southside Community Plan.....	39
Goals and Policies.....	39
Future Growth - Southside Subareas.....	47
Proposed Regional Plan Amendment.....	54
Chapter 4: Development and Preservation Concept Plan .....	55
Desired Development and Preservation Patterns .....	55
Chapter 5: Public Improvement Concepts.....	78
Concept Public Improvements – Parks.....	79
Concept Public Improvements – Transportation.....	90
Chapter 6: Potential Strategies .....	106

Glossary..... 116

Bibliography ..... 125

Southside Plan Contributors..... 126

Appendix A: Strategic Implementation Priorities..... 128

Appendix B: Public Participation Summary..... 129

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## Preamble

### Project Purpose Statement

The Southside community and the City of Flagstaff will work in partnership to ensure that the City's growth and development will recognize the value and contributions of the Southside to the history of Flagstaff. We will accomplish this by ensuring new growth and development improves our neighborhood and honors our history and heritage by recognizing and retaining the unique character and cultural fabric of our neighborhood.

The goal of this document is to develop a Specific Plan for the Southside Community which refines future urban patterns identified by the Flagstaff Regional Plan 2030 (Regional Plan) and the community itself, and is expressed through goals and policies, maps, illustrations, and strategies specific to the Southside's unique character.

The Southside Community Plan is necessary for three main reasons:

**CENTRAL LOCATION**—The central location of the Southside between Downtown and the Northern Arizona University campus attracts residents and businesses seeking a central location and desiring the benefits of a mixed-use walkable neighborhood.

**DEVELOPMENT PRESSURE**—The Southside has experienced a new era of development pressure that has threatened the community character. The neighborhood residents and businesses acknowledge that growth can be a positive force in a neighborhood, but do not want to displace residents and lose what makes the Southside a special place.

**UNIQUE CHARACTER**—The Southside is a unique place both culturally and in its built environment. The residents and businesses of the Southside see their own story in the community character and believe that preservation of the community's historic identity is important for all of Flagstaff.



*Figure 1: Panorama of the Southside from Butler Avenue*



In preparation for the Southside Community Plan, the project team surveyed 163 neighborhood residents by going door to door in 2018. When asked how residents would describe the values of the Southside, they named **unity, friendship, kindness, innovation, and creativity** as what drives this community. Those are lofty goals for a specific plan—they provide excellent guideposts for what the community hopes to grow and nourish with the outcomes from this Plan.

In consideration of the public input received over the first year of public involvement, the stakeholder committee drafted and accepted this vision statement for the Southside Community Plan:

**VISION STATEMENT FOR THE SOUTHSIDE COMMUNITY PLAN**

**The Southside Community shall promote growth and sustainable improvements that enhance and embrace our heritage through CULTURAL STEWARDSHIP, retaining the unique character and cultural fabric and flavor of our neighborhoods.**

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## Chapter 1: Introduction

The Southside Community Plan is a specific plan that is intended to become adopted policy for the City of Flagstaff. The Flagstaff Regional Plan 2030 (Regional Plan) states, “The purpose of a specific plan is to provide a greater level of detail for a geographic area or element of the Regional Plan, and to provide for the systematic implementation of the Regional Plan” (Page III-8). Flagstaff City Code, Title 11, sets out what a specific plan may do and what it should contain. Some of the content in the Southside Community Plan includes these elements from Title 11:

- 1. Recommendations or statements of intent regarding the location of buildings and other improvements with respect to existing rights-of-way, floodplains and public facilities;*
- 2. Recommendations or statements of intent regarding the use of land, buildings, and structures, the height and bulk of buildings and structures, and the open spaces around buildings and structures;*
- ...
- 5. Measures required to ensure the execution of the General Plan;<sup>1</sup>*
- 6. Other matters which will accomplish the purposes of this section and the General Plan, including procedures for the administration of the General Plan; and*
- 7. Any other matter permitted by law. (Flagstaff City Code Section 11-10.30.020 Elements of a Specific Plan)*

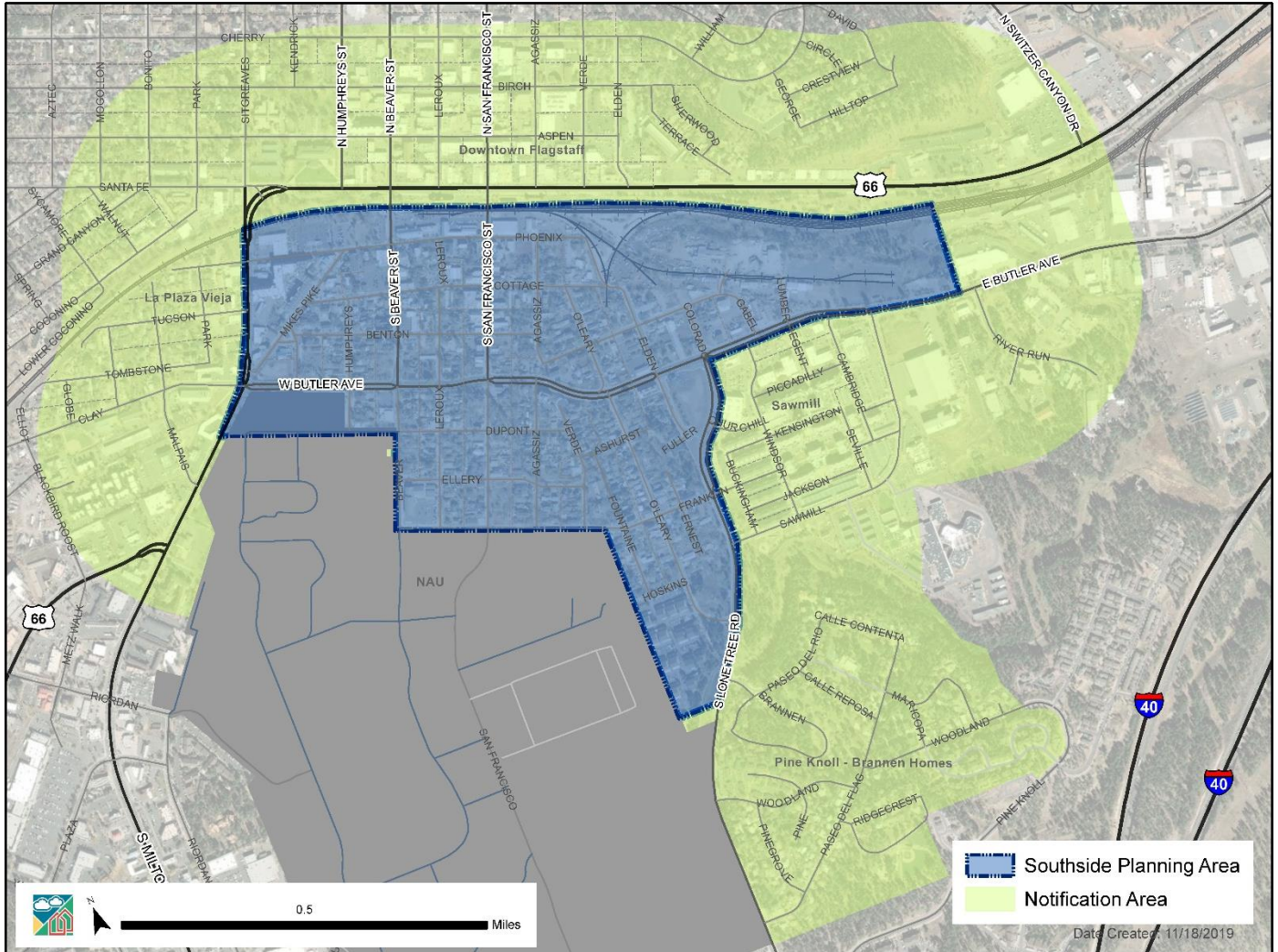
While City Code and the Regional Plan form the framework for the Southside Community Plan, public engagement forms its heart and soul. From the Southside community’s perspective, the adoption of a specific plan presents the opportunity to balance the needs for preservation of the community’s historic and cultural assets with the need for redevelopment to maintain and improve neighborhood vibrancy and livability. The Southside Community Association consulted with the project team to select the motto, “Embrace our Heritage; Enhance our Future.” The commitment of participants and their openness to listen, share, and reconsider stories of hardships, disappointments, and fellowship have shaped the content of this Plan profoundly.

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<sup>1</sup> The Flagstaff Regional Plan 2030, ratified by voters in 2014, is the City’s current General Plan.

## Plan Boundaries

### Southside Boundary and Plan Notification Area



**Map 1: Southside Community Plan Boundary and Notification Area**

Description of Planning Boundary for the Southside Community Plan: The planning boundary of the Southside Community Plan is roughly defined by the Burlington Northern Santa Fe (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 South Lone Tree Road, then follows South 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. The main corridors

within the Southside are Butler Avenue, South 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 current Pine Knoll-Brannen neighborhood was considered part of the Southside. That 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. Due to a scope of work decision, a separate plan for Pine Knoll-Brannen will be created in the future. However, the Pine Knoll-Brannen neighborhood was included in the notification boundary for all public meetings and project updates.

## Application of the Specific Plan



**Figure 2: Planning Pyramid from the Flagstaff Regional Plan 2030**

Flagstaff has three levels of policy and regulations that are used to direct growth and evolution of land uses. The first and most comprehensive level is the 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.

Second, in order to ensure the systematic implementation of a general plan, t specific plans, like this document, can be adopted to provide more detail about topics in the general plan, or about the general plan should be implemented in a part of the city. The third and most detailed level of implementation is the Flagstaff City Code (City Code), especially the Flagstaff Zoning Code (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)

The Southside Community Plan (Plan) serves as a roadmap to implement the community’s vision within the boundary of the community. This Plan is not intended to require or preclude any particular action. Development criteria and standards are located in other documents, such as the Zoning Code. The Plan may recommend strategies, show guiding illustrations and concepts, and set objectives for amendments to City Code. However, none of these are effective until they go through separate adoption processes that incorporate them into City Code. Specific plans can be used to demonstrate compliance in discretionary decisions such as rezoning cases,

Zoning Code updates, and roadway and park dedications. In this context, this Plan should be viewed as a guide to better understand the community's vision for the future of the Southside.

All illustrations, diagrams, photographs, and depictions in this Plan are for illustrative purposes only and do not constitute a commitment by the City that any items depicted will be permitted by the City or that such depictions comply with City Code. Any proposed projects, even those depicted in this Plan, much go through the City's review process before approval. Moreover, the projects depicted are not currently included in any City capital plans, do not have identified funding, and the need for these improvements may change over time, given that they are not immediately planned for implementation.

The goals, policies, maps, and illustrations within the Plan do not preclude any property owner from exercising their private development rights. The goals and policies of the Plan are applicable, along with the adopted General Plan, when the City considers rezoning cases, capital improvement plans and designs, city programs, and property acquisitions. The Plan may also be used by the community to support grassroots and non-profit coordination and grant funding.

## **Community Approach**

The public participation objectives of the Southside Community Plan have been to:

- Fully understand the needs and perspectives of a wide variety of residents, property owners, and business owners.
- Create an atmosphere of community inclusion and active listening that supports meaningful and difficult conversations.
- Respect and embrace the history of the Southside through storytelling as a foundation for the Plan.
- Collaboratively create a plan that speaks from the perspective of the City and the community and can achieve shared goals.

The motto for the plan of "Embrace Our History; Enhance Our Future" was developed collaboratively with community members early in the process as a guiding statement for the quality of the Southside Community Plan. Since that motto was announced, the neighborhood and community were involved in the update of the Southside Community Plan in the following ways:

- The Southside Community Association had a representative involved in the project team for all phases of the project.
- A November 2017 visioning meeting informed the public about the process, involved the public in identifying the needed updates to the document, and engaged the public in gathering input to inform the concept plan, goals, and policies.
- From January 2018 to May 2018, the City posted an online survey about the Vision for the Southside. Staff also canvassed the neighborhood. The project team knocked on every

residential door in the neighborhood and left a door hanger with contact information when residents were not at home. Information from the survey provided a better understanding of issues and assets.

- From June 2018 to September 2018, the project team held workshops, open houses, walking tours, and “on-the-street” meetings. The objective was to dive into the information and issues and develop solutions that work at multiple scales for residents, businesses, and property owners.
- From October 2018 to March 2019, the project team visited 64 local Southside businesses and provided them with a business specific survey. This survey was used to better assess the unique needs of Southside’s vibrant business environment.
- From March 2019 to October 2019, the Southside Community Association formed and convened a stakeholder group to review and provide feedback regarding the potential content for the draft plan to the project manager and the Planning Director. The Southside Community Association stakeholder group reviewed a complete pre-public review draft of the Plan in Fall 2018, which was unanimously endorsed.
- In December 2019, the endorsed draft will be released for a 60-day public review. During these 60 days, additional public forums and meetings will be held, including reviews with relevant City and County Boards and Commissions.

In order to adopt the Southside Community Plan as an amendment to the Regional Plan, the Planning and Zoning Commission will have two public hearings: one at City Hall and one at the Murdoch Center. The public will have the ability to address the Commission about whether or not the Plan should be adopted or revised. The City Council will then decide whether or not to adopt the final Plan by resolution.



**Figure 3: Southside community members at a South Beaver School workshop**



**Figure 4: Southside community members at Murdoch Center workshop**



**Figure 5: Bus field trip with community members**

## 60-day Public Review

The 60-day public review is a mandatory step in the adoption of a specific plan. Two documents will be available for the 60-day review of the Southside Community Plan: the Plan itself and the full Site and Area Analysis. A short summary of the longer Site and Area Analysis is in Chapter 2. In addition, a consultant is updating the historic context for the Southside National Register Historic District and comments relevant to the community's history will be shared with the team working on that effort.

**Until adopted by the City Council, nothing in the draft Southside Community Plan or the associated Site and Area Analysis is final.** Goals, policies, strategies, and illustrations may all be changed before the final version based on the feedback received during the 60 day review and subsequent reviews by the stakeholder group, commissions, and staff. A legal review of this document has not yet been completed.

Throughout the document you will see bright yellow text boxes with questions and prompts that are designed to encourage comments on the draft. The highlighted text will be deleted between draft and final versions.

The time to comment is now. Elected and appointed officials, property owners, residents, other government agencies, and utility companies will all be asked for feedback and revisions.

Please visit the project website at [www.flagstaff.az.gov/southsideplan](http://www.flagstaff.az.gov/southsideplan) for a full schedule of public engagement opportunities during the public review period. Even though it is winter, some public events will be outdoors and are therefore weather dependent. Please check the website for updates and information throughout the 60-day public review.

In compliance with the Americans with Disabilities Act, if you need assistance to participate in any meeting or event associated with this Plan, please contact Sara Dechter at 928-213-2631. Notification at least 48 hours in advance will enable the City to make reasonable arrangements.

Please send written comments to Sara Dechter by February 4, 2020 to [sdechter@flagstaffaz.gov](mailto:sdechter@flagstaffaz.gov) or mail them to:

Sara Dechter  
Community Development  
211 W Aspen Ave.  
Flagstaff, AZ 86001

You can reach the project team at **928-213-2631** with any questions. All comments submitted to the project team during the 60-day public review will be shared with the Planning and Zoning Commission and City Council as part of the final approval for the Southside Community Plan.

## Chapter 2: The Southside Community

This section provides a summary of the Site and Area Analysis, a companion document to the Southside Community Plan. 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.

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.

You can find the full text of the Site and Area Analysis online at: <http://www.flagstaff.az.gov/southsideplan>. The document will be released in late December 2019 due to a production delay.

The 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 planning boundary 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. In 2017, the Southside had 864 dwelling units and approximately 1,800

residents. In late 2017, The Hub was constructed on Mikes Pike, which added 236 units of student housing to the neighborhood. This increased the number of housing units in the neighborhood by twenty-seven percent. The occupancy of student housing units averages 2.8 people versus an average 1.9 persons per household in the rest of the neighborhood.



**Figure 6: Southside community members at Juneteenth celebration**



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

Historically, the neighborhood was subjected to redlining and, therefore, was a place of formal and informal segregation. 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, 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 family households in the Southside now total about a quarter of the neighborhood's households.

The 60-day public review draft of the Southside Community Plan does not include a summary of the area's history because professional consultants are currently updating the historic context documentation that has been used in the community. The historic context was written in 1993 and does not yet consider the historic and cultural research of the last 25 years. One step in this process is oral history collection and gathering archival information of documents, building plans, etc.

If you have any relevant information or would like to participate in an oral history interview, please contact Sara Dechter at 928-213-2631 as soon as possible. The updated historic context report is expected to be completed by February 2020.

## Heritage Preservation

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 Southside.

The Southside neighborhood has two National Register Historic Districts. The Railroad Addition Historic District was designated in 1982. Its area was increased in 1986 to include approximately two blocks of Phoenix Avenue between South Beaver Street and South San Francisco Street. This is possibly the most historically intact portion of the 1930s Route 66 in the United States.

The Southside National Register Historic District was designated in 2010. Approximately 90 acres of the 217 acres of the Southside Community Plan falls within one of these two national register districts. Within these two districts are 211 contributing historic properties, which have had an initial evaluation and have been deemed eligible for historic designation, and nine properties that have been listed individually on the National Register.



**Figure 8: Phoenix Avenue historic properties**



**Figure 9: Vernacular malpais house on Cottage Avenue**



**Figure 10: Craftsman House on Cottage Avenue currently operating as a restaurant**

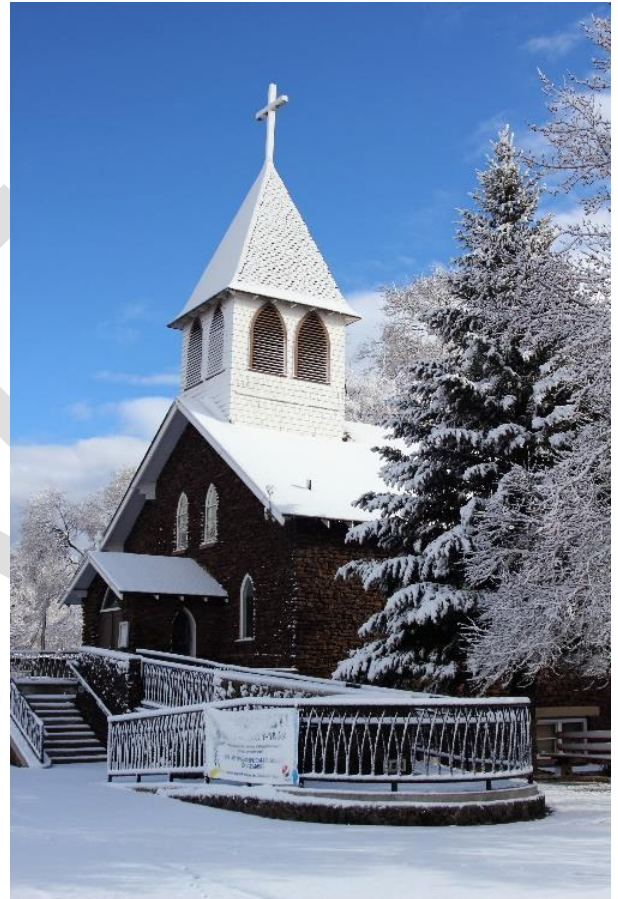
Within the Southside neighborhood are eight individual listings on the National Register of Historic Places: the **C & M Garage** (204 S. Mikes Pike), **Our Lady of Guadalupe Catholic Church** (224 S. Kenrick St.), **La Ciudad de Mexico Grocery Building** (217 S. San Francisco St.), **South Beaver School** (506 S. Beaver St.), **First Baptist Church** (123 S. Beaver St.), **La Iglesia Metodista Mexicana, El Divino Redentor** (319 S. San Francisco St.), **Brannen-Devine House** (209 E. Cottage Rd.), and the **House at 310 S. Beaver Street**.



*Figure 11: Commercial buildings that are all contributing properties in the Southside Historic District*

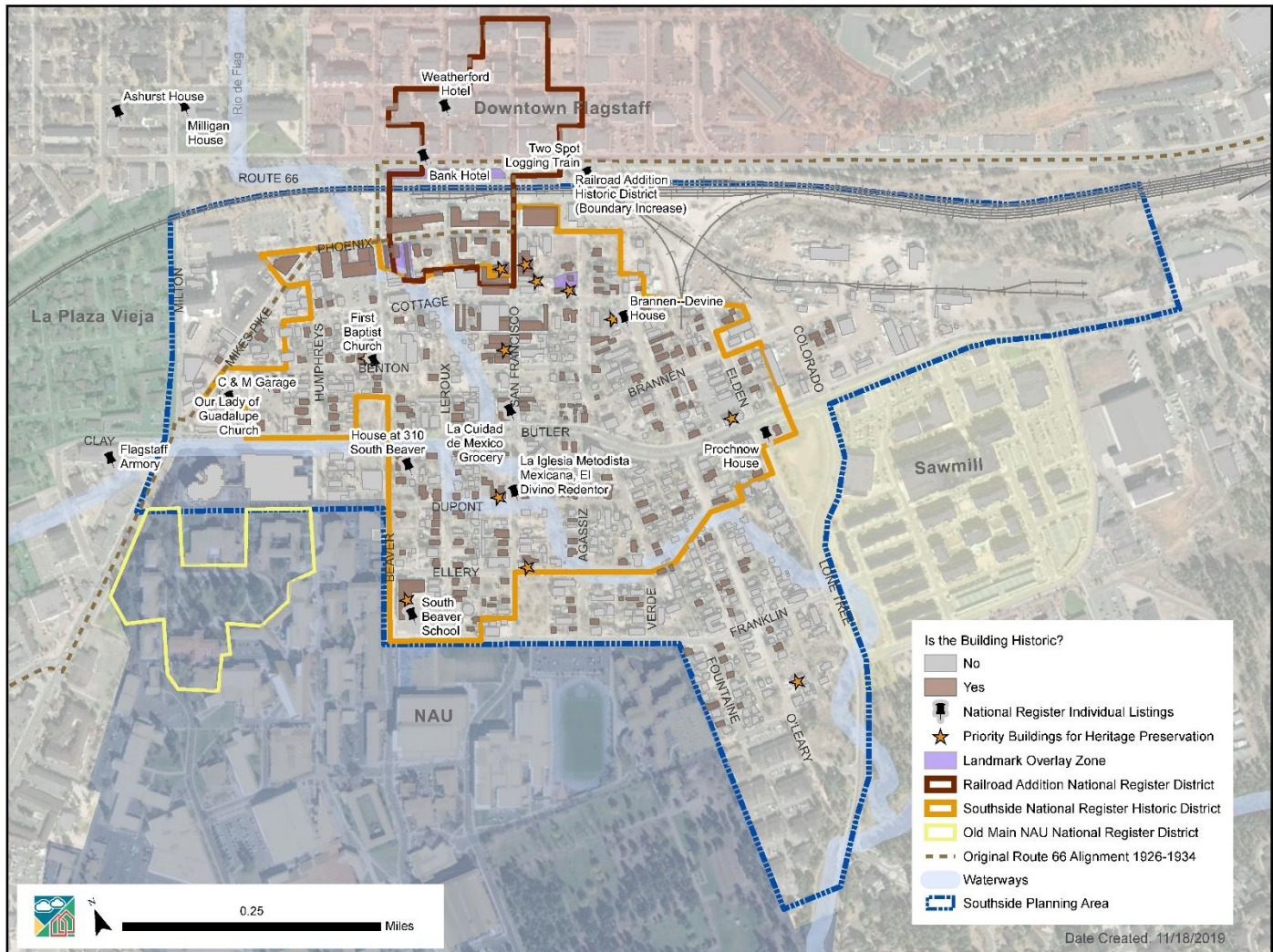


*Figure 13: South Beaver School, an NAU facility*



*Figure 12: Our Lady of Guadalupe Catholic Church, a National Landmark in the Southside*

## Heritage Preservation - Assets and Designations



Heritage preservation is not just an end or an attempt to freeze a place in time. Heritage preservation, in places like the Southside, is an important element of economic vitality for an area. Supporting the reuse of existing buildings is an important strategy for maintaining community character and keeping historic buildings from being torn down. The reuse of older buildings and supporting neighborhoods with a mixed age of buildings has been shown to:

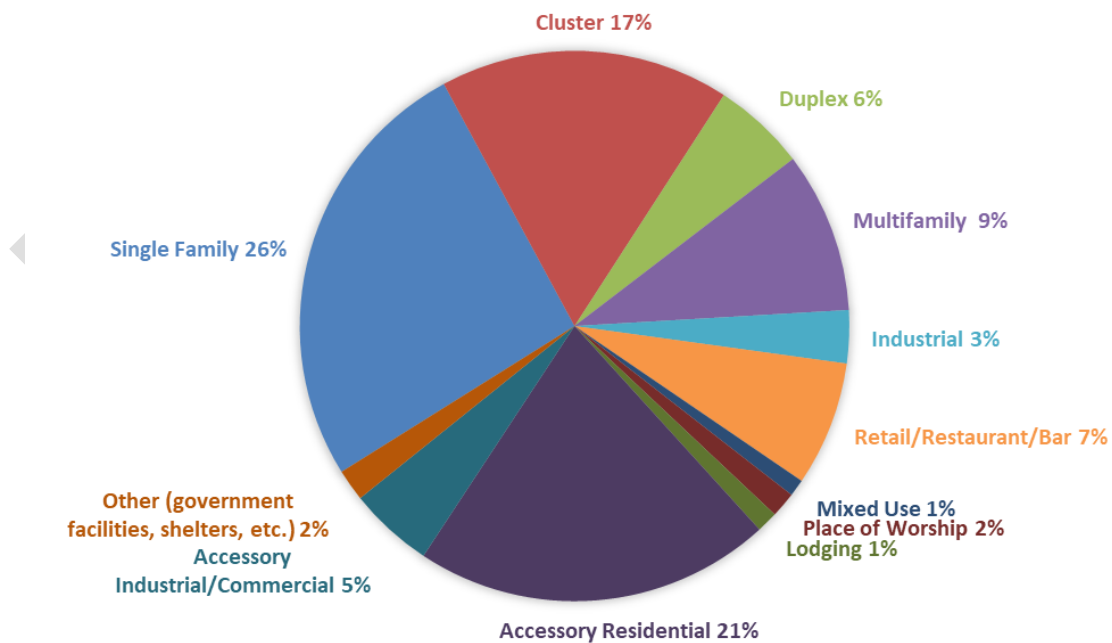
- *provide affordable, flexible space for entrepreneurs from all backgrounds,*
- *have a significantly higher proportion of non-chain restaurants and retailers,*
- *host a significantly higher proportion of jobs in small businesses,*
- *have greater population density and more businesses per commercial 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).*

## 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 20<sup>th</sup> century to a neighborhood that created “congregation from segregation.”<sup>2</sup> The Southside of the 21<sup>st</sup> century is changing yet again. One purpose of this Plan is to understand the opportunities and risks that these changes present and provide policies to move the community forward in a manner that “Embraces Our Past” and “Enhances Our Future.”

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. 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. The diversity of land uses in the neighborhood is very high. Buildings in the main commercial districts and surrounding residential blocks of the Southside are generally older and have higher historic integrity than those on the periphery. The fine scale urban pattern of development is what maintains the economic vibrancy of the Southside.

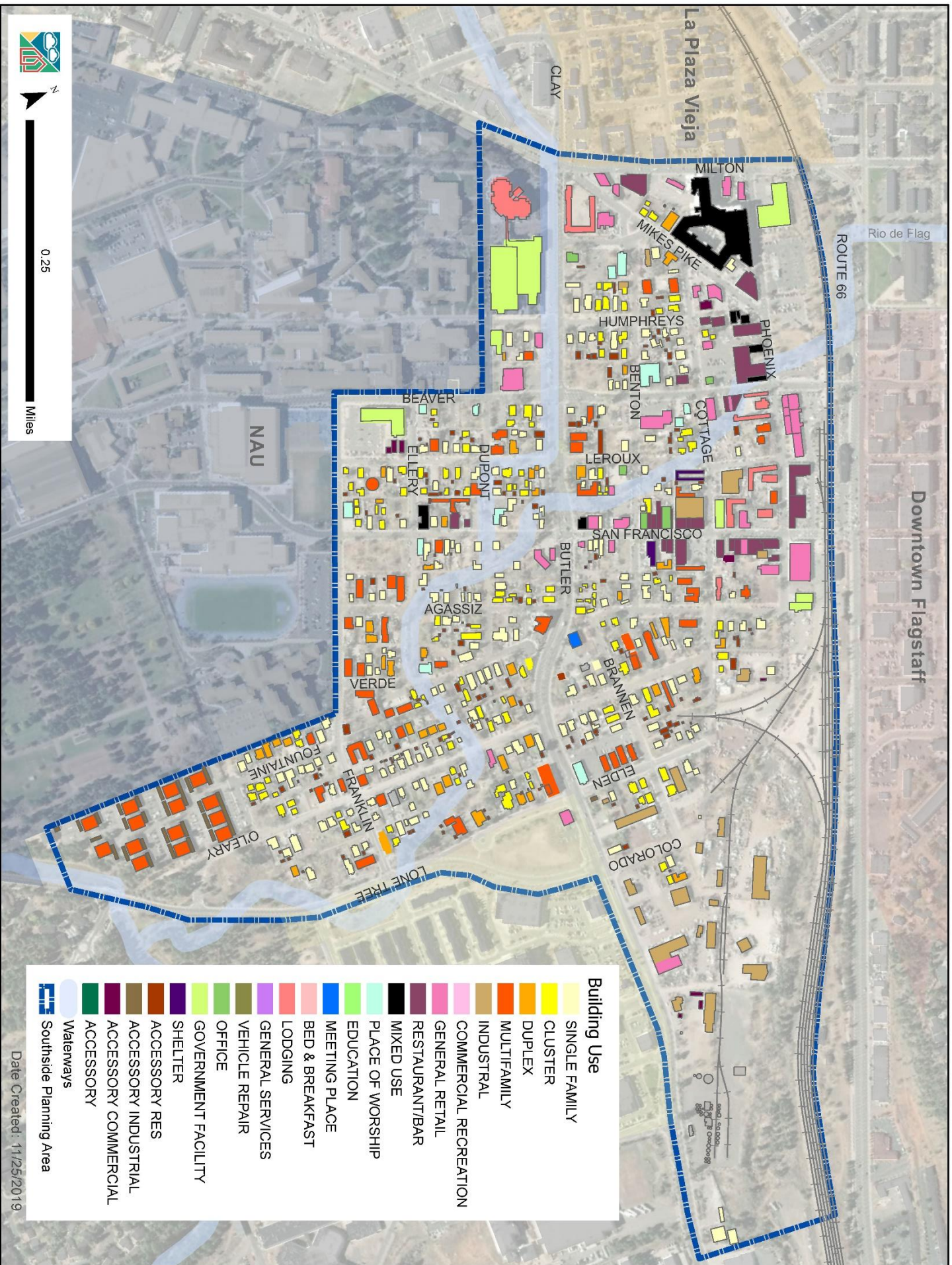
**BUILDING USES IN THE SOUTHSIDE**



<sup>2</sup> A saying by Dr. Ricardo Guthrie that was referenced by many community members throughout the process.

# Building Use

Downtown Flagstaff



Building Use	
[Light Yellow]	SINGLE FAMILY
[Yellow]	CLUSTER
[Orange]	DUPLEX
[Light Orange]	MULTIFAMILY
[Light Brown]	INDUSTRIAL
[Pink]	COMMERCIAL RECREATION
[Light Purple]	GENERAL RETAIL
[Purple]	RESTAURANT/BAR
[Dark Purple]	MIXED USE
[Black]	PLACE OF WORSHIP
[Light Green]	EDUCATION
[Green]	MEETING PLACE
[Light Blue]	BED & BREAKFAST
[Blue]	LODGING
[Light Blue-Green]	GENERAL SERVICES
[Light Green]	VEHICLE REPAIR
[Green]	OFFICE
[Light Green]	GOVERNMENT FACILITY
[Light Green]	SHELTER
[Light Green]	ACCESSORY RES
[Light Green]	ACCESSORY INDUSTRIAL
[Light Green]	ACCESSORY COMMERCIAL
[Light Green]	ACCESSORY
[Blue Line]	Waterways
[Blue Line]	Southside Planning Area

Date Created: 11/25/2019

## Regional Plan and Community Character

The Future Growth Illustration of the Regional Plan and associated specific plans show three activity centers<sup>3</sup> that are within or that overlap the Southside Community Plan boundary: two historic urban activity centers (Five Points and Downtown) and one urban regional activity center (Sawmill). Of the 217 acres that comprise the Southside community, 125 acres are within one-quarter mile of an activity center, which supports infill and redevelopment throughout the neighborhood. However, to protect the historic resources of the Southside Historic District, the High Occupancy Housing Plan limited the application of activity center goals and policies to commercial corridors and areas that have been evaluated as appropriate for infill (approximately 78 acres).

The two *Historic Activity Centers* are meant to preserve historic resources while allowing for infill and redevelopment appropriate to the historic context. 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 *Urban Regional Activity Center* located at Sawmill near the corner of Butler Avenue and Lone Tree Road allows a much larger scale of development. The area is largely industrial except for 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 police, 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 the Southside may be an exception due to its history, location, and access opportunities.

The Southside's *Urban Neighborhood* allows for small-scale commercial services, retail, and restaurants scattered throughout a medium- to high-density residential area. These

### What is the Future Growth Illustration?

The Future Growth Illustration is a map in the Regional Plan that sets the characteristics, goals, and policies for every area of the community. One important function of specific plans like the Southside Community Plan is that they can clarify and refine this community-wide direction for a particular geographic area. The Future Growth Illustration includes area types (urban, suburban, rural, employment, special district) and place types (activity centers, neighborhoods, and corridors). The Southside is primarily a mix of urban activity centers, neighborhoods, and commercial corridors.

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<sup>3</sup> A fourth activity center is 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; therefore, the nearby activity center is not considered further in this analysis.



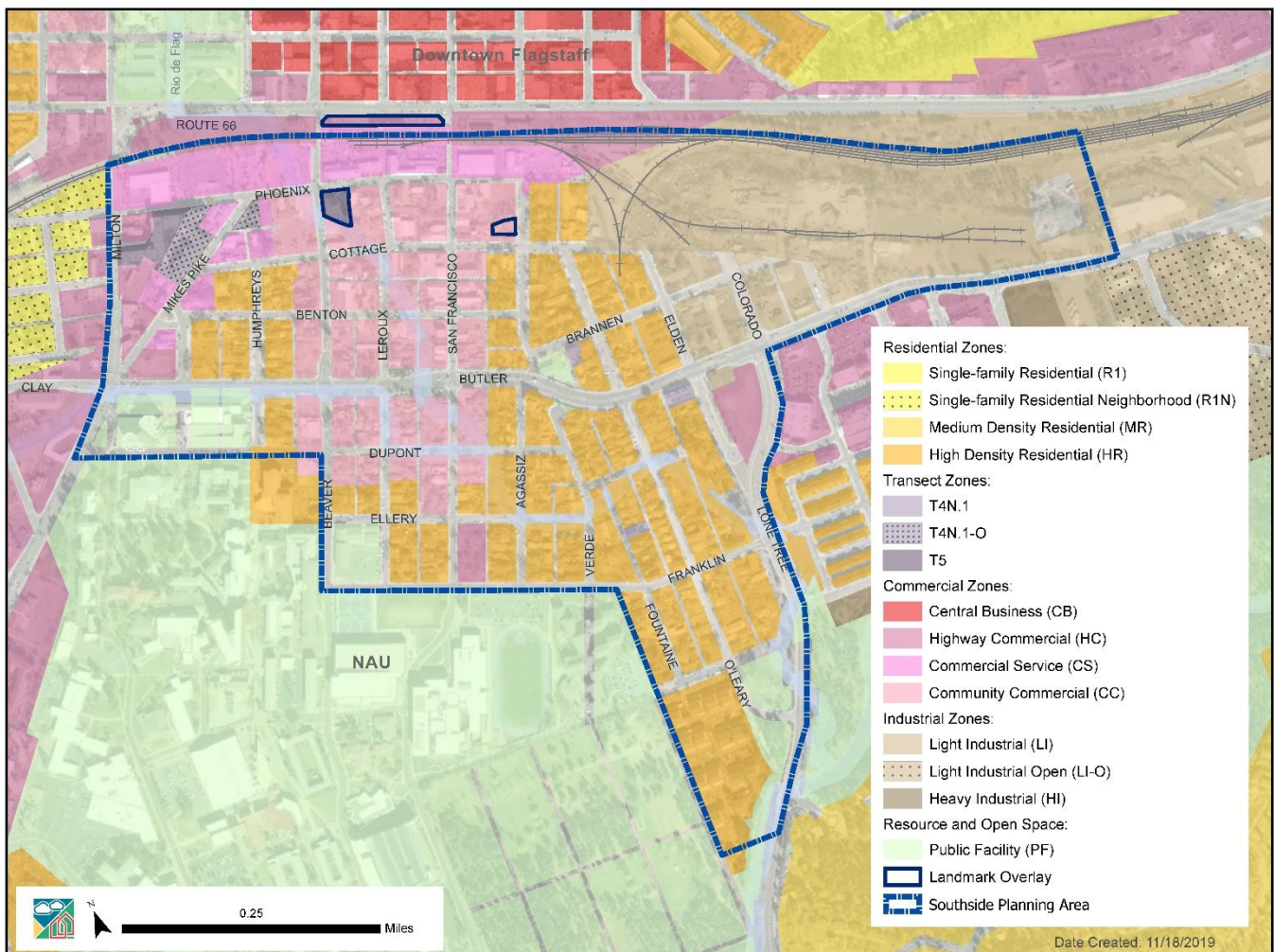
## Zoning and Land Use

The Zoning Code tells a property owner what uses the owner is entitled to and what uses 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 optional transect zoning, which focuses more on the form and pattern of buildings than the uses, that can be adopted by property owners administratively. The Landmark Overlay is the only overlay within the Southside Community Plan Area. Three properties have adopted the overlay in the Southside so far.

### Conventional Zoning

The three largest conventional zones in the neighborhood are Community Commercial, High Density Residential, and Light Industrial Zoning.

### Adopted Zoning



The Community Commercial (CC) zone provides for commercial services within established neighborhoods. These areas provide dispersed commercial services and retail and a variety of housing choices. The CC zone is the only commercial district that allows single-family homes and duplexes by right on lots less than 9,000 square feet. The CC zone also allows a 60-foot maximum building height,<sup>4</sup> small setbacks, and a Floor-to-Area Ratio (FAR) of 2.5. A proposal to amend this zone’s height standards and reduce the maximum building height to 45 feet is currently pending.

**Table 2: Adopted Zoning, August 2019**

<b>Zoning Category</b>	<b>Acres</b>	<b>Percentage</b>
Commercial Service (CS)	14.0	9%
Community Commercial (CC)	24.5	16%
Highway Commercial (HC)	8.8	6%
High Density Residential (HR)	52.0	34%
Light Industrial (LI and LI-O)	41.7	27%
Public Facility (PF)	9.2	6%
Transect Zone (T4N.1, T4N.1-O, T5)	3.8	2.5%
<b>Total acres (minus right-of-way)</b>	<b>153.9</b>	

The 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>5</sup> and planned residential development that allow for higher densities. The HR zone allows a 60-foot maximum building height, has moderate setbacks, and a maximum lot coverage of fifty percent. In the Southside, HR properties are on 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. The HR zone in Southside also contains a handful of apartment buildings.

The 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. The LI zone allows for very limited residential uses within the district, but in the Southside, several single-family homes are grandfathered in. 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 FAR for commercial uses of retail, office/lodging, heavy retail/service, and general services.

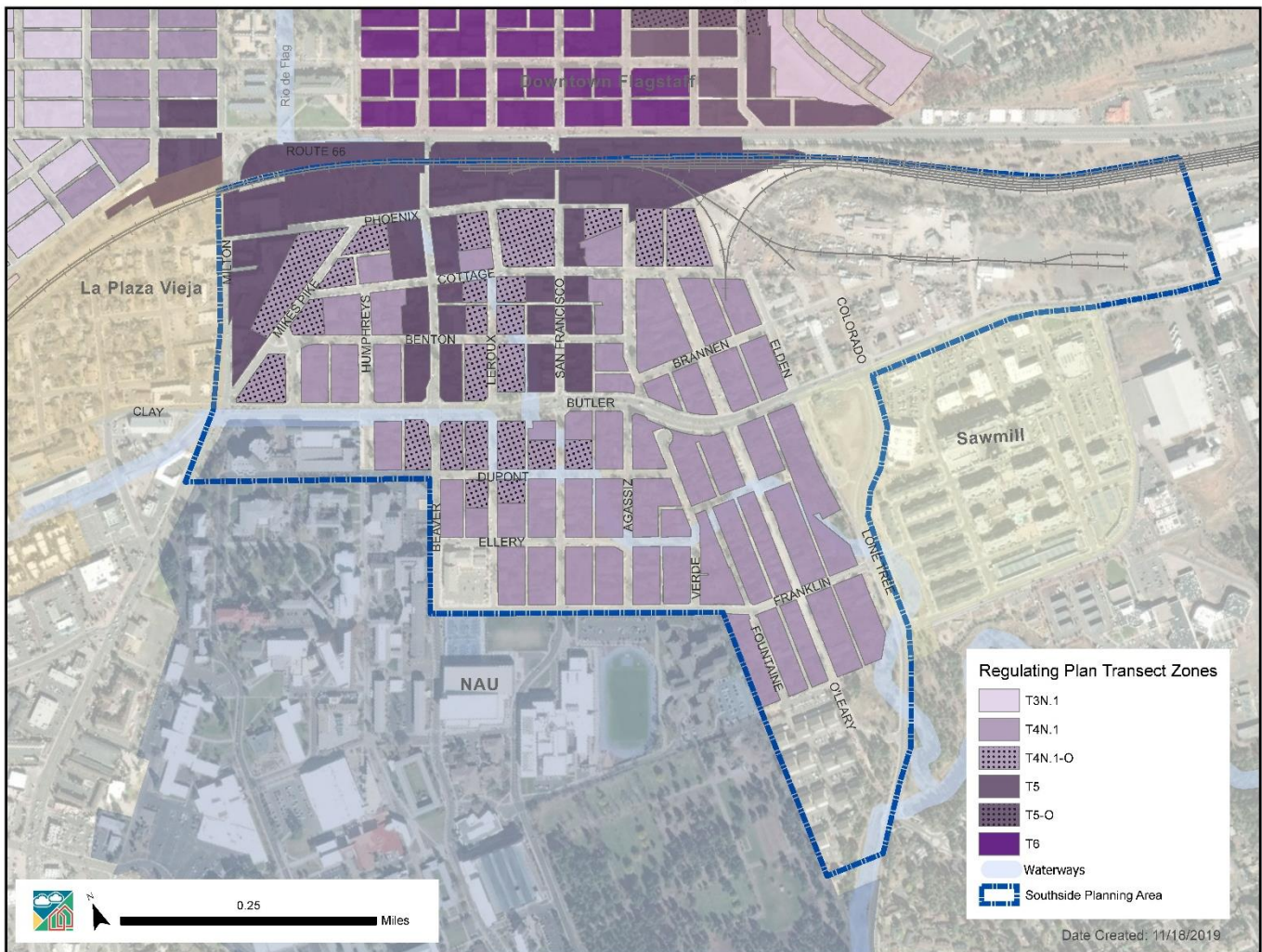
<sup>4</sup> All building heights include an additional 5-foot allowance for pitched roof slopes.

<sup>5</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.

## Transect Zoning

Transect zoning, also known as the form-based code, was added as an option for property owners in central Flagstaff, including the Southside, in 2011. The transect zones are an option, and in order to apply them to a property, the owner must waive their rights under the conventional zones, and move their property into the transect code standards and guidelines. To date, only 3.8 acres across seven properties have opted into the transect zoning, which amounts to only four percent of the area within the Southside that could adopt transect zoning. This form-based code is intended to deliver more compatible building types that are calibrated to the community.

### Transect Zoning



**Table 3: Transect Zoning in the Southside**

<b>Transect Zoning</b>	<b>Adopted</b>	<b>Available</b>	<b>Percent Adopted</b>	<b>Building Types Allowed</b>
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
<b>Total</b>	<b>3.8</b>	<b>95</b>	<b>4.0%</b>	

Unfortunately, the building types in Flagstaff’s Transect Code missed several building types historically present in the Southside. 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. These zoning categories need to be revised to increase their compatibility with the Southside’s historic character. Some issues with the Transect Code’s calibration were identified in the High Occupancy Housing Plan. The City will address those issues by adopting an amendment to the Transect Code.

## **Business and Live/Work**

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 businesses 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. The Flagstaff visioning survey found that fifty 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.

The distinctiveness of the Southside neighborhood is an important quality for Southside residents and business owners. Sixty-five percent of surveyed business owners thought that the unique character of the Southside was important or very important. These sentiments illustrate the importance for the character to be protected, or even enhanced, as the neighborhood evolves in the future. Thirty-eight percent of businesses in the Southside are in contributing historic buildings. These older and more traditionally designed commercial spaces provide a lot of flexibility in their use. Encouraging local business is important to the character and the economy. Local businesses keep \$43 in the local economy for every \$100 spent; national chains only contribute \$13 for every \$100 spent (Civic Economics, 2019).

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; another twelve percent rated it as important. Proximity to NAU is an important piece to the success of most Southside businesses. Sixty-eight percent of surveyed businesses rated their proximity to NAU as important or very important. Creative partnerships between the university and community non-profits and businesses could provide avenues for innovation and equity to spill out into the neighborhood. Community members generally appreciate the variety of businesses that exist with the Southside neighborhood. Large-scale industrial activities were an important part of the neighborhood's history. Small-scale industrial activities still exist throughout the neighborhood. Industrial-like operations, like beer and coffee production, are also sprinkled throughout the rest of the neighborhood, and 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.

## **Public and Community Spaces**

A neighborhood should ideally have a park within easy walking distance of every resident, which equates to an approximate 10-minute walk,<sup>6</sup> or one-quarter mile. The closest thing to a park in the Southside is the landscaped area directly west of the Murdoch Center. Land is limited for any park in the Southside neighborhood. The City does not currently own any land within the Southside that is planned for a park.



**Figure 14: Murdoch Center**

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 should become a community asset. However, developing a park or green space along this route has several hurdles including the need for flood control, concerns about public safety, and a mix of public and private ownership.

A higher priority for the community is to improve the sidewalks and streetscapes in front of businesses and throughout the neighborhood. However, this desire is not unrelated to the

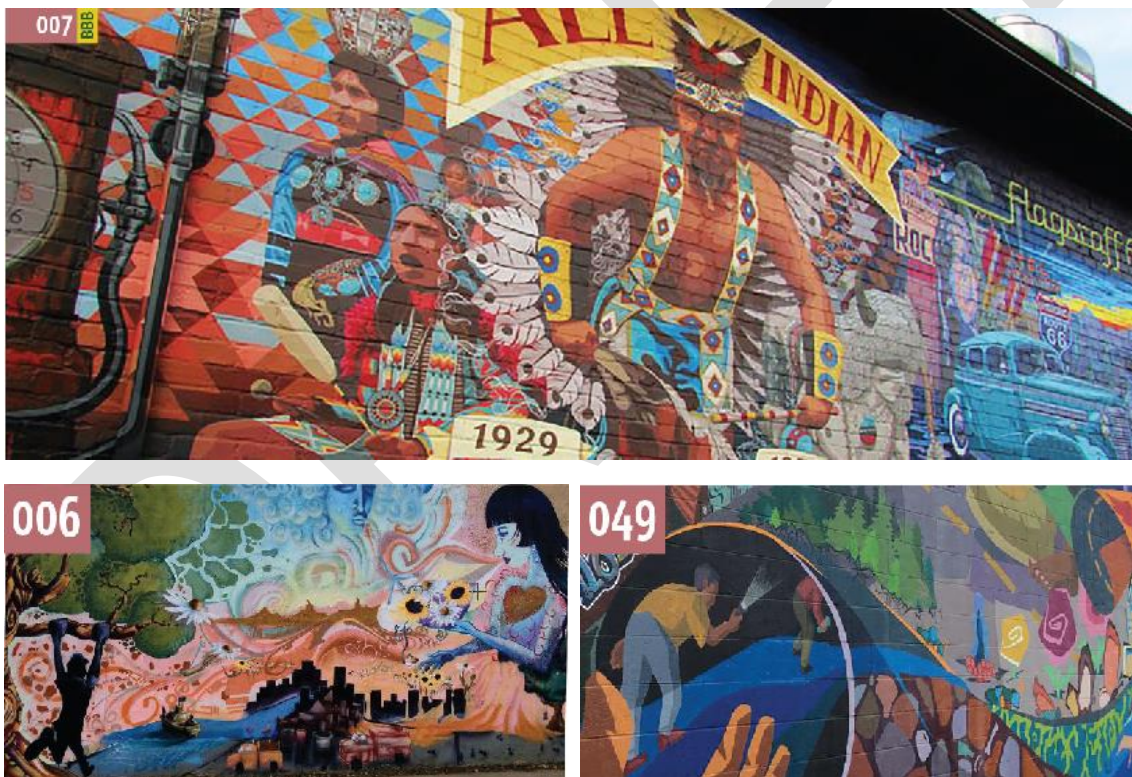
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<sup>6</sup> This timed walk is not associated with any distance and is the standard for a "walkable" park used by the National Recreation and Parks Association and the Flagstaff Master Parks Plan.

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.

## Public Art

The Southside has a rich tradition of public art that reflects the history and culture of the community. Over a dozen murals and six three-dimensional art installations currently reside in the Southside and nearby on NAU's campus. In addition to the visible public art of the Southside, the first "Walk This Talk" project was installed in 2019. 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. The desire to see and appreciate public art as part of a walkable neighborhood experience were popular in surveys and at public meetings throughout the Southside community planning process.



**Figure 15: Mother Myth Mural by Mural Mice Universal (top); Leroux Street Mural by Black Sheep Art Collective (bottom left); What Flows Beneath Our Feet by Cy Wagoner, Dave Loewenstein (bottom right)**

## Parking

Parking is one of the biggest community concerns in the Southside. Almost seventy-five percent of the residents and businesses surveyed in the Southside believe that “not enough parking” is somewhat of an issue or a big issue. Parking exists in three forms: on-site, off-site, and on-street. On-street parking is allowed on most streets in the Southside neighborhood, but is difficult to manage in some places due to a lack of sidewalk, curb, and gutter.



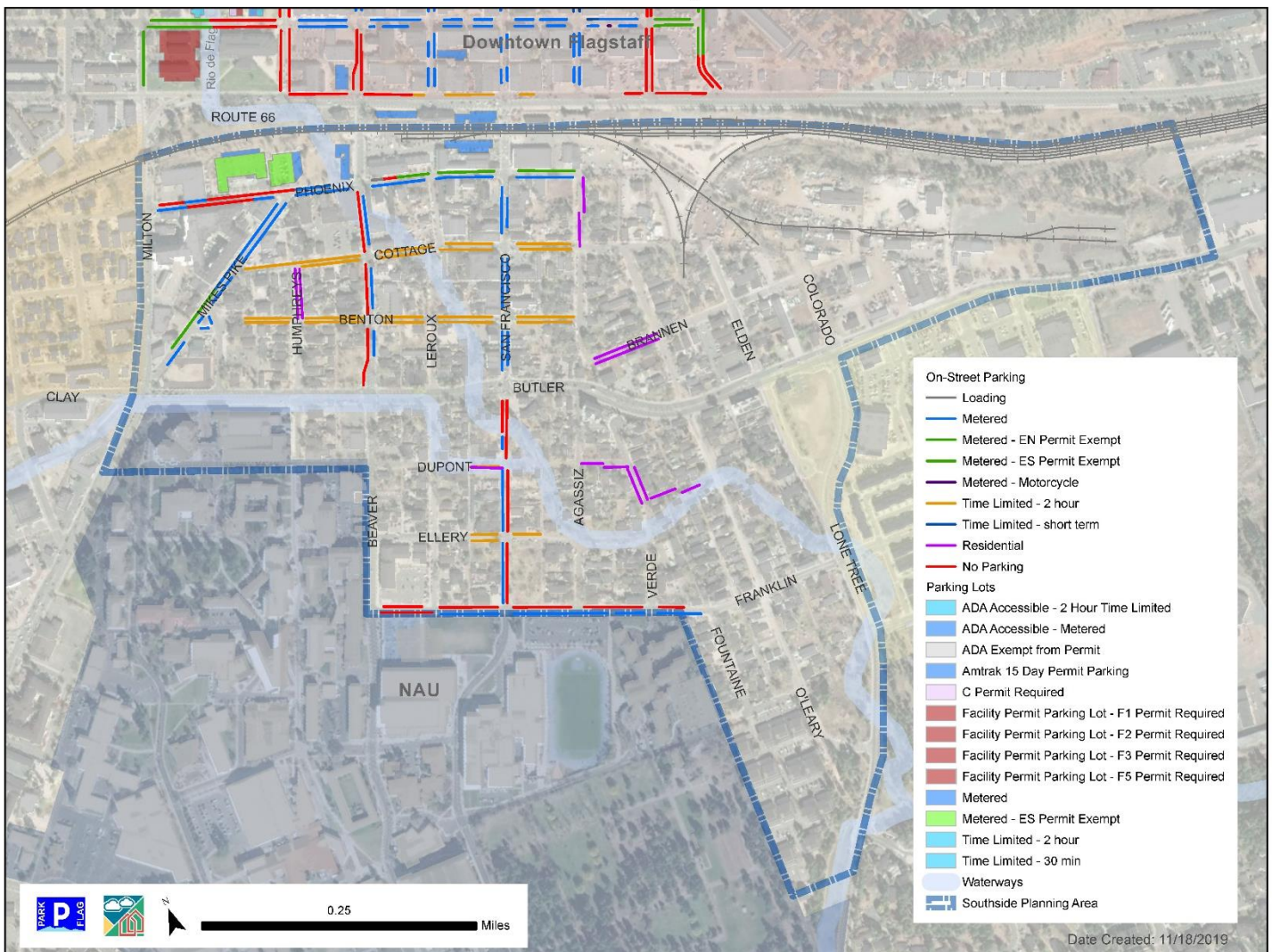
***Figure 16: Incomplete street infrastructure in the Southside contributes to parking issues***

Most members of the Southside community have experienced an increase in parking challenges as more parcels in the Southside redevelop. One reason for these challenges connects 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. A common sentiment in the Southside community is that most new development is not providing enough parking and exacerbating the neighborhood's parking challenges.

Much of the Southside was developed before car ownership was the norm. As such, many commercial and residential properties did not create ample on-site parking. Although lack of parking is an inconvenience, it also contributes to the character of the neighborhood, as large parking lots or frequent driveways do not impede the area's walkability. In fact, “Walkable” was the third most common adjective used to describe the neighborhood during the 2018 Southside visioning survey. ParkFlag was implemented in 2017 to manage public parking throughout Flagstaff, which included the Southside area. The Southside neighborhood has the option to opt-in to the ParkFlag residential parking management system. Residential programs are designed to allow for public and residential parking to occur in an organized fashion, and is typically done on a block-by-block basis when over fifty-one 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.

Pilot parking management projects have been implemented and are being evaluated for blocks that have incomplete infrastructure in the Southside. 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 Fountaine Street, it provided a tactical improvement over the previous condition and was a collaborative solution developed with input and feedback from the residents.

### Park Flag



## **Transportation**

Three major roads bound and cross the Southside neighborhood: Butler Avenue, Milton Road, and Lone Tree Road. Major roads, for the purpose of this 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 (seventy percent of respondents). Fifty-five percent of the Southside residents surveyed believed that traffic was somewhat of an issue or a big issue in the community.

South Beaver Street and South San Francisco Street work together to carry people north and south through the middle of the Southside neighborhood. Beaver Street has one-way travel to the south; San Francisco Street is one-way toward the north. The one-way traffic on these roads has allowed them to carry more traffic and allows for loading necessary to the commercial businesses on these narrower streets. Fifty percent of all business in the Southside face these streets. Many Southside community members 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.

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

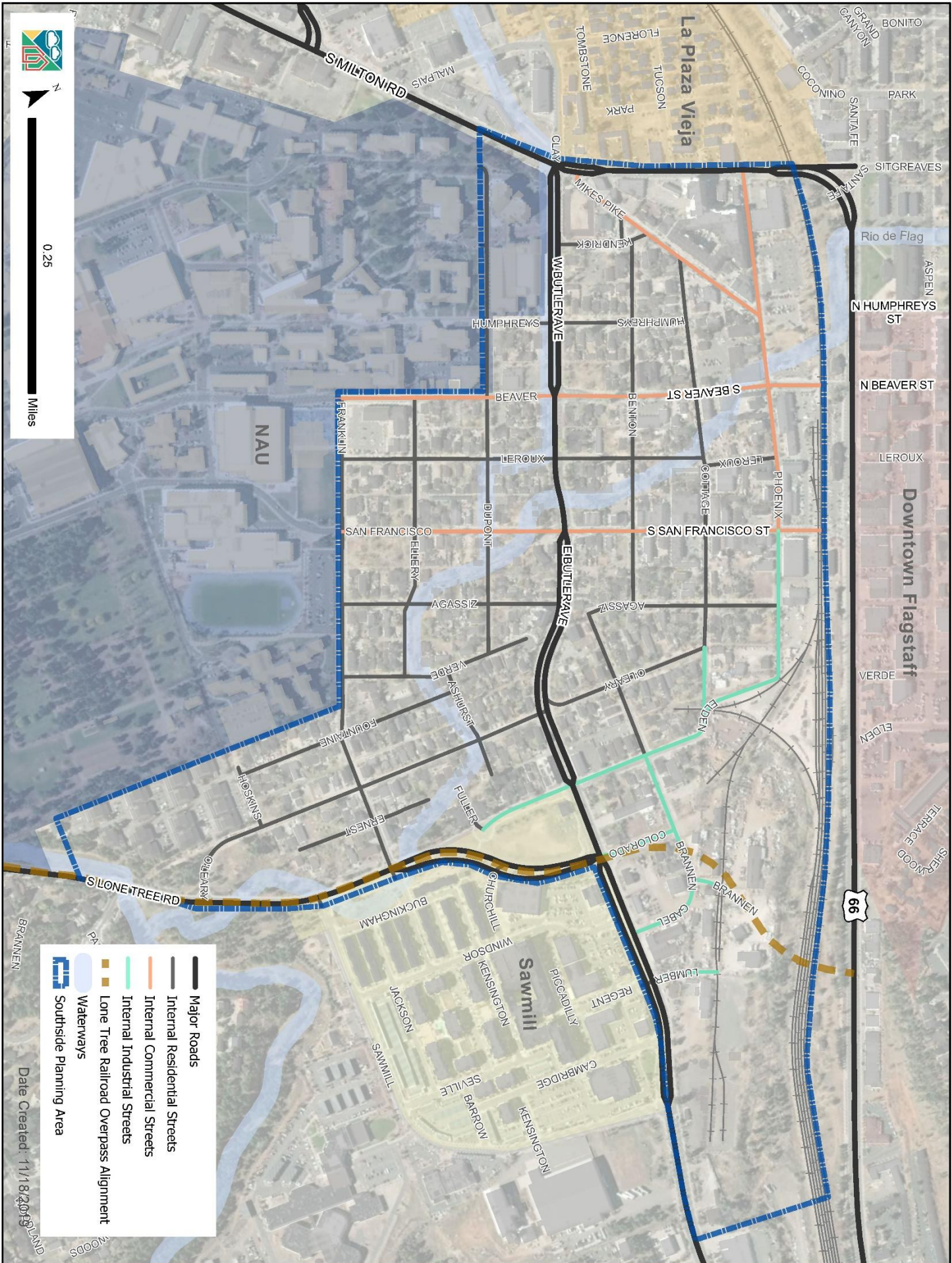
## **Influence of the Lone Tree Overpass on the future of Southside**





Lone Tree Road will extend from its existing terminus at Butler Avenue, over the railroad, and connect to Route 66.

Completion of this project is expected 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 seventy percent based on the Regional Transportation Model. 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.

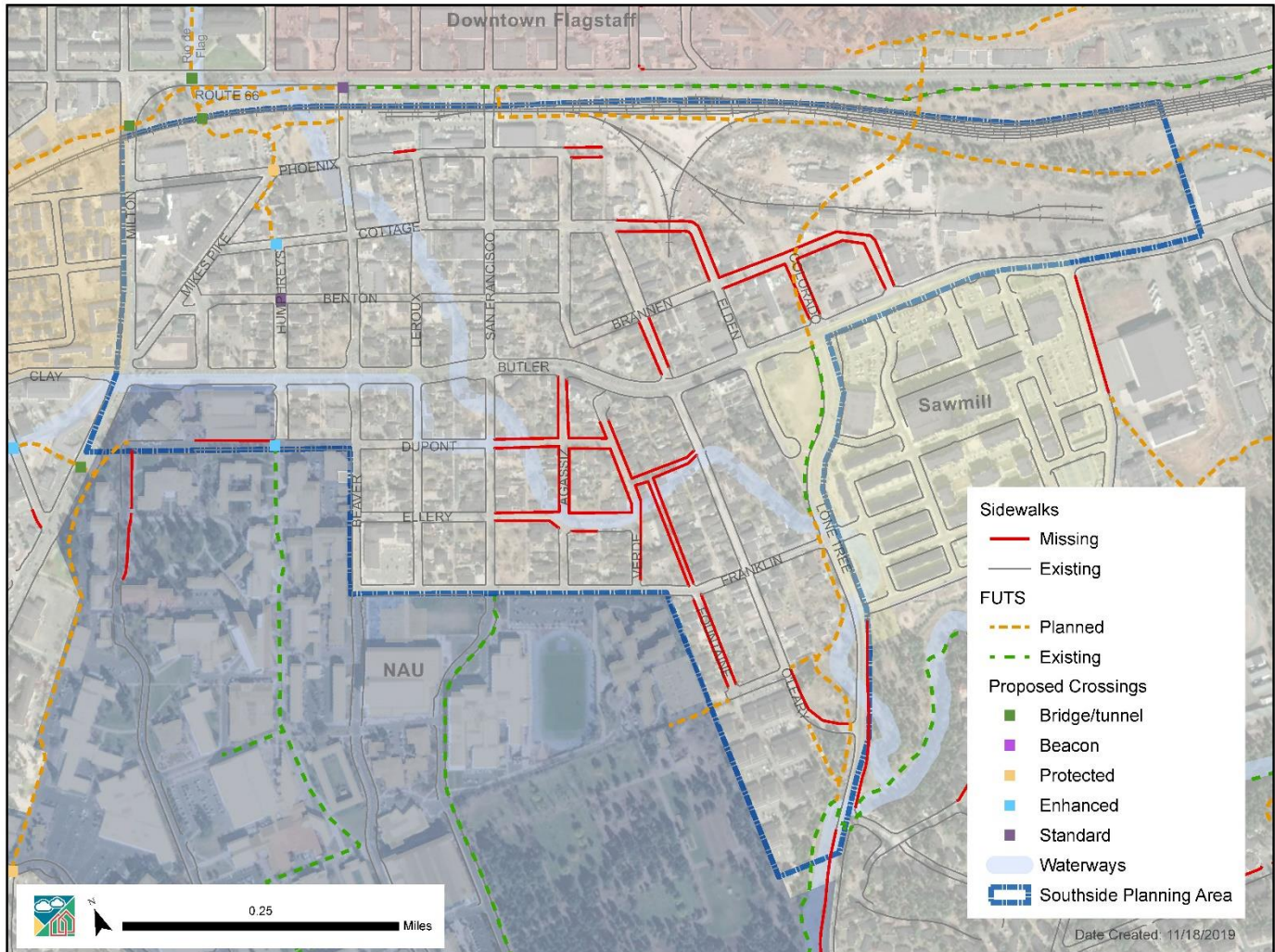
# Major Roads and Internal Streets



-  Major Roads
-  Internal Residential Streets
-  Internal Commercial Streets
-  Internal Industrial Streets
-  Lone Tree Railroad Overpass Alignment
-  Waterways
-  Southside Planning Area

Date Created: 11/18/2019

### Active Transportation Master Plan Multi-Modal Infrastructure

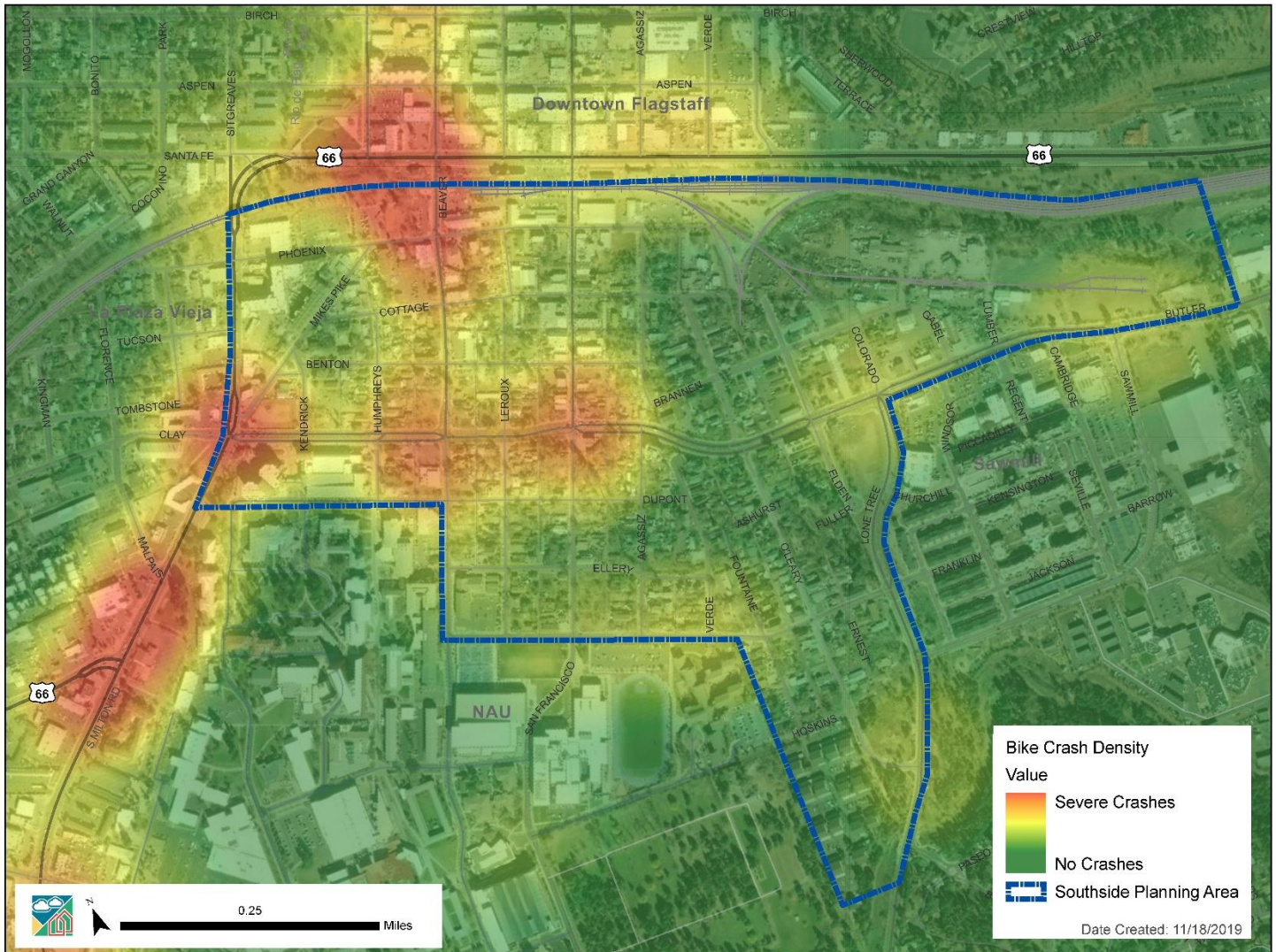


**Figure 17: The S-curve on Butler Avenue**

About one-sixth of Southside community survey respondents cite its walkability as a major asset (the second most common response). The neighborhood and adjacent amenities create countless useful and interesting destinations, and the gridded streets make the walking environment efficient and comfortable. While pedestrian use of the streets is high throughout the neighborhood, pedestrian crashes tend to be low to moderate severity, indicating that the overall walking environment is perceived as safe and comfortable by the pedestrian. 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; past assessments for infrastructure improvements on local streets have led to displacement. One spot repeatedly mentioned for pedestrian improvement is to provide a safe crossing of Butler Avenue east of South San Francisco Street through what is called the S-curve.

### Bike Crash Density



Some residents 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. Bike crash data shows that the highest severity crashes in the Southside are located along Butler Avenue and South Beaver Street near the railroad tracks. These are the most congested internal streets for the Southside, and Butler Avenue is anecdotally known for sideswipes of bicyclists in the bike lane.



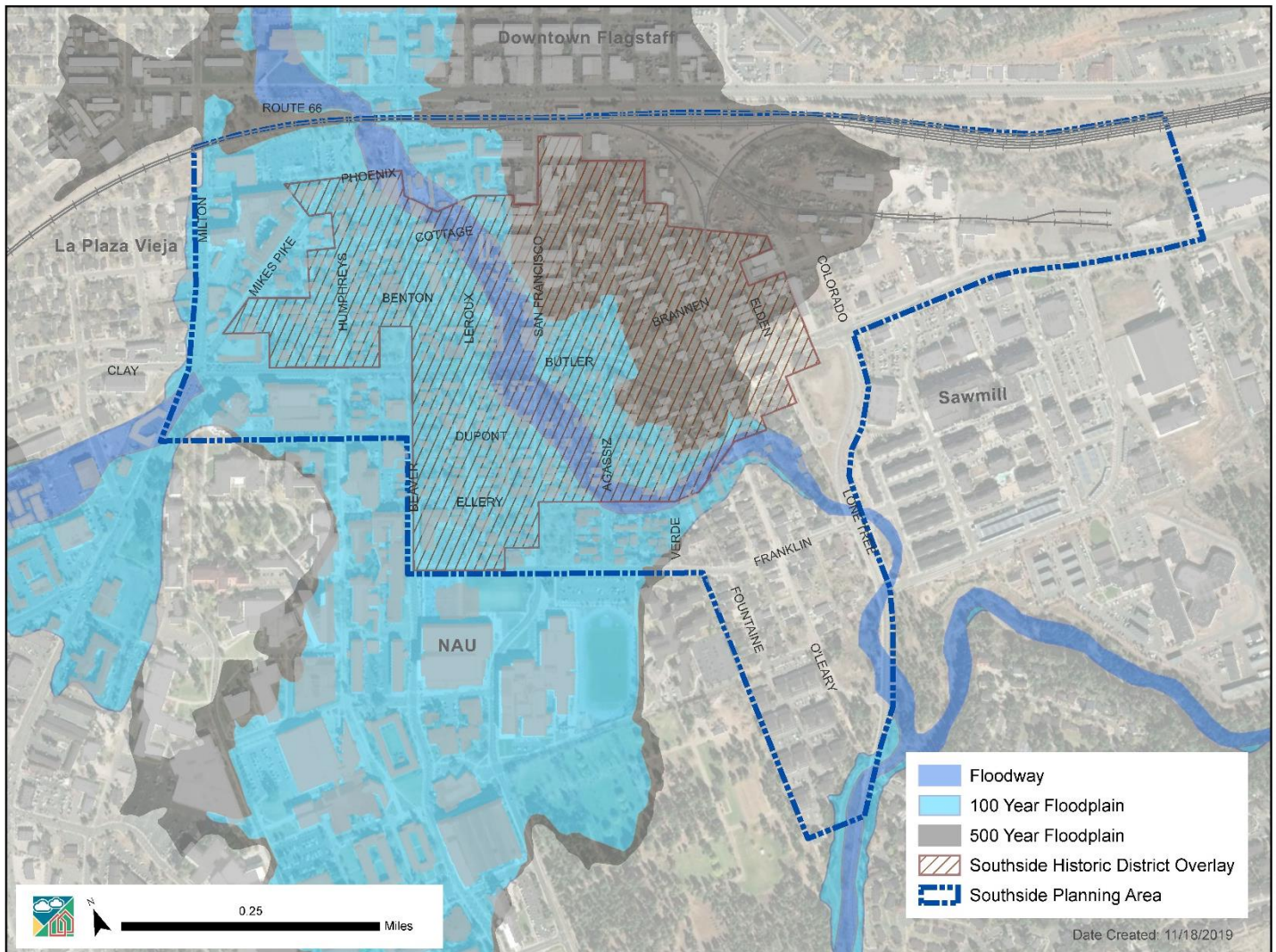
**Figure 18: Downtown Connection Center**

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.

DRAFT

## Flooding and Other Emergencies

### Flood Hazards



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.

Most of the Southside neighborhood exists in the 100-year floodplain of the Rio de Flag or Clay Avenue Wash. 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 issue of flooding has a complicated natural and social history in the Southside. In the late 19<sup>th</sup> century, the Rio de Flag floodplain followed a different alignment that caused regular flooding of the lumber mill facilities. In the 1910s and 1920s, the community rerouted the ditch where the flooding occurred in the Southside community. In the 1980s, when floodplain regulations went into effect in the

Southside, no consideration was made for this manmade relocation, so the impacts of flood insurance and regulations limited development. Floodplain restrictions now impacting the Southside include:

- 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 provided that 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 ensure that vehicles are moved in case of flooding.



**Figure 19: Summer monsoon flooding in the Southside**



**Figure 20: Rio de Flag flowing underneath Macy's Coffee**

Obtaining insurance for a non-conforming structure for flooding can be prohibitively expensive for some households. All buildings that have a mortgage and are in a floodplain are required to carry flood insurance by the Federal Emergency Management Agency (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. Those programs are in the process of being phased out and premiums for longtime residents in the Southside have been rising.

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. Design and planning for this system has been underway since the

mid-1990s. Completion of a flood control project would allow for remapping of the floodway and floodplain designations and reduce if not eliminate their impacts on Southside properties.



**Figure 21: Dupont Avenue between South San Francisco Street and South Leroux Street (also known as "Lake Dupont")**

In addition to floodwaters traveling into the Southside neighborhood, the topography and aging infrastructure create localized flooding issues.

Localized low points such as at Dupont Avenue and Leroux Street ("Lake Dupont") often pond with up to three feet of water from water that falls in its vicinity. The primary reason for this ponding relates to an inability for the local storm drain to outlet at a lower elevation.

Many other low points exist in the Southside neighborhood without or with inadequate outlets. The City of Flagstaff Stormwater Section has a running list of planned improvements throughout the City. The amount needed to fund the full capital list is larger than the available funding.

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 vehicles or pedestrians. Unfortunately, the number of collisions with individuals

at the railroad and South San Francisco Street spiked in 2018, including several fatalities at this location.

For the general public in the Southside, the most important step is to sign up for emergency alerts and to follow all evacuation and shelter in place orders if a train derailment were to occur. Given the high annual turnover and rate of rental occupied housing in the Southside, preparing for an emergency to these hazards will require a sustained education effort. 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.

## **Public Safety**

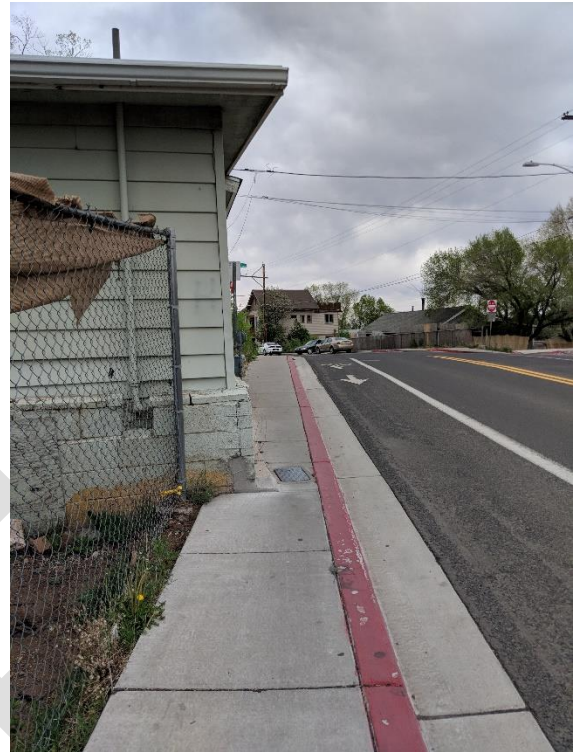
Thirty-seven percent of residents surveyed in the Southside thought that public safety was somewhat of an issue or a big issue. Fifty percent of business owners/operators surveyed in the Southside thought similarly about public safety.

A common public safety complaint in the Southside relates to streets being too dark. As 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.

Some roads in the Booker T. Washington subdivision are narrower than any current City standard. In some cases, like 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 to 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 unintentionally encroach into the right-of-way.

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. One way property owners can take actions to 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 (National Crime Prevention Council 2019).

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.



**Figure 22: Encroachment into the City right-of-way on Franklin Avenue**

## Chapter 3: Goals, Policies, and the Regional Plan



Goals and policies in the Southside Community Plan are area-specific ways of advancing the goals and policies of the Flagstaff Regional Plan 2030. They are written broadly so they can be viable for a 10- to 20-year planning horizon. During the next 20 years, physical, financial, political, and social environments may change, but the goals and policies should provide consistency in the

**Figure 23: Diagram of goals and policies hierarchy (Regional Plan)**

path forward for reinvestment and revitalization in the Southside community. Strategies are ideas that could help achieve the outcomes but may be modified or updated as conditions change (Potential Strategies are found in Chapter 6).

City capital projects, and rezoning, annexation, and plan amendment applications, will be reviewed by City staff to determine consistency with the Regional Plan and must also consider applicable goals and policies from specific plans. Specific plans do not change existing entitlements. Development applications that use their existing rights and comply with City standards are not subject to review for consistency with the Regional Plan and any applicable specific plans. If a Regional Plan goal or policy is tied to a goal in the Plan, then it should be weighted more heavily in future decision-making than a goal that is not listed in this chapter.

The Concept or Illustrative Plan in Chapters 4 and 5 and the text of the Southside Community Plan will provide supplemental information for the interpretation of goals and policies. In case of any conflict between the Concept or Illustrative Plan and the Southside Community Plan's goals and policies, the goals and policies will prevail. The Plan is also used to guide decisions related to the expansion of public infrastructure, for example, the building or improvement of new roads and trails, investment in parks or public buildings, and other facilities. Many initiatives to improve the community start at the grassroots level. Thus, the Southside Community Plan may be used by all residents and property owners in order to advocate for new development that conforms to the Plan and for assistance in implementing actions that will further the Plan's vision and direction.

## Vision Statement for the Southside Community Plan

The Southside Community shall promote growth and sustainable improvements that enhance and embrace our heritage through CULTURAL STEWARDSHIP, retaining the unique character and cultural fabric and flavor of our neighborhoods.

### Goals and Policies

#### Heritage Preservation

**GOAL 1: Protect the landmarks and historic character that make Southside a unique community in Flagstaff.**

Policy 1a: Support adaptive reuse through the adoption of incentives for the Southside's commercial buildings that provide relief from landscaping, parking, and other requirements.

Policy 1b: Preserve the integrity of historic commercial and residential buildings through targeted landmark overlays and local historic or character preservation districts.

Policy 1c: Protect and promote the adaptive reuse of landmarks in the Southside, including Route 66 signs, architecture and history, and cultural and familial landmarks.

Policy 1d: Replicate patterns, materials, and architectural features of historic building in new construction.

**GOAL 2: Create greater awareness of programs and incentives that support the preservation of historic properties, particularly single-family homes.**

Policy 2a: Encourage the restoration of single-family homes in the neighborhood through grants and education for homeowners and landlords.

#### ***Flagstaff Regional Plan 2030 Relevant Goals and Policies***

*Goal CC.2. Preserve, restore, and rehabilitate heritage resources to better appreciate our culture.*

*Policy LU.10.3. Value the Historic Neighborhoods established around downtown by maintaining and improving their highly walkable character, transit accessibility, diverse mix of land uses, and historic building form.*

## Growth and Change

**GOAL 3:** Support investment in the Southside Community that addresses longstanding issues and community concerns.

Policy 3a: Create a program where new development can contribute financially to community initiatives that provide for community stability and public benefits, such as flood-proofing existing homes to help keep existing residents in place, job development for residents, public parking, parks, historic preservation, or other issues in the community.

**GOAL 4:** Support a diversity of buildings and mix of uses that is compatible with the scale and architecture of historic landmarks and area character.

Policy 4a: Recalibrate the T4 and T5 zones to be compatible with the character of the Southside community's fabric without sacrificing the architectural and mixed-use benefits of the districts.

Policy 4b: Allow more intense and dense development in the areas of the neighborhood east of South Elden Street and north of Butler Avenue in order to increase the supply of housing without replacing the employment uses in that area.

Policy 4c: Protect the character of small-scale residential areas of the neighborhood with the medium to high density in order to attract and retain families and long-term residents.

Policy 4d: Consider the north-south internal streets in Southside as the primary pedestrian environment for new buildings for all corner lots west of South Lone Tree Road.

### **Growth and Change - Flagstaff Regional Plan 2030 Relevant Goals and Policies**

*Goal CC.3. Preserve, restore, enhance, and reflect the design traditions of Flagstaff in all public and private development efforts.*

*Goal LU.1. Invest in existing neighborhoods and activity centers for the purpose of developing complete, and connected places.*

*Goal LU.4. Balance housing and employment land uses with the preservation and protection of our unique natural and cultural setting.*

*Policy LU.5.6. Encourage the distribution of density within neighborhoods in relationship to associated activity centers and corridors, infrastructure, transportation, and natural constraints such as slopes and drainages.*

*Policy NH.1.2. Respect traditions, identifiable styles, proportions, streetscapes, relationships between buildings, yards, and roadways; and use historically appropriate and compatible building and structural materials when making changes to existing neighborhoods, especially in historic neighborhoods.*

*Policy NH.2.3. Continue the tradition of multi-story, multi-use buildings to maintain and increase a stable, mixed-income residential population when planning new structures in the downtown and Southside neighborhoods.*

## Business and Live/Work Community

**GOAL 5:** Support diverse mixed-use areas in the Southside for businesses and workforce development that have a balance of quality urban design, commercial opportunities, and production of goods and services.

Policy 5a: Create a unique mix of industrial and residential uses in the existing industrial areas (east of South Elden Street) that supports creativity, innovation, and jobs.

Policy 5b: Expand compatible office uses and light industrial activities like arts, food production, small batch production, and technology into existing commercial areas, like along South San Francisco Street, South Beaver Street, Mikes Pike, and Phoenix Avenue.

Policy 5c: Support diversity of private businesses throughout the neighborhood that meet every day needs of community residents.

**GOAL 6:** Promote a unique, connected, and creative business community founded on character, diversity, and partnerships.

Policy 6a: Promote local business spaces that can adapt over time through adaptive reuse of the community's historic fabric, and new commercial components that are small, flexible, and simple to prevent vacant retail space.

Policy 6b: Support the creation of a variety of attractions and events that are appropriately scaled to the neighborhood environment.

Policy 6c: Brand the Southside as a distinctive component of the greater downtown and its own unique neighborhood character, culture, and social story.

Policy 6d: Encourage financially sustainable partnerships with local organizations to expand community service offerings such as childcare and job training.

### ***Business and Live/Work Community - Flagstaff Regional Plan 2030 Relevant Goals and Policies***

*Policy LU.6.1. Consider a variety of housing types and employment options when planning new development and redevelopment projects.*

*Policy LU.11.5. Encourage adaptive re-use of historic structures for a variety of commercial spaces and housing options.*

*Policy LU.15.2. Consider the compatible integration of residential uses and proposed employment centers to reduce vehicle trips and commute times.*

*Policy LU.18.2. Strive for activity centers and corridors that are characterized by contextual and distinctive identities, derived from history, environmental features, a mix of uses, well-designed public spaces, parks, plazas, and high-quality design.*

**Flagstaff Regional Plan 2030 Relevant Goals and Policies (continued)**

*Policy ED.3.2. Strengthen the arts, culture, and education sectors as important economic drivers in the community.*

*Policy ED.3.6. Foster entrepreneurialism and start-up businesses with incubator and accelerator programs in sectors that demonstrate considerable growth potential.*

## Public and Community Spaces

**GOAL 7: Give opportunities to all Southside residents to access parks and green spaces within a ten-minute walk from their home.**

Policy 7a: Create more small and larger parks throughout the Southside.

Policy 7b: Create opportunities for more active and publicly accessible spaces along the Rio de Flag, after a flood control project is complete.

**GOAL 8: Activate streets and cultural gathering places to support community connections and vibrancy of the Southside for all who live there.**

Policy 8a: Invest in improved amenities at the Murdoch Center, such as recreation, landscaping, and improved space for events.

Policy 8b: Memorialize historic and existing culture in dedicated public spaces.

Policy 8c: Enhance the streetscapes throughout the neighborhood with complete curb, gutter, and sidewalk, street trees that incorporate needs for stormwater conveyance, traffic, public art, and tactical or creative placemaking projects.

Policy 8d: Allow for public events, such as food cart events, markets, holiday parties, and car-free events, to include public local streets in their programmed space.

**Public and Community Spaces - Flagstaff Regional Plan 2030 Relevant Goals and Policies**

*Goal CC.5. Support and promote art, science, and education resources for all to experience.*

*Policy LU.10.9. Civic spaces must be well designed, accessible, and central to the urban fabric.*

*Policy LU.11.7. Include new and improved civic buildings and civic spaces into downtown<sup>7</sup> redevelopment strategies.*

*Policy LU.12.1. Invest in downtown's streets and sidewalks so that they remain Flagstaff's premiere public spaces.*

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<sup>7</sup> The definition of "downtown" in this portion of the Regional Plan includes the Southside community.

## Parking

**GOAL 9: Make parking management more effective through partnerships and design.**

Policy 9a: Continue to coordinate efforts between student-centric housing developers, the City, and NAU to mitigate parking impact on Southside residents.

Policy 9b: Promote and expand the residential parking program in the Southside.

Policy 9c: Address incomplete street infrastructure that affects parking management using short- and long-term strategies.

**GOAL 10: Manage the supply of public parking in the Southside to balance the needs of businesses and residents.**

Policy 10a: Increase off-street parking availability for new residences on small lots through shared parking plans, and increase private parking lot development to address the increasing number of bedrooms and higher occupancy, especially south of Butler Avenue.

Policy 10b: Increase parking supply for employees and commercial customers in the walkable commercial areas of the Southside and close to NAU's campus.

### ***Parking - Flagstaff Regional Plan 2030 Relevant Goals and Policies***

*Policy CC.4.4. Design streets and parking lots to balance automobile facilities, recognize human-scale and pedestrian needs, and accentuate the surrounding environment.*

*Policy LU.10.2. Support on-street parking, shared lots, and parking structures.*

*Goal LU.12. Accommodate pedestrians, bicyclists, transit riders, and private cars to supplement downtown's status as the best-served and most accessible location in the region.*

*Policy T.3.4. Actively manage parking, including cost and supply, to support land use, transportation, and economic development goals.*

## Transportation

**GOAL 11: Provide for pedestrian and bicycle safety and comfort throughout the Southside community.**

Policy 11a: Improve the safety for bicyclists along Butler Avenue from South Milton Road to South Lone Tree Road.

Policy 11b: Increase safe and comfortable crossing options on Butler Avenue.

Policy 11c: Design residential streets to discourage speeding.

Policy 11d: Increase the comfort of walking along all streets at all times of the day within existing right-of-way and through the frontage requirements of private development.

Policy 11e: Give preference to bike routes and boulevards with improved bike wayfinding through the Southside that reduce conflict with vehicular traffic on busy streets.

**GOAL 12: Support the Downtown Connection Center as a hub for multiple transportation options and effective mode transfer.**

Policy 12a: Create a more attractive Downtown Connection Center at Phoenix Avenue that becomes an architectural amenity, community amenity, and quality public space for the Southside.

Policy 12b: Prioritize transit, then pedestrians and bikes, and lastly cars, on Phoenix Avenue between South Milton Road and Beaver Street.

Policy 12c: Support innovative and complementary transportation facilities at the Downtown Connection Center, such as bike share or a parking garage.

**GOAL 13: Complete streets for all modes of transportation on all streets in the Southside.**

Policy 13a: Prioritize completing sidewalks, curb, and gutter, and providing parking where appropriate, throughout the Southside neighborhood on streets with at least 50 ft. of right-of-way.<sup>8</sup>

Policy 13b: Utilize creative, non-standard design solutions that balance the safety needs for all transportation modes and parking for streets that have right-of-way widths less than 50 ft. or that have other impediments to creating complete streets.

---

<sup>8</sup> South Agassiz Street, South Verde Street, Dupont Avenue and Ashurst Avenue southeast of Butler Avenue/San Francisco Street, South Fontaine Street south of Franklin Avenue, Ellery Street between South San Francisco Street and South Agassiz Street, Leroux Street between Benton Avenue and Cottage Avenue, South Elden Street north of Brannen Avenue.

**Transportation - Flagstaff Regional Plan 2030 Relevant Goals and Policies**

*Policy CC.4.4. Design streets and parking lots to balance automobile facilities, recognize human-scale and pedestrian needs, and accentuate the surrounding environment.*

*Policy LU.10.7. Invest in infrastructure and right-of-way enhancements that favor the pedestrian and transit as an incentive for private investment in urban neighborhoods and activity centers.*

*Policy T.1.2. Apply Complete Street Guidelines to accommodate all appropriate modes of travel in transportation improvement projects.*

*Policy T.1.3. Transportation systems are consistent with the place type and needs of people.*

*Policy T.3.3. Couple transportation investments with desired land use patterns to enhance and protect the quality and livability of neighborhoods, activity centers, and community places.*

*Policy T.5.4. Design streets with continuous pedestrian infrastructure of sufficient width to provide safe, accessible use and opportunities for shelter.*

## **Flooding and Other Emergencies**

**GOAL 14: Resolve longstanding flooding hazards in the Southside community.**

Policy 14a: Mitigate localized flooding issues and take advantage of green infrastructure opportunities.

Policy 14b: Work towards the removal of the floodplain designation in the Southside.

Policy 14c: Minimize displacement and retain neighborhood character after the floodplain designation is removed to the greatest extent possible.

Policy 14d: Support lobbying efforts to find solutions to the problems with the National Flood Insurance Program.

**GOAL 15: Ensure safety for all people and property during a flooding emergency.**

**Flooding and Other Emergencies - Flagstaff Regional Plan 2030 Relevant Goals and Policies**

*Goal WR.5. Manage watersheds and stormwater to address flooding concerns, water quality, environmental protections, and rainwater harvesting.*

*Goal PF.1. Work across all government operations and services to prepare for the impacts of natural and human-caused hazards.*

*Policy PF.3.4. Maintain emergency management operations to protect life and property during disaster events in natural hazard areas and built environments.*

## Public Safety

GOAL 16: Reduce the occurrence of high-frequency low level crime that affects quality of life in the community through environmental design.

Policy 16a: Increase the number of “eyes on the street” at all times of the day in all Southside public spaces, through urban design and community programs, to create safety in numbers and improve the perception of safety in the neighborhood.

Policy 16b: Design parks to encourage structured and unstructured use at all times of the day and to be near other private spaces that have use spread throughout all times of the day.

Policy 16c: Design and maintain public spaces that are visible to typical neighborhood activity, especially along the Rio de Flag or in parks.

Policy 16d: Create an environment for safer nightlife in the neighborhood.

### **Public Safety - Flagstaff Regional Plan 2030 Relevant Goals and Policies**

*Goal PF.3. Provide high-quality emergency response and public safety services including law enforcement, fire, medical, and ambulance transport service.*

## Future Growth - Southside Subareas

In order to more clearly define the goals and policies of this Plan and the relevant policies of the Regional Plan, the Southside Community Plan identifies subareas that correspond to the Regional Plan's Future Growth Illustration. These subareas represent the desired development and preservation patterns of the Southside as defined by goals and policies. Concept Plan illustrations in Chapter 4 are organized by these subareas and show how they define what is a compatible development in the context of a future Live/Make Center, Southside Main Streets, a Live/Work Neighborhood, and the Neighborhood Core.

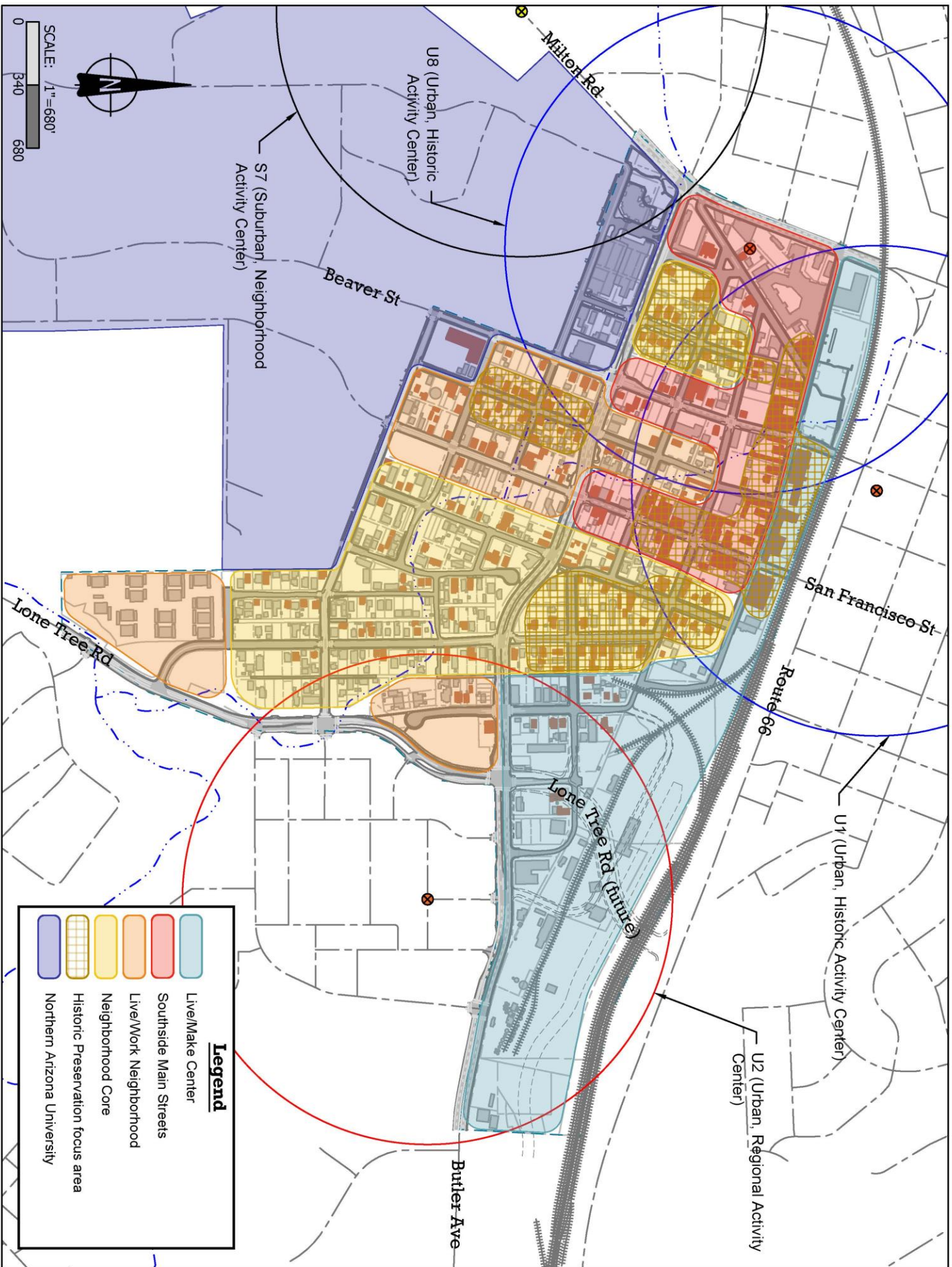
The boundaries and descriptions of subareas are driven by the desired outcomes or goals that the community described during public participation and are balanced with the ability of the City and the community to influence change through policies, regulations, and incentives.

The Southside has activity centers (Live/Make Center and Southside Main Streets) identified in the Regional Plan that support walkable mixed-use places for residents and the larger community integrated with an urban neighborhood that is valued for its live/work opportunities. The location of activity centers along the periphery of the community also suggest strong pedestrian and bicycle connections and the importance of connections to NAU, Downtown, and the Sawmill redevelopment area.

*Activity centers* are an area of focus for infill and redevelopment. The Southside Main Streets are focused on a balance of preservation, adaptive reuse, and infill that is compatible with historic districts. The Live/Make Center envisions a more dramatic transformation that still retains the employment opportunities that support a strong neighborhood with economic development opportunities. These activity center subareas, due to their different goals, support different building heights, densities, intensities, and mix of uses, and are designed to benefit and fit the character of the Southside.

*Urban neighborhoods* envision residential communities that provide diverse housing choices at a variety of sizes and prices that serve many types of households. Two neighborhood subareas, Live/Work Neighborhood and Neighborhood Core, support medium- to high-density neighborhood areas. Both subareas envision supporting property owners to pursue achievable economic opportunities by adding rental units to their property or operating small businesses that can support their families. They also envision more diversity in the types of households the Southside can attract with an emphasis on live/work opportunities while preserving the historic properties on which the residential character of the community is based.

# Southside Subareas



## Live/Make Center

The Live/Make Center subarea is unique to the Southside. The concept comes from the neighborhood's historic working class land use patterns and associated presence of industrial uses in a walkable neighborhood. In terms of the Regional Plan, the area and place type is Urban Regional Activity Center which is the largest scale and intensity category in the Regional Plan. The vision for this subarea is to create a mix of employment and more intense residential uses. Most of this area is currently zoned Light Industrial (LI). The Regional Plan identified a transition to an Urban Regional Activity Center for this area.

This subarea is identified as an area that can accommodate larger scale residential development and maximum 60-foot building heights without impacting historic resources. This subarea would reconnect the people of the neighborhood with employment opportunities and would take advantage of other community characteristics that make small scale entrepreneurship more possible. The specific mix of uses proposed would be unique within Flagstaff and may require a new zoning category in order to be implemented.



*Figure 24: Examples of Live/Make character and architecture throughout the Southside*

## Southside Main Streets

The Southside Main Street subarea is founded on a vision to preserve and enhance the historic character of the commercial core of the Southside. In terms of the Regional Plan, the area and place type is *Historic Activity Center*. Within a historic activity center, increases in scale and intensity of new buildings are designed in the context of the historic fabric and should occur incrementally.

This subarea envisions commercial frontage types on the street that emulate the existing pattern, including shopfronts, commercial porches and stoops, historic hotels and motor inns, and intermittent residential buildings. Hotels and multifamily housing would be interspersed with commercial and office buildings beside, above, and behind. Newer buildings would be incrementally larger than historic ones and should not exceed 45 feet in height. The existing zoning in this subarea allows for some of the elements of this pattern of development.

In order to achieve the Plan goals and policies in this subarea, a change in zoning is needed for the CC, T4, and T5 zones to be more compatible and promote a more incremental approach to redevelopment. Another potential change in this zone would be to allow a wider variety of craft-scale employment activities to be located in the rear of and above shopfronts. Within this subarea, redevelopment on combined lots would ideally mimic the pattern of historic blocks and would avoid building footprints that exceed one-quarter block. These approaches are illustrated in Chapter 4 and potential strategies are outlined in Chapter 6.



**Figure 25: Examples of Southside Main Street character showing variability in form, color, and materials**

## Live/Work Neighborhood

The Live/Work Neighborhood subarea is intended to provide primarily medium- to high-density housing intermixed with small scale commercial in a mixed-use environment. Mixed use in this subarea is defined at the neighborhood scale, rather than each parcel. In terms of the Regional Plan, the area and place type is *Urban Neighborhood*.

Most of this subarea is currently zoned as High Density Residential (HR) and Community Commercial (CC). Both allow a 60-foot building height with five additional feet for roof pitch. The desire for this area is to preserve historic single-family homes while allowing for infill of single and multifamily housing, small commercial enterprises, and live/work studios on smaller lots. High Occupancy Housing would be incompatible with this subarea unless the lot is large enough to support adequate on-site parking or if off-site parking can be secured through shared parking agreements. The mass and scale of the buildings in this area are medium scale and generally three stories or less in height.



**Figure 26: Examples of Southside Live/Work Neighborhood character showing flexibility between residential and commercial environment**

## Neighborhood Core

The Neighborhood Core is a primarily residential area of the urban neighborhood and provides medium- to high-density development in a walkable setting that does not overwhelm or overshadow the neighborhood's historic cottages and family homes. In terms of the Regional Plan, the area and place type is *Urban Neighborhood*. This vision for this subarea is to have the appearance of single-family homes and duplexes with the possibility of additional units in the rear of the property. Ideally, parcels in this area could provide both a home and income producing potential for property owners. Most residential and commercial buildings would be two stories or less. This area is not intended to replicate a low-density residential area because that is not the historic pattern of the homes and blocks in the Southside.

Triplexes in this subarea would be no more than two and a half stories and should be located on lots larger than 7,500 square feet.

Apartment buildings in this area would have a footprint smaller than one-quarter acre and the bedrooms per unit would be 1 to 3 bedrooms. High Occupancy Housing would be incompatible with this subarea.



**Figure 27: Examples of Neighborhood Core character throughout the Southside**

## Historic Preservation Focus Areas

The Historic Preservation Focus Areas are locations within the Southside’s historic districts where the community would like to focus on historic preservations. The City would prioritize work on historic designations and overlays in these areas that preserve their integrity while balancing the needs of property owners to gain value and income from their properties. Local historic overlays and landmark overlays are desired in these areas as important steps to preserve the Southside National Register Historic District. Each of these areas may have different characteristics they wish to preserve, and this smaller area strategy will allow property owners to more easily come to agreement.



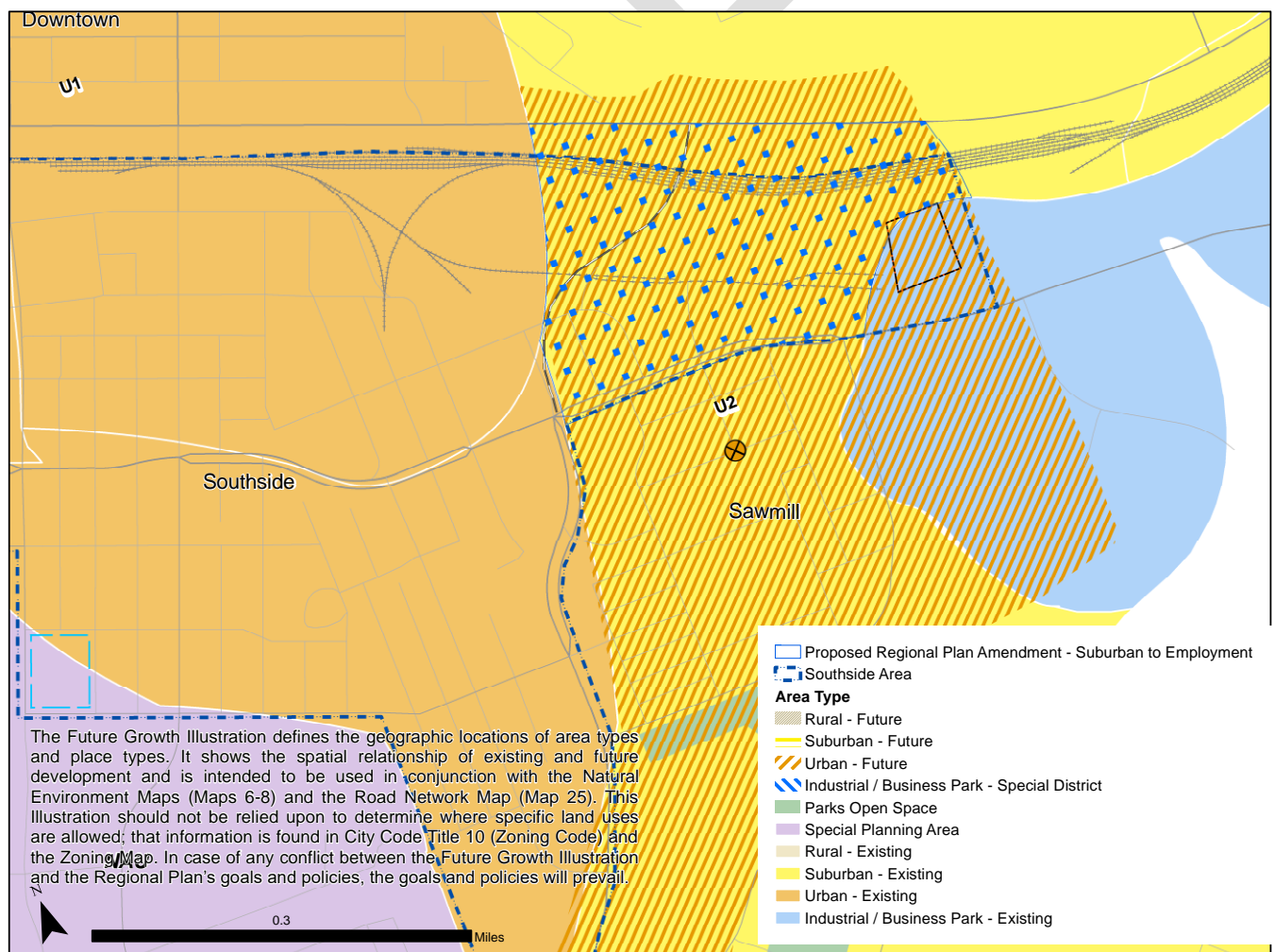
*Figure 28: Examples of historic buildings in Historic Preservation focus areas*

## Proposed Regional Plan Amendment

The Southside Community Plan has also identified the need for an amendment to the Regional Plan's Future Growth Illustration in the area types within the *U2 Regional Activity Center*. Public input indicated no desire to introduce a suburban development pattern to this area despite it being displayed as *Existing Suburban*. In fact, the current land use pattern is primarily Industrial due to the Light Industrial zoning district. Community feedback showed the desired development pattern as a mix of "Urban" and "Employment" area types. Therefore, a map amendment is proposed to change 35.6 acres of *Existing Suburban* within the Southside Community Plan area with *Future Urban* and *Existing Employment* area types.

A text amendment is also proposed to page IX-39 in the Regional Plan next to the row heading "Employment" to change the statement "Industrial not appropriate for urban context" to "Industrial not appropriate for urban context unless allowed by a specific plan."

Proposed Regional Plan Amendment



## Chapter 4: Development and Preservation Concept Plan

The Concept Plan is an illustration of how the goals, policies, and strategies of the Southside Community Plan could generate private and public improvements differently. Chapter 4 is focused on the ways these goals and policies could influence private redevelopment in each subarea.

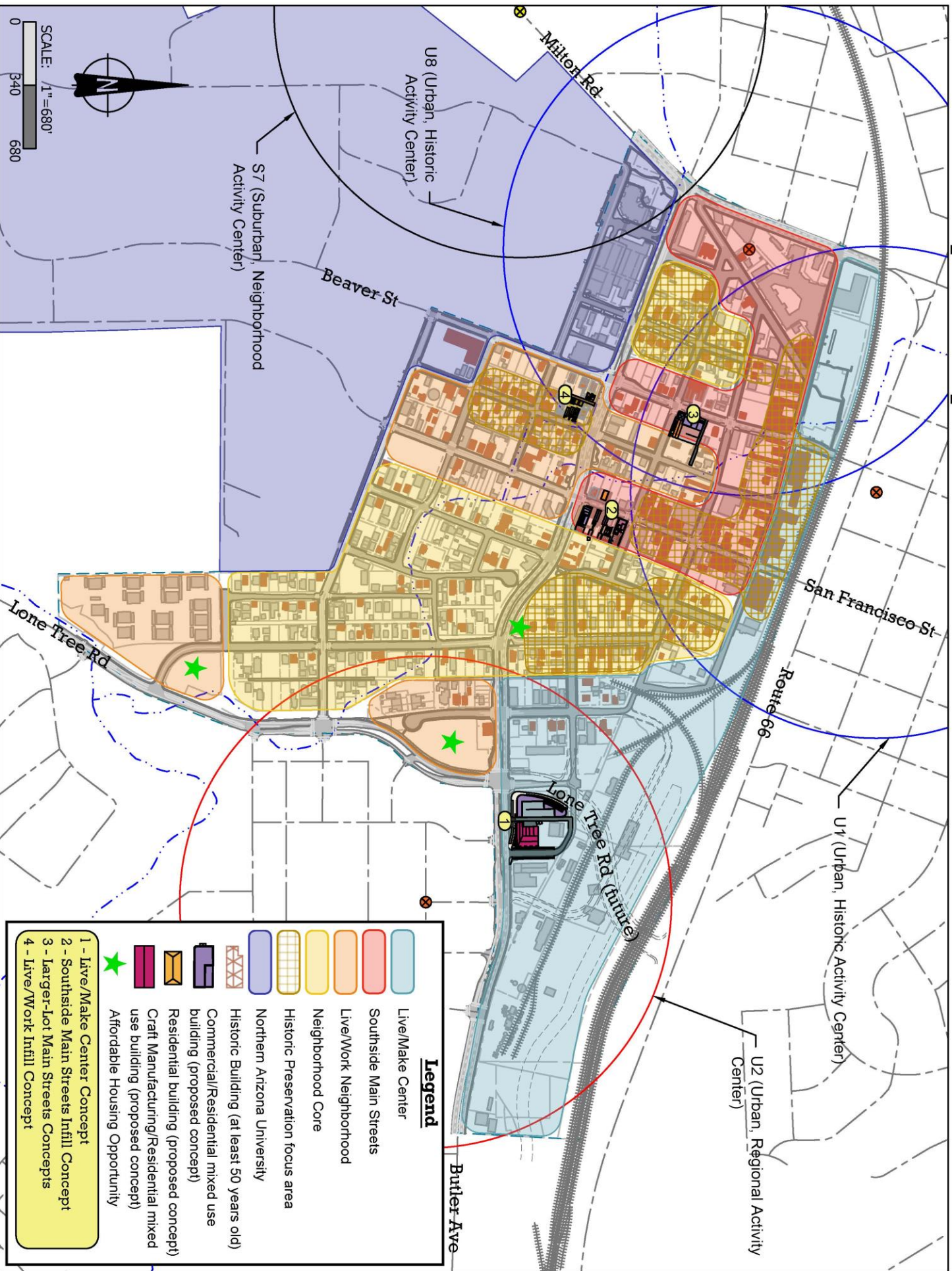
The Concept Plan has two- and three-dimensional illustrations, descriptions, and photos to visually demonstrate the application of principles from Chapter 3. Variations from these illustrations in concept or direct to ordinance rezoning proposals can be considered in compliance with this Plan without amendment if the proposals meet the goals and policies in the Regional Plan and in this Plan. No property owner is required to construct in the way these illustrations present without changes to the Flagstaff Zoning Code first being adopted.

Each set of illustrations starts with an overview map that shows the location and extent of all individual illustrations as well as concepts that do not have their own illustration. The Land Use overview map is followed by three-dimensional illustrations of desired conditions in locations that correspond to the numbers on the overview map.

### Desired Development and Preservation Patterns

The objective of the Concept Plan illustrations is to demonstrate a pattern of redevelopment and historic preservation that will allow the Southside to evolve as an urban neighborhood without losing the assets that give the Southside its value as a historic, walkable, and diverse live/work neighborhood. Redevelopment occurs when new development replaces outdated and underutilized development. Preservation is an endeavor that seeks to preserve, conserve, and protect buildings, objects, landscapes, or other artifacts of historical significance. The balance between these two community values is the main focus of these illustrations and is demonstrated in a variety of ways in the context of each subarea.

# Concept Development and Preservation - Illustrations Overview



## Live/Make Center Concept Overview

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

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

The Euclidean separation of uses can disconnect people from employment opportunities. This subarea would reconnect the people of the neighborhood to employment opportunities that take advantage of other community characteristics and make small-scale entrepreneurship more possible. An example could be manufacturing small batch goods or metal items in the back of a store or in residences above or behind a commercial use. This mix of uses might not suit

everyone, but for individuals who want a live/work experience or want to lower their carbon footprint, it would be attractive if the scale of the operation is small and the selected uses are appropriate.



**Figure 29: Historic railroad buildings exemplify the Live/Work Center aesthetic**

## Concept Development and Preservation - Live/Make Center Concept

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

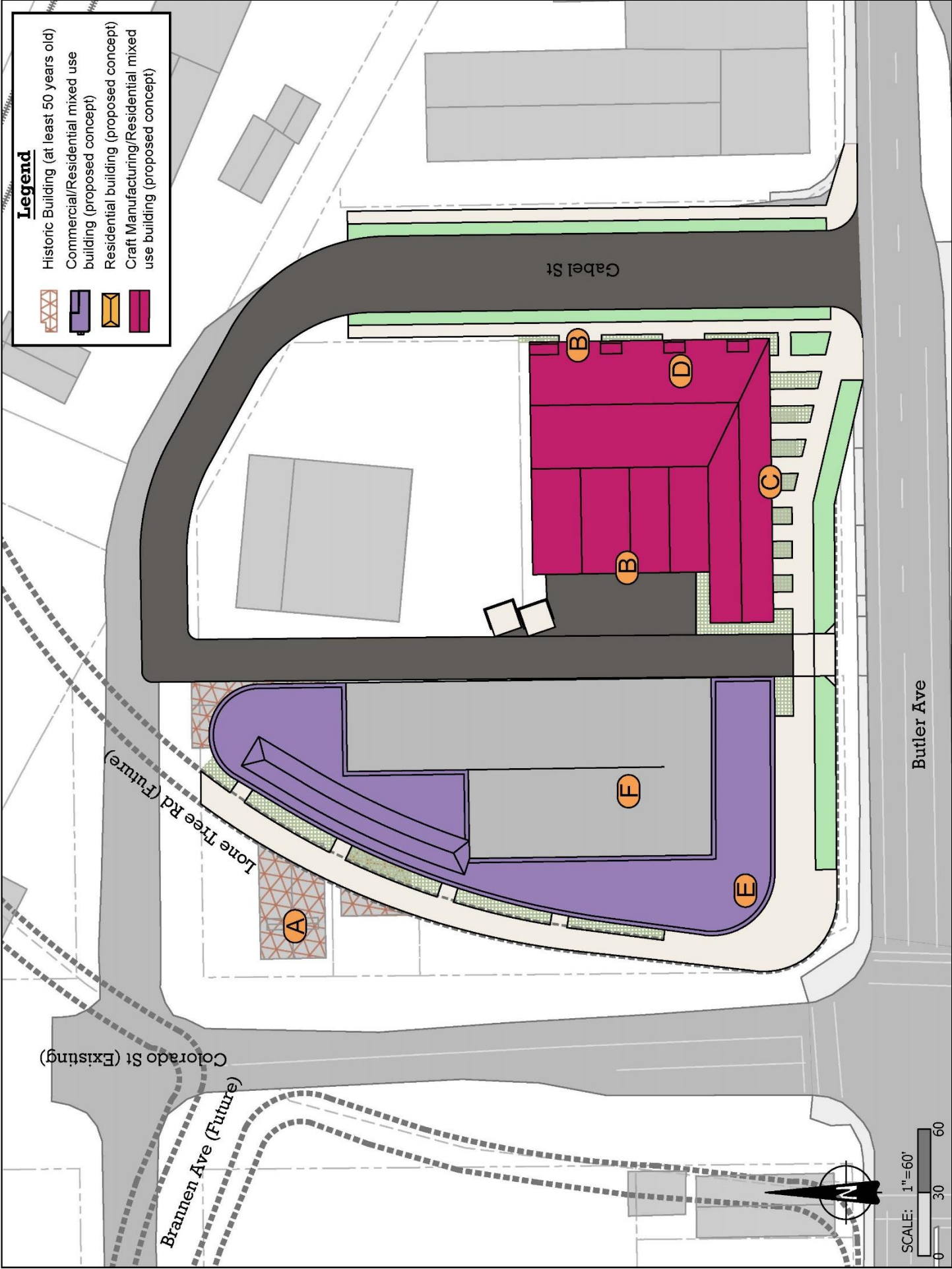
Features:

- A. The Lone Tree Overpass final design and construction plan may consider relocating existing houses that will be impacted by future development or roadway construction, especially if they are historic.
- B. The design concept of the pink building provides large ground floor workspaces for craft manufacturing behind residential on Gabel Street and retail on Butler Avenue. (Policy 5a). These spaces could provide truck access from the alley and large doors providing other access and community interaction on the street side.
- C. Multiple small storefronts on the busier road could be used to directly sell goods manufactured on site, or from sites set back into the center (such as properties facing Brannen Avenue), that may not have enough traffic to support commercial activity (Policy 5c).
- D. Typical apartments, some with balconies, could exist above the craft manufacturing ground floor.
- E. More traditional mixed-use buildings could also exist in this subarea. These would contain more traditional commercial ground floors and apartments above, and could take advantage of the full height available to them, per policy in this area, to provide housing while relieving redevelopment pressure from historic areas of the Southside (Policy 4b).
- F. In order to meet required parking, the pink building would need to share or lease parking in the nearby parking garage.

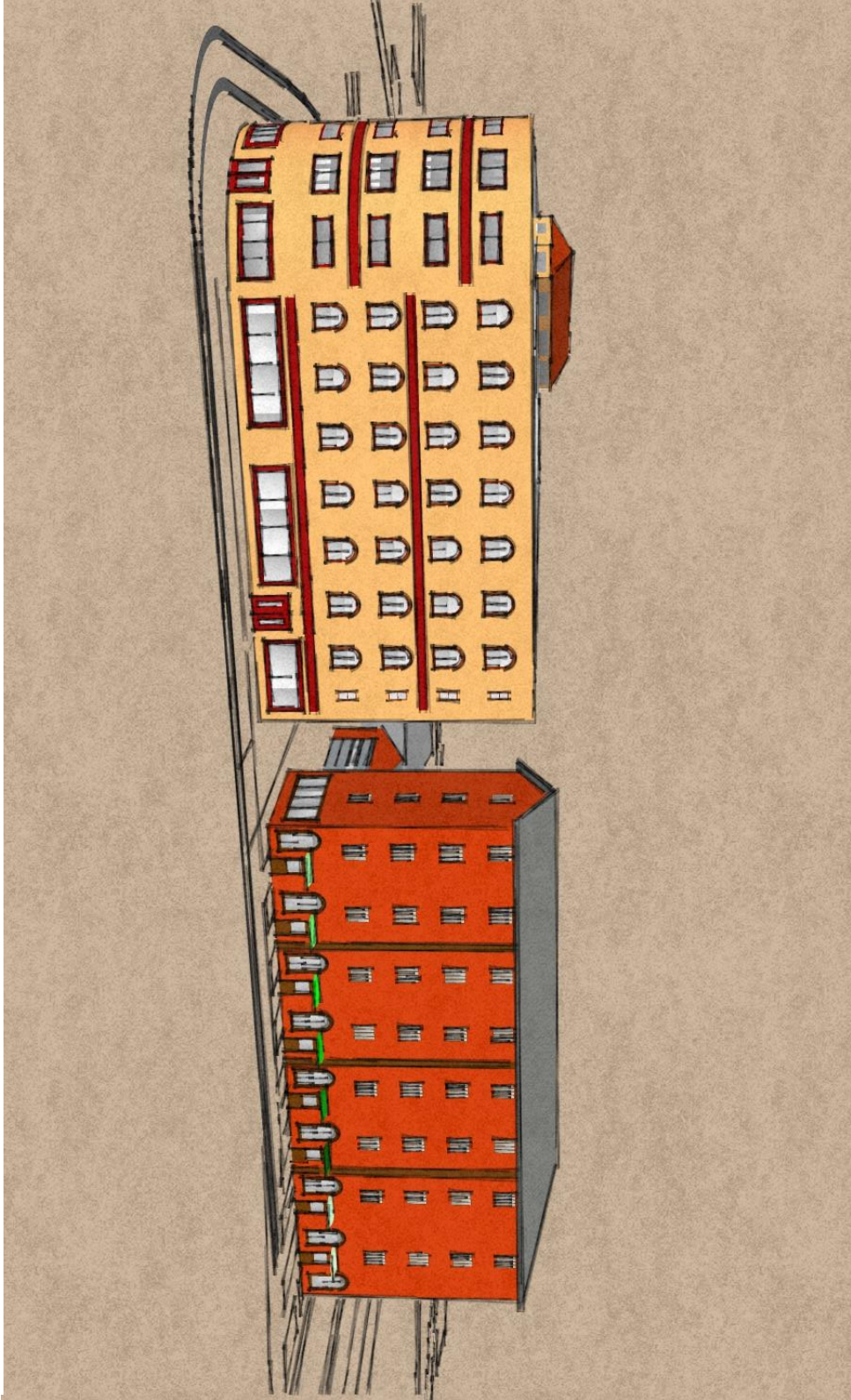
# Concept Development and Preservation - Live/Make Center Concept

**Legend**

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



SCALE: 1" = 60'  
0 30 60



*Figure 30: 3D illustration of Live/Make Center redevelopment concept facing East Butler Avenue*

## Southside Main Streets Infill Concept Overview

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

Both the transect and conventional zoning currently allow height, bulk, mass, and scale that is not compatible with the existing character of the Southside Main Streets. Chapter 3 recommends that building heights in this subarea do not exceed 45 feet, which is approximately the height of the climbing gym or the new mixed use building on S. San Francisco St.

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



**Figure 31: Building elevation for Flag Town Lofts, a new mixed-use building under construction at East Benton Avenue and South San Francisco Street (Designed by Updesign Studio)**

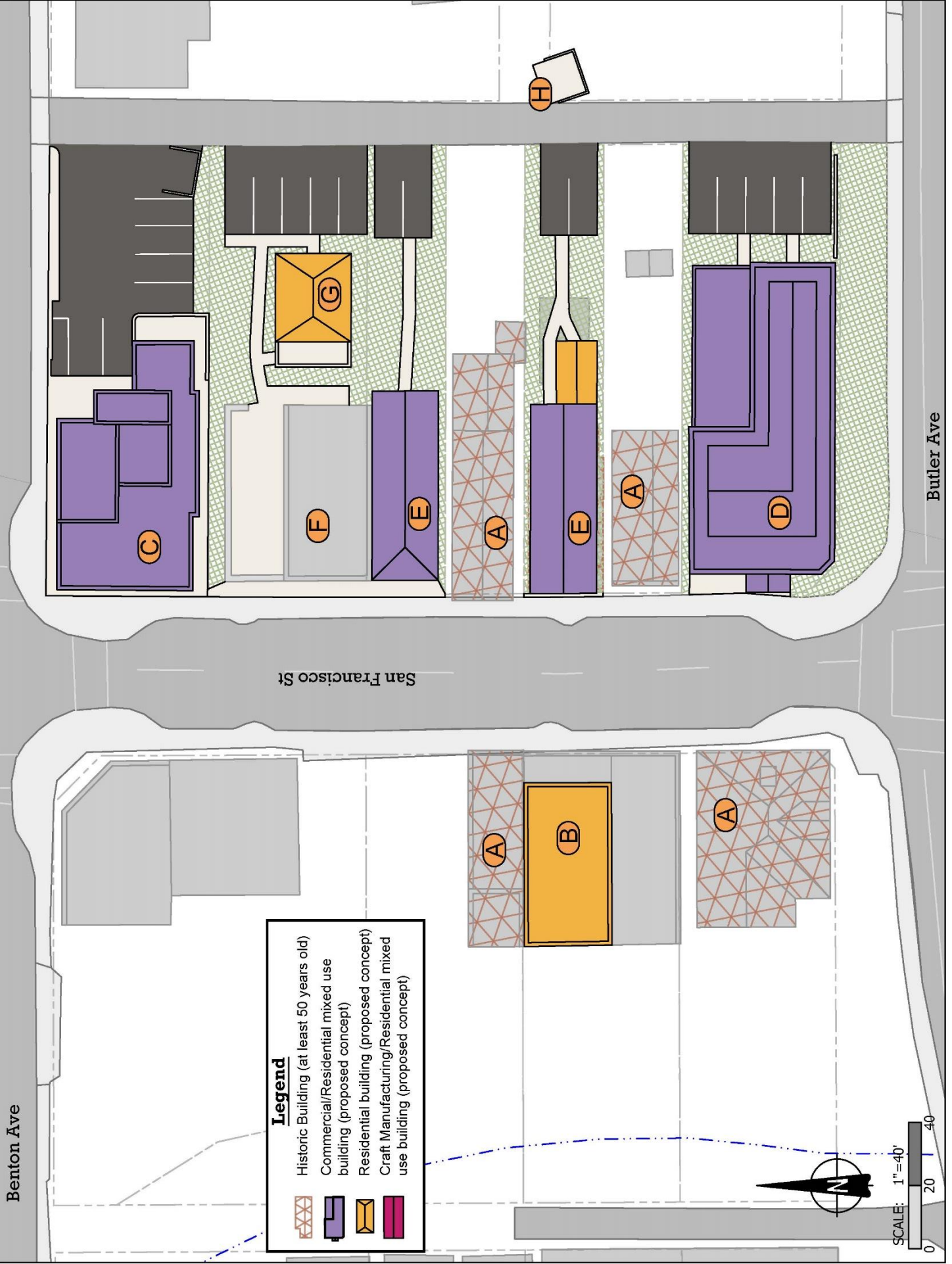
## Concept Development and Preservation – Southside Main Streets Infill Concept

This illustration shows a variety of projects filling in a “main street” block and assumes that each project was done independently on existing lots. The majority of the redevelopment follows the ideas within the proposed T5-Southside zoning.

Features:

- A. Infill should work around and preserve historic buildings.
- B. Consider additions to existing buildings before scraping them and starting over. It may be difficult to add onto existing historic buildings in a way that maintains their integrity. This addition was chosen as an example because the building is not historic. The step-back from the street may help maintain the existing street-frontage feel.
- C. This shows the approximate design of Flag Town Lofts. The scale and architecture of this infill project demonstrates compatibility. It maximizes the site’s potential based on existing T5 zoning with three floors against the street and a small portion with a fourth floor toward the back of the site. (Note that T5 currently allows up to five stories when the lot is large enough to accommodate the site plan requirements.) On-site parking requirements limited the project’s square footage.
- D. This building represents a conceptual redevelopment that maximizes a corner site using the T5 standards and the Southside Community Plan goals and policies. It could be a live/work building. It interacts with San Francisco Street (Policy 4d), not Butler Avenue, with a gabled entrance/frontage inspired by existing buildings in the Southside. After the second floor, it has a step-back and a third floor in the style of a clear story with a pitched roof inspired the old Laundry (7 South Mikes Pike), and Lumberyard Brewing Co (5 South San Francisco Street)
- E. These buildings represent smaller, potentially compatible infill buildings on narrow lots. Because of the traffic on San Francisco Street, both pedestrian and vehicle, these buildings would have a commercial component and would use the proposed frontage type for the Southside Main Streets to improve their compatibility.
- F. Even though this building is not historic, it is a small flexible space that could be adaptively reused under Policy 1a.
- G. New residential buildings as an accessory at the back of commercial lots is a historic pattern in the Southside that could increase live/work opportunities.
- H. One of the challenges to increasing intensity in the Southside Main Streets is trash pickup. As shown on feature C, dumpster enclosures can take up a lot of space on a small lot. One solution could be to install compactor dumpsters in the alley that are shared by multiple parcels. Increasing lot efficiency in this way can help avoid lot consolidation and incompatible redevelopment.

# Concept Development and Preservation - Southside Main Streets Infill Concept







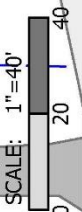
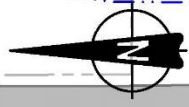
Benton Ave

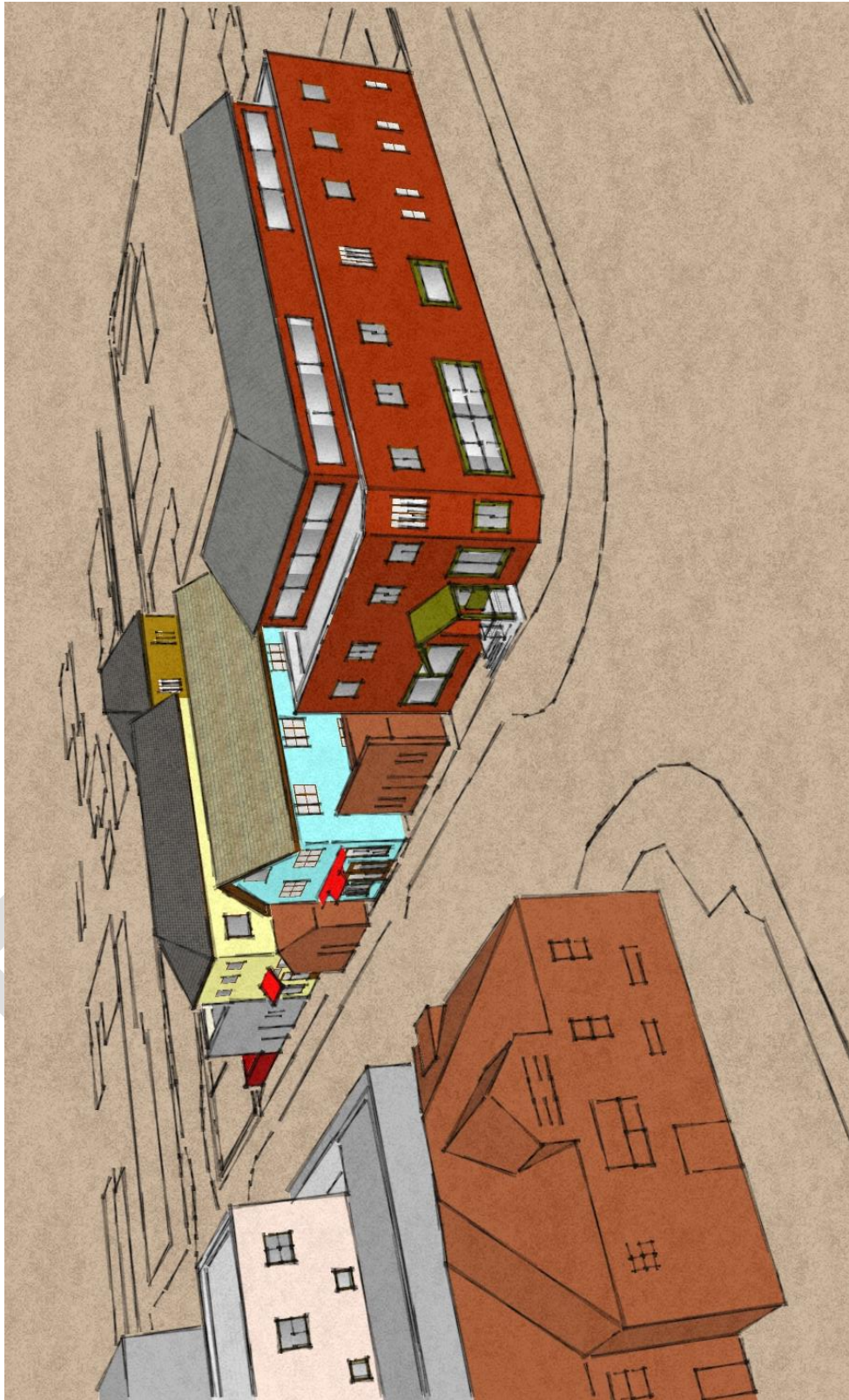
San Francisco St

Butler Ave

**Legend**

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





*Figure 32: 3D illustration of Southside Main Streets infill concept*

## Concept Development and Preservation – Larger Lot Main Streets Infill Concept 1

This illustration shows the redevelopment of a quarter-block using the CC (Community Commercial) zoning. The design shows a representation of how a mixed-use building with structured parking could meet the goals and policies of the Southside Community Plan in the Southside Main Streets subarea.

Features:

- A. A large building like the one shown can make its bulk and mass less apparent by appearing as multiple smaller buildings, each with their own style. The preference for the interior is to have it laid out as multiple smaller buildings. Side streets can provide residential opportunities for apartments, townhomes, and other high-density forms of housing.
- B. Access to the structured parking garage is provided in both an alley and on Benton Avenue. Corner lots can reduce their traffic impacts by providing multiple access points and by taking advantage of the gridded streets of the Southside to disperse vehicles entering and exiting the parking structure.
- C. Between the buildings and the curb, the new buildings should improve the pedestrian environment and provide informal civic space for outdoor seating and public activities.
- D. This building shows upper floors stepped back above the second floor to make the building appear smaller at the pedestrian level. Space could be provided for commercial activities that service the community such as medical offices, childcare, and job training in larger developments (Policy 6d).





*Figure 34: 3D illustration of Southside Main Streets infill concept for large lots, Concept 1*

## Concept Development and Preservation – Larger Lot Main Streets Infill Concept 2

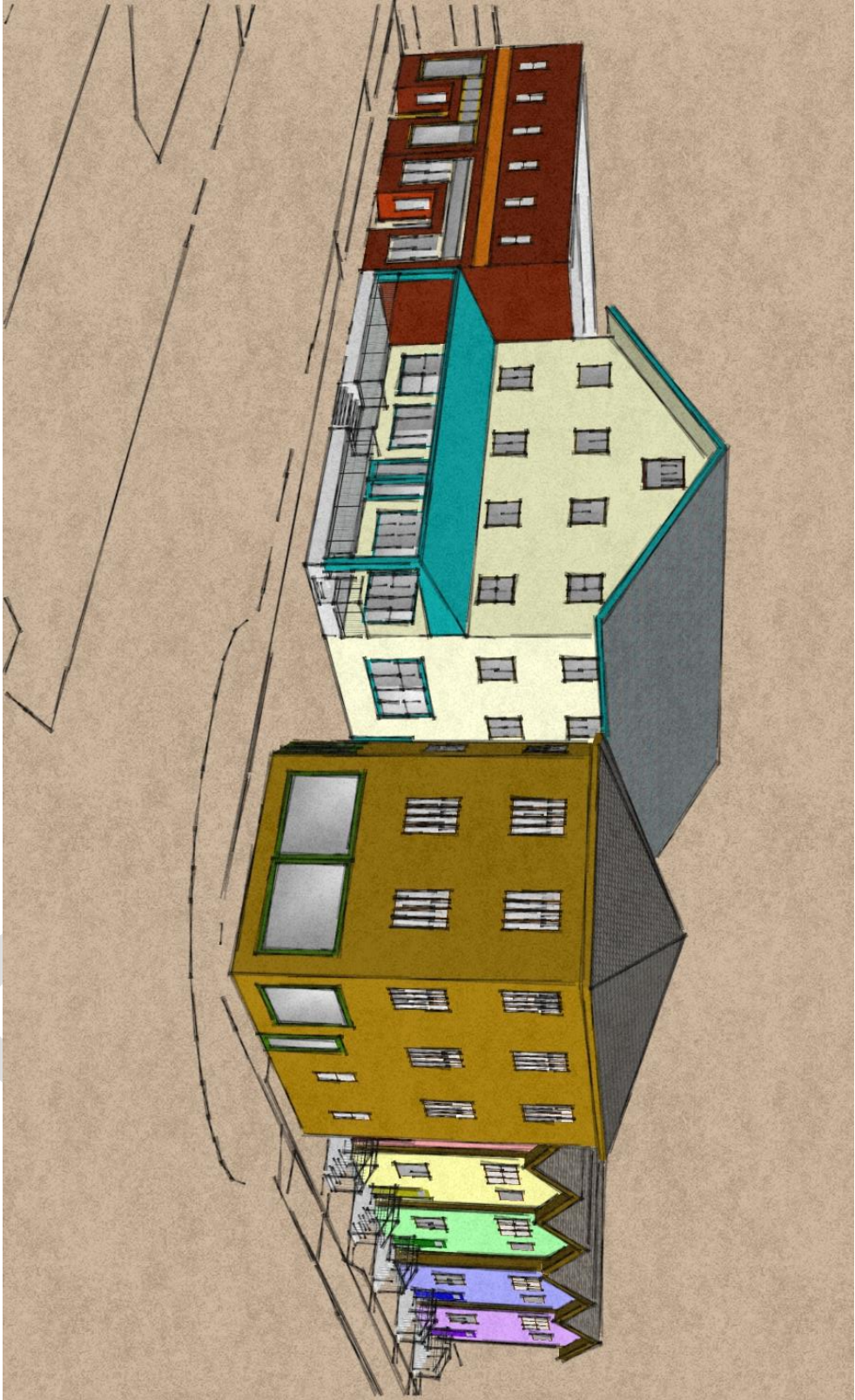
This illustration shows the redevelopment of the same quarter-block as Concept 1 using the proposed T5-Southside zoning. This second concept uses surface parking and creates a more permeable site with less intensity.

Features:

- A. Concept 2 shows multiple mixed use and residential buildings making up a site, each with their own style, in order to be more compatible with their diverse community surroundings. Three different frontage types along South Beaver Street are used that mimic historic buildings in the Southside Main Streets subarea in terms of architecture with a slight increase in scale.
- B. Parking is accessed off the alley. Adequate commercial and residential parking is available on the site assuming each building could apply the existing T5 parking standards. This is possible because of managed and metered parking in the area surrounding the redevelopment concept.
- C. The site shows a civic space shared by adjacent buildings inspired by other locations in the Southside and is activated by pedestrians who are accessing the parking lot in the rear of the building.
- D. A development like this could be subdivided by splitting the lot or creating condos in order to provide smaller-scale ownership opportunities for the Southside. This is particularly relevant to new residential units. As the Southside has a very high percentage of rental units, increasing home ownership can stabilize the residential character of the neighborhood.
- E. Frontage types could be inspired by existing buildings throughout the Southside. For instance, the central mixed-use building facing South Beaver Street is modeled after the historic dance hall at 113 S. San Francisco St.
- F. Instead of developing new residential units, developers could also relocate historic buildings or residences that are at risk of demolition within their project sites.

# Concept Development and Preservation - Larger Lot Main Streets Concept 2





*Figure 35: 3D illustration of Southside Main Streets infill concept for large lots, Concept 2*

## Live/Work Neighborhood Concept Overview

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

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



**Figure 36: Small-scale commercial and medium- to high-density housing appropriate to the Live/Work Neighborhood subarea**

## Concept Development and Preservation – Live/Work Neighborhood Concept

This illustration shows compatible infill and redevelopment working around historic and fully utilized buildings using proposed changes to T4-Southside zoning. It shows incremental increases in intensity on existing lots. Smaller increases in intensity can be facilitated by flexibility in the lay out of multiple units on a lot without requiring a vertical arrangement (like the stacked triplex). Property owners frequently request the ability to add modest third units to existing residential properties. Allowing incremental change can allow existing property owners to stay in the neighborhood and increase their financial wellbeing without loss of historic cottages. It could slow or avoid the creation uncharacteristically large units with 4 or more bedrooms. The objective is to allow additions within an existing property, in a pattern consistent with Southside's past, that will benefit the existing property owner. It becomes less appealing to sell individual parcels to an outside developer that will consolidate lots, scrape the existing buildings, and rebuild to the maximum densities allowed that are often perceived to be incompatible with the existing character.

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

### Features:

- A. Site A shows a three-unit complex made up of a side-by-side duplex and smaller detached home. Currently, the HR zone limits lots like this to two units. A third unit could be appropriate based on the historic pattern if the total number of bedrooms on the site is also limited. Alternatively, a similar lot could have three smaller cottages on one lot at a scale that is more compatible with its surroundings.
- B. Contributing historic buildings could also have their interior modified to create new units. This adaptive reuse would allow for infill/new units without losing neighborhood character.
- C. A modified T4 zoning could better support redevelopment/development on narrow lots by managing the form, allowing smaller setbacks, and supporting small-scale mixed-use opportunities.
- D. Small-scale businesses, like barber shops, could be located in the front of a house with residents living behind and/or above to create a residential-style live/work unit that is currently not a building type in the T4N.1 zone but would be true to the historic pattern.

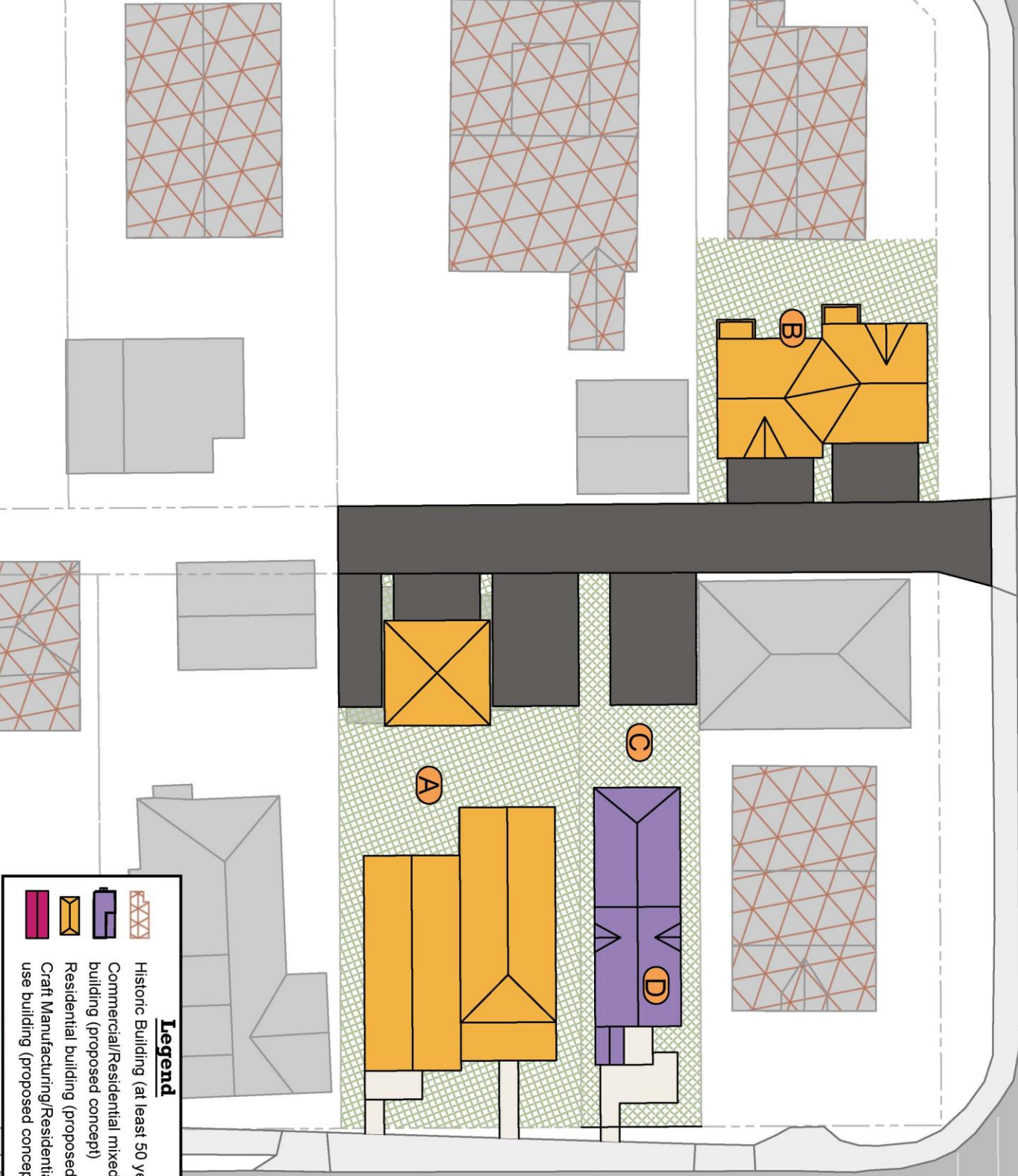
# Concept Development and Preservation - Live/Work Neighborhood Concept

Butler Ave

Beaver St

Leroux St

SCALE: 1"=30'  
0 15 30



**Legend**

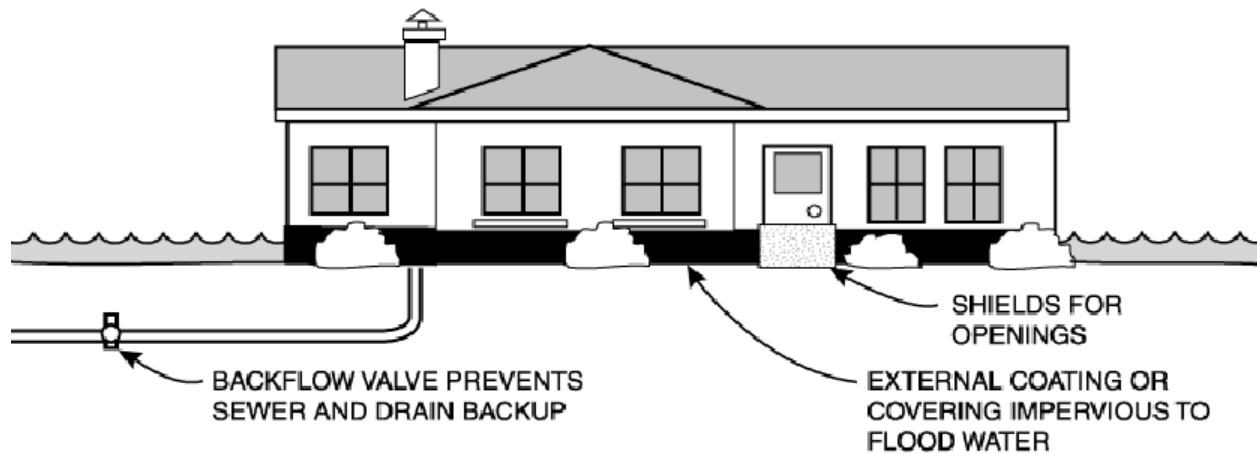
- Historic Building (at least 50 years old)
- Commercial/Residential mixed use building (proposed concept)
- Residential building (proposed concept)
- Craft Manufacturing/Residential mixed use building (proposed concept)

## Neighborhood Core Concepts

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

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

**MAXIMUM PROTECTION LEVEL IS 3 FEET (INCLUDING FREEBOARD)**



*Figure 37: Illustration of dry floodproofing techniques (Source: FEMA 2007)*



*Figure 38: A conforming (left) and a nonconforming structure (right) on South Humphreys Street*

When a nonconforming structure is demolished, the building that replaces it must be raised above the base flood elevation. These requirements change the character of a residential area and diminish the connection between the front of the home and the streetscape. In Figure 38, the home on the left is a conforming structure which mitigated the elevation of the building by flattening the roof pitch.

## Affordable Housing Concepts

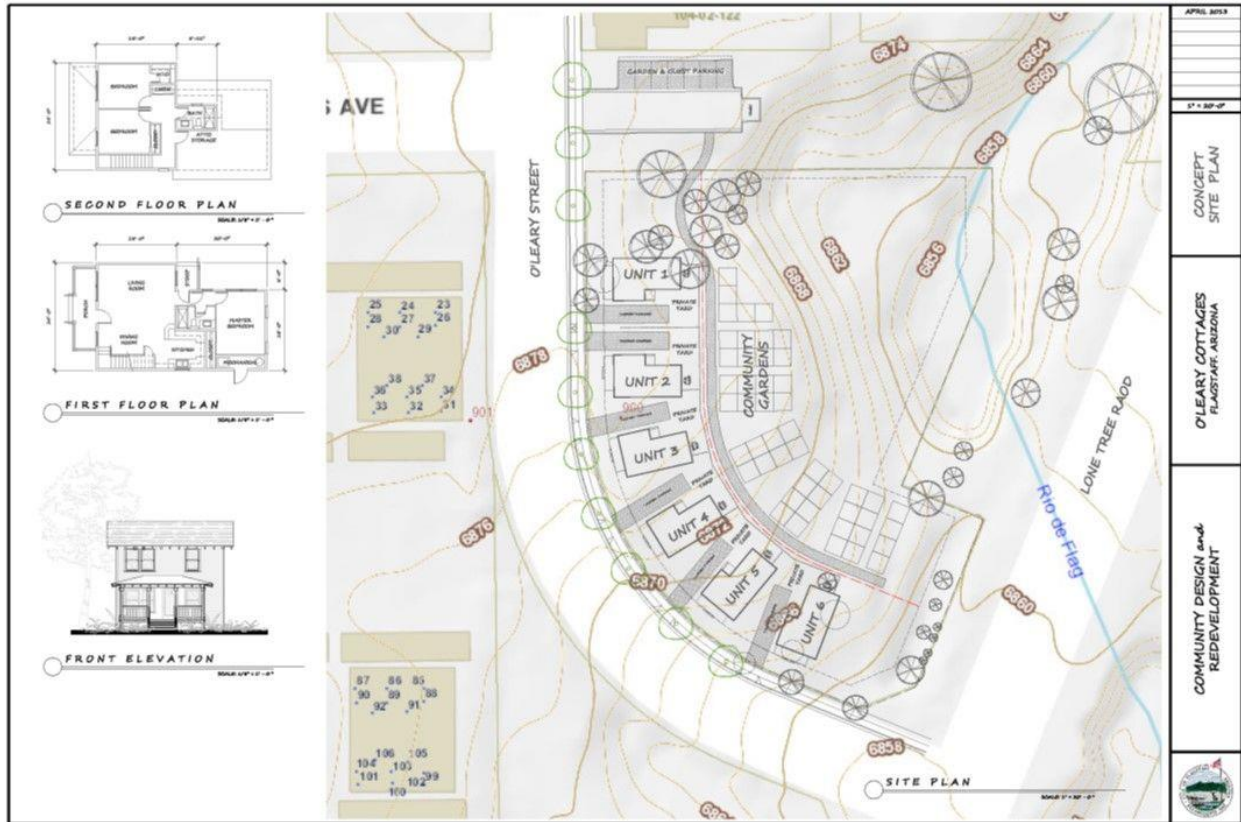
Combined housing and transportation costs are estimated to take up fifty-six percent of the average household's income in Flagstaff (CNT 2019). When affordable housing is introduced in centrally located neighborhoods like the Southside, it has twice the impact. The availability of walkable employment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

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



***Figure 39: Homes built by Habitat for Humanity in the Southside***

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



**Figure 40: Concept Plan for affordable housing and community garden at 900 S. O'Leary St.**

One Southside parcel committed to affordable housing is the property at the southwest corner of South Lone Tree Road and Butler Avenue. This parcel has an approved site plan for affordable housing as part of the Flagstaff Scattered Site Workforce Housing Project. The site plan would accommodate 50 apartments and a commercial space. The project is proposed as a Low-Income Housing Tax Credit project in order to ensure that constructed units remain affordable over time.



**Figure 41: North facing elevation for the Lone Tree Scattered Site Workforce Housing Project**

## Historic Preservation Focus Areas

Historic preservation focus areas are subareas with a high concentration of historic resources. The Southside community has hundreds of historic buildings in two historic districts. Based on public involvement, this Plan does not recommend a district-wide historic zoning overlay; instead, the policy is to work with owners to set up districts in smaller areas by working with property owners to build consensus.

The Plan also recommends working with historic places of worship to designate landmark overlays and support grant applications for their preservation.



**Figure 42: Examples of historic churches in the Southside**

Row 1 (left to right): La Iglesia Metodista Mexicana, El Divino Redentor; First Baptist Church

Row 2 (left to right): Our Lady of Guadalupe Catholic Church; First Missionary Baptist Church

## Chapter 5: Public Improvement Concepts

The Concept Plan is an illustration of how the goals, policies, and strategies of the Southside Community Plan could differently generate private and public improvements. Chapter 5 is focused on public improvements that were discussed with the public and have been listed as potential strategies in Chapter 6.

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

DRAFT

## Concept Public Improvements – Parks

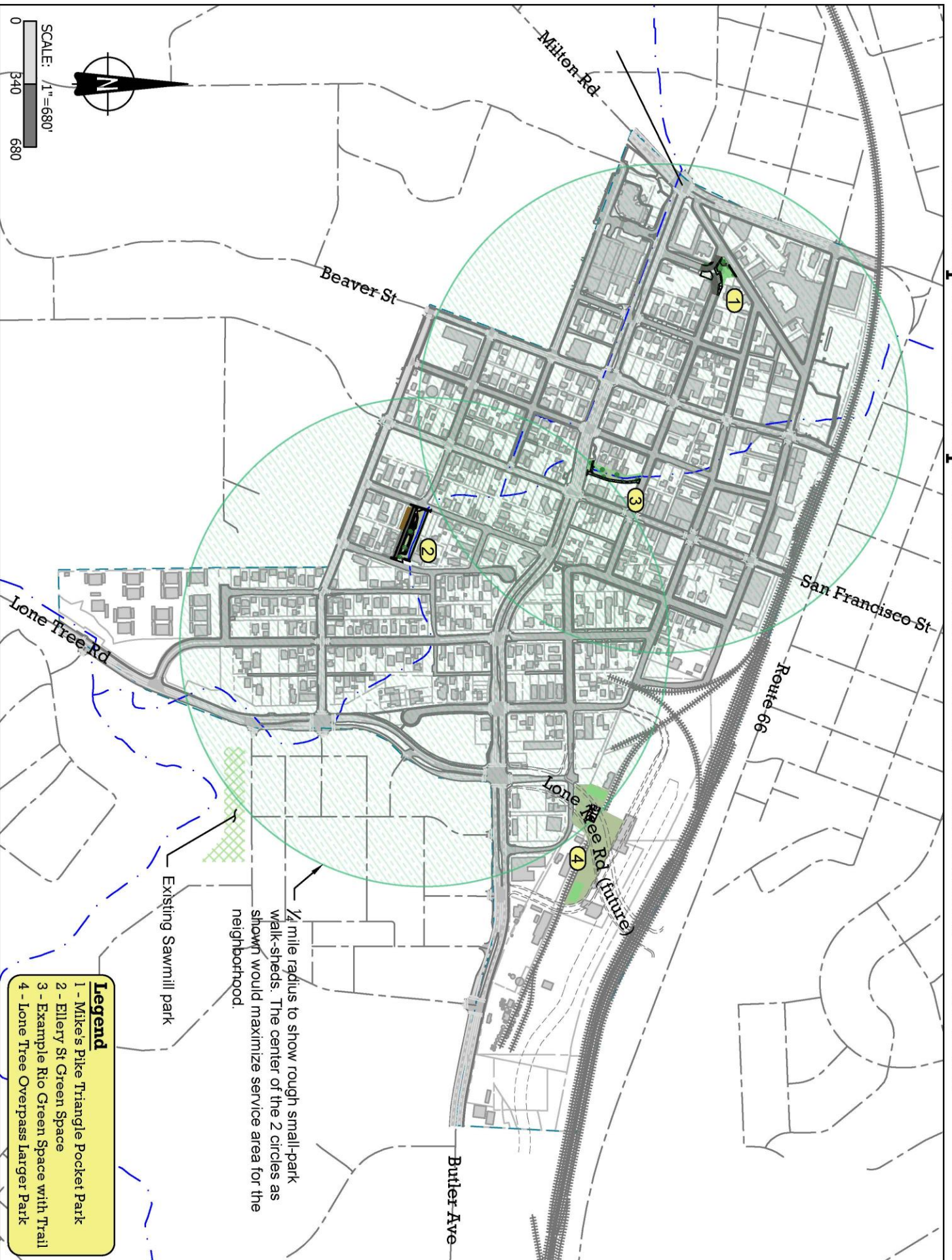
A recurring desire from public meetings and stakeholder conversations is to establish a park for the Southside neighborhood. Parks are culturally and socially important gathering places in an urban neighborhood. Both the stakeholder group and City staff recommend evaluating other City-owned or future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

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

The Example Rio Green Space with Trail illustration is a conceptual drawing of Policy 7b, which supports strategic easements to allow for mid-block public access along the Little Rio de Flag alignment through the Southside. The City does not currently own enough of the Rio de Flag in most blocks to provide this amenity nor does this illustration indicate that every block would have this connection.

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

# Concept Public Improvements - Parks Illustrations Overview



## Concept Public Improvements – Mikes Pike Triangle Pocket Park

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

Features:

- A. A lift station with accompanying structures is needed as part of the Army Corps of Engineers' Rio de Flag Flood control project. The lift station itself could be an architectural and/or recreation amenity. The location of this necessary public facility should preferably attempt to save the mature tree on the site. Some concepts for creating an amenity out of this utility include a climbing wall, area for public art, or a feature that highlights the Route 66 heritage of Mikes Pike.
- B. Mountain Line currently runs buses north from Butler Avenue to Phoenix Avenue along Kendrick Street. The smaller roadway width for Kendrick Street still allows buses to move through the site based on model runs. A 60-foot articulated bus was tested through the shown design and worked. The roadway widths should be minimized while allowing the chosen design vehicle to move through the area.
- C. This park could be designed to have no net loss in public parking managed by ParkFlag. The design as shown adds ten new parking spaces and loses eight others for a net gain of two. The number of spaces provided for the public may vary based on design and how the City wants to balance the need for park space with parking.
- D. The design shown shifts an existing driveway to still provide access to adjacent private property without interrupting the park. At the time of final design or parcel redevelopment, the City should work with the property owner to determine the access needs of the parcels.
- E. Final programming or landscape design of a park in this location is open to further technical review and public involvement. Active components, while also creating a green space for respite, are desired. One possible theme idea is to celebrate Mikes Pike's Route 66 heritage with amenities replicating transportation of the early days of Route 66.

# Concept Public Improvements - Mike's Pike Triangle Pocket Park



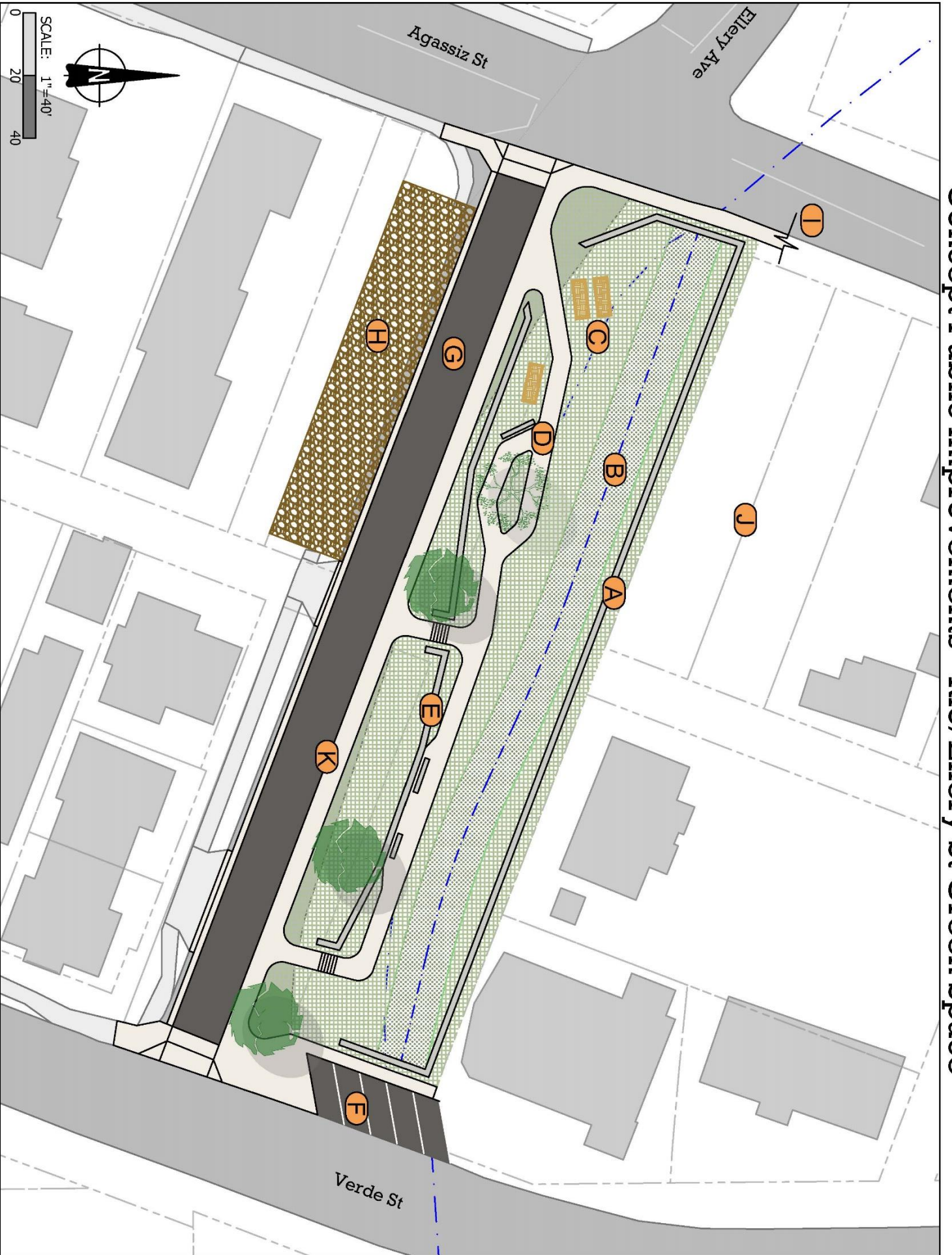
## Concept Public Improvements – Rio/Ellery Street Green Space

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

Features:

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

# Concept Public Improvements - Rio/Ellery St Green Space



## Concept Public Improvements – Example Rio Green Space with Trail

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

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

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

In the case of this block, the City would need to purchase or create easements for all four properties that face South San Francisco Street and the northernmost property along Leroux Street. The design, as shown, would eliminate the current access uses by the existing alley. Other blocks in the neighborhood have more complexities such as the City not owning an alley nearby or the Rio de Flag splitting properties in half. Extensive legwork and property owner cooperation would be needed to create a greenspace with stable slopes and adequate space for a path. Any future project would also require local support to move forward.

Features:

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

Concept Public Improvements - Example Rio Green Space with Trail



## Concept Public Improvements – Lone Tree Overpass Larger Park

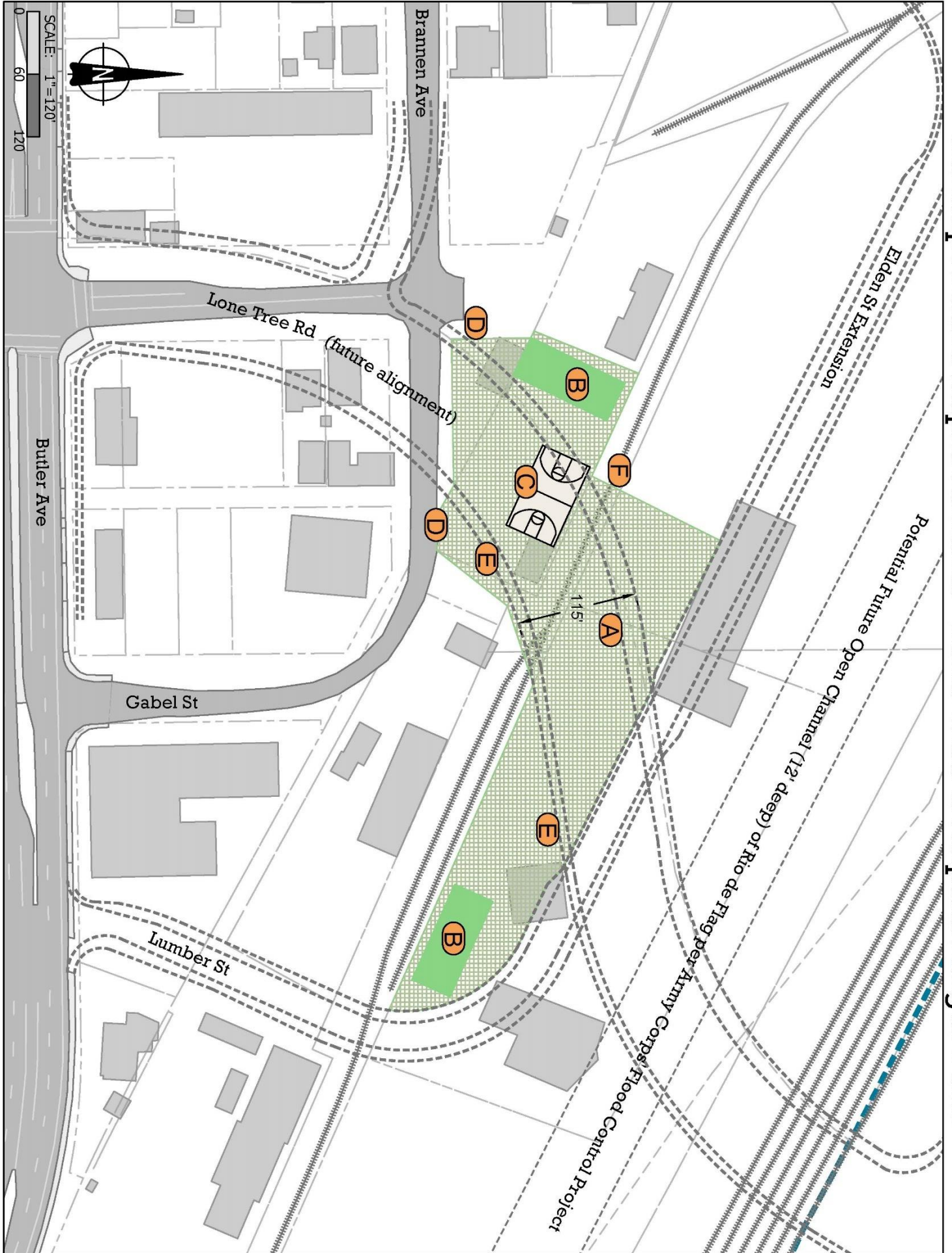
The Lone Tree Overpass Project will require the City to purchase private properties and relocate businesses and residents for construction of the new road alignment. The City of Flagstaff will need to negotiate with property owners and purchase land for the South Lone Tree Road overpass project. Some businesses may be relocated outside of the neighborhood and some businesses may be relocated to adjacent available land along the corridor if the size is suitable. After relocations are considered, land may be available for open space or a developed City park. North of Brannen Avenue, the future South Lone Tree Road will be on pillars above the ground in the current design, which will create open space under the road.

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

Features:

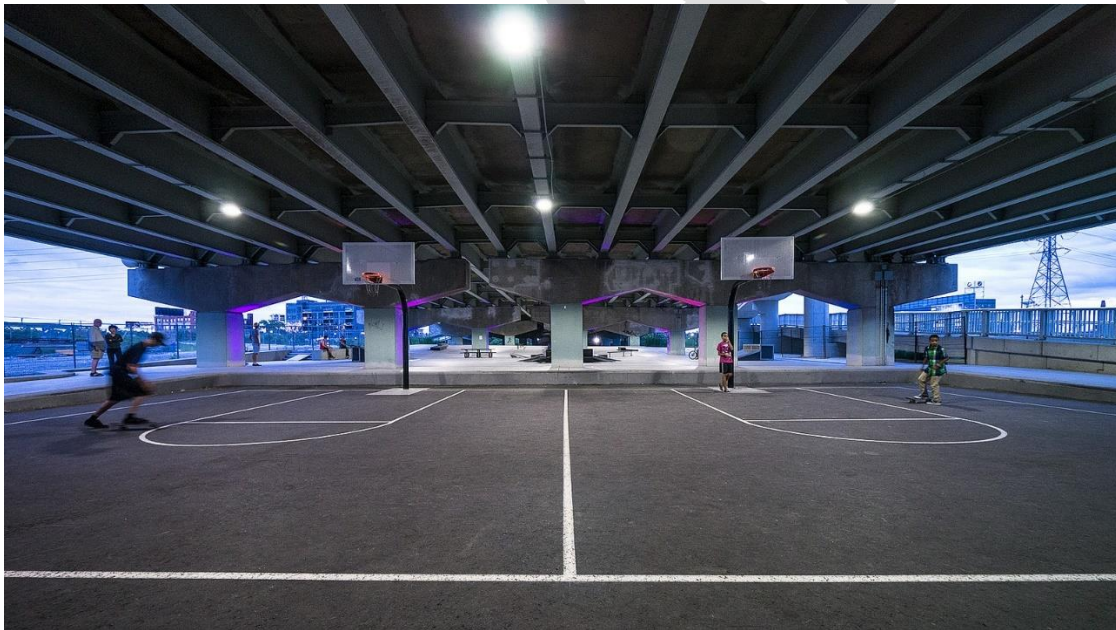
- A. South Lone Tree Road will be a total of 115-feet wide over the potential park. The dashed lines represent the edge of the roadway and the edge of the bridge. The overpass contains a FUTS on the western side.
- B. Program the park with active attractions that invite regular use. Create a grassy area that is “large enough to throw a ball” which is an area at least 100 feet by 40 feet.
- C. The basketball court is just one example of an active recreation opportunity that would support frequent social gathering in the park as shown to scale. Other examples could include a dog park or shuffleboard.
- D. Create inviting entrance features from both sides. Evaluate expanding the functional park area into the remnant right-of-way from Colorado Street.
- E. Consider a sculpture garden and the incorporation of public art into this space. Ideas for themes include capturing the sawmill and/or railroad history of the area.
- F. The ability to fully develop these properties for a park will depend on the future use of the spur line operated by BNSF. If BNSF reactivates the line, the park may be limited to the southwest portion of the property. Likewise, if this site is identified as a potential site for relocation of businesses, residences, or Amtrak’s passenger facility, the size of a future park may be more limited than what is depicted. This decision will require further public involvement through a separate process.

# Concept Public Improvements - Lone Tree Overpass Larger Park





**Figure 43: An example of an “under-road” park in San Diego, CA**



**Figure 44: An example of an active recreation facility located under a road**

## **Concept Public Improvements – Transportation**

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

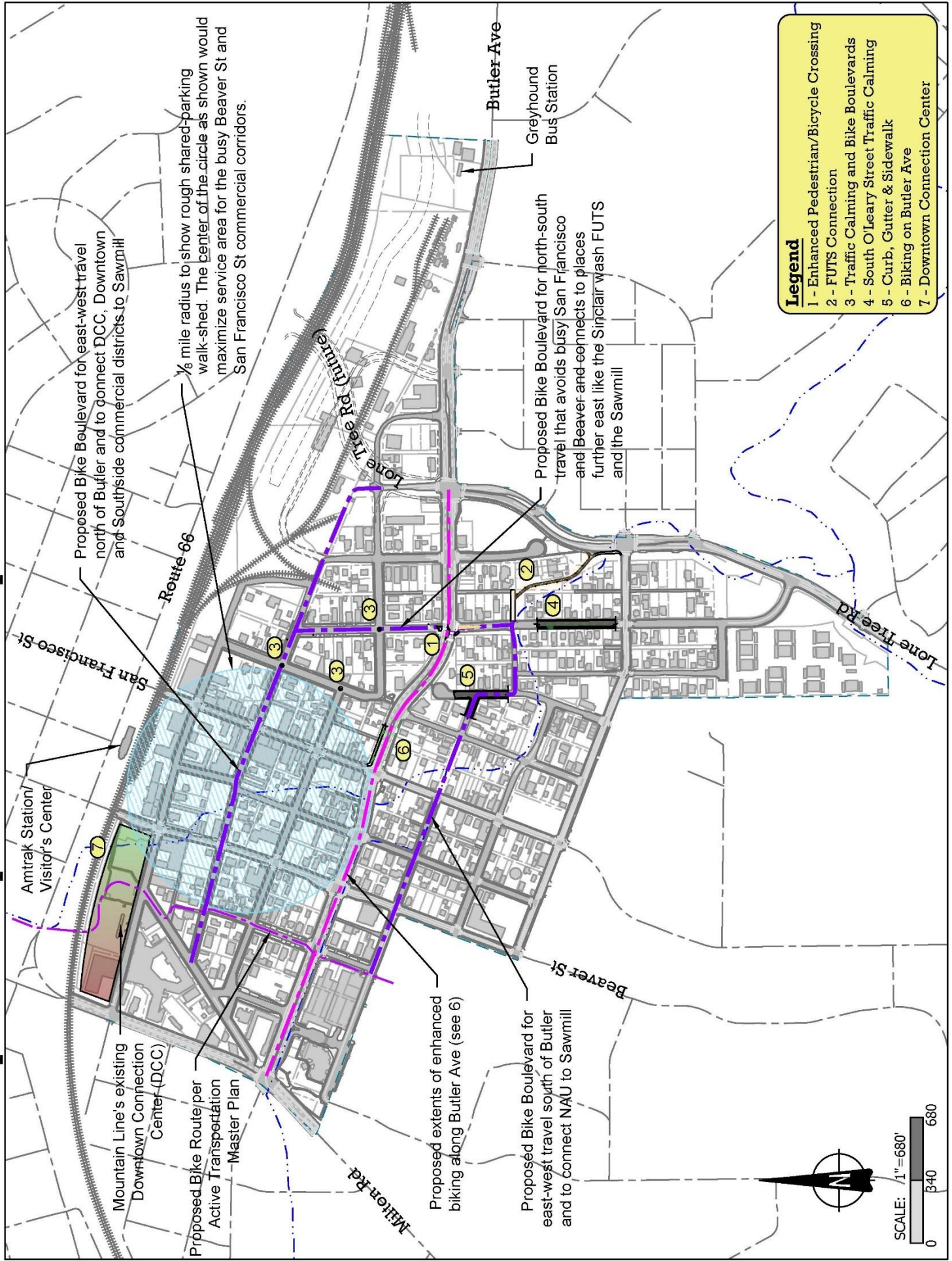
### **Lone Tree Road Improvements**

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

### **Milton Road Master Plan**

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

# Concept Public Improvements - Transportation Illustrations Overview



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



## Concept Public Improvements – Enhanced Pedestrian/ Bicycle Crossing

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

Features:

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

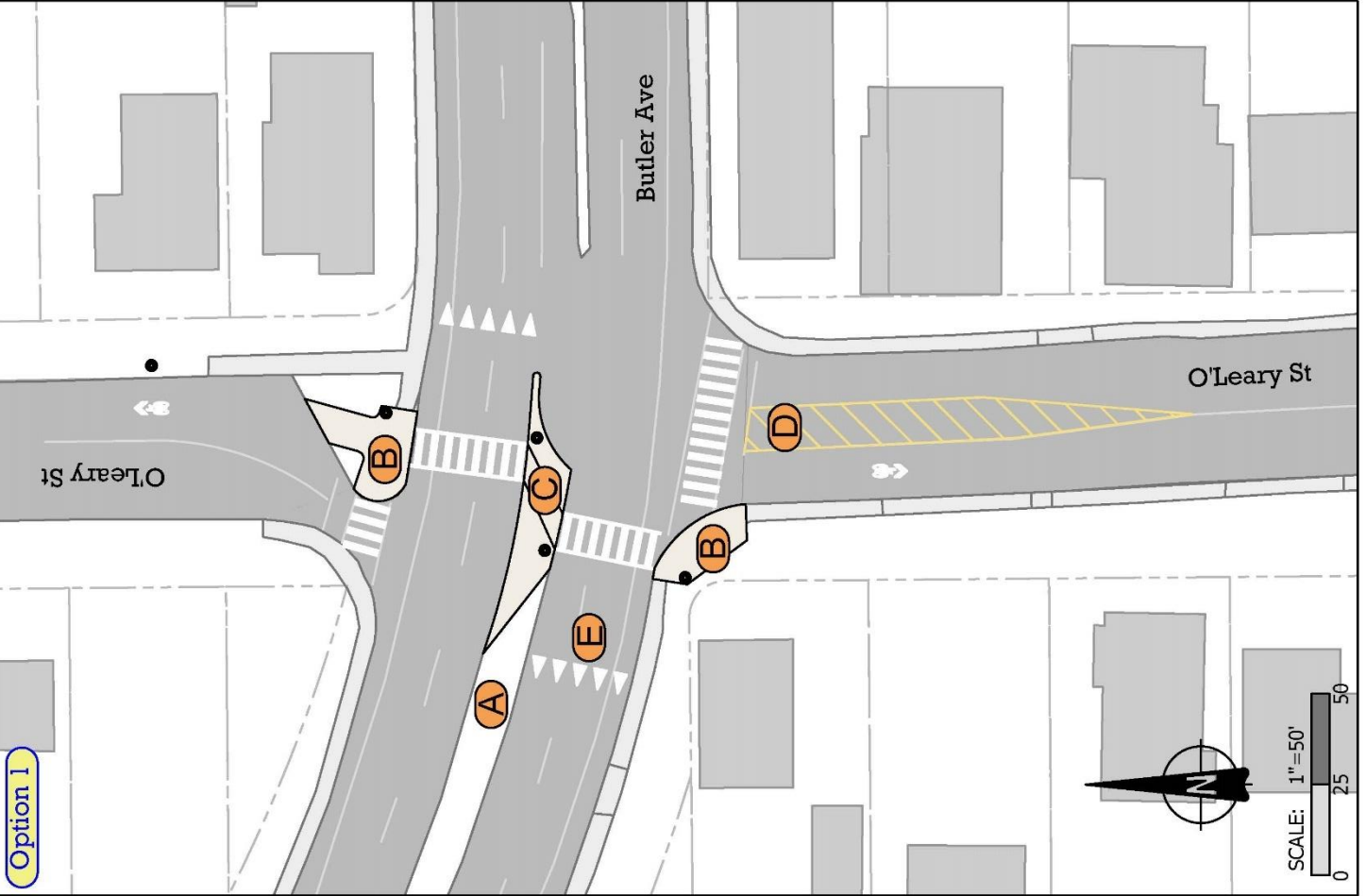
- A. Low vegetation and regular landscape maintenance of the median will be needed to ensure visibility of bicyclists and pedestrians.
- B. Wide sidewalks with ADA ramps on the side of Butler Avenue will be needed for safe staging before crossing.
- C. A pedestrian resting/refuge location in the median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

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

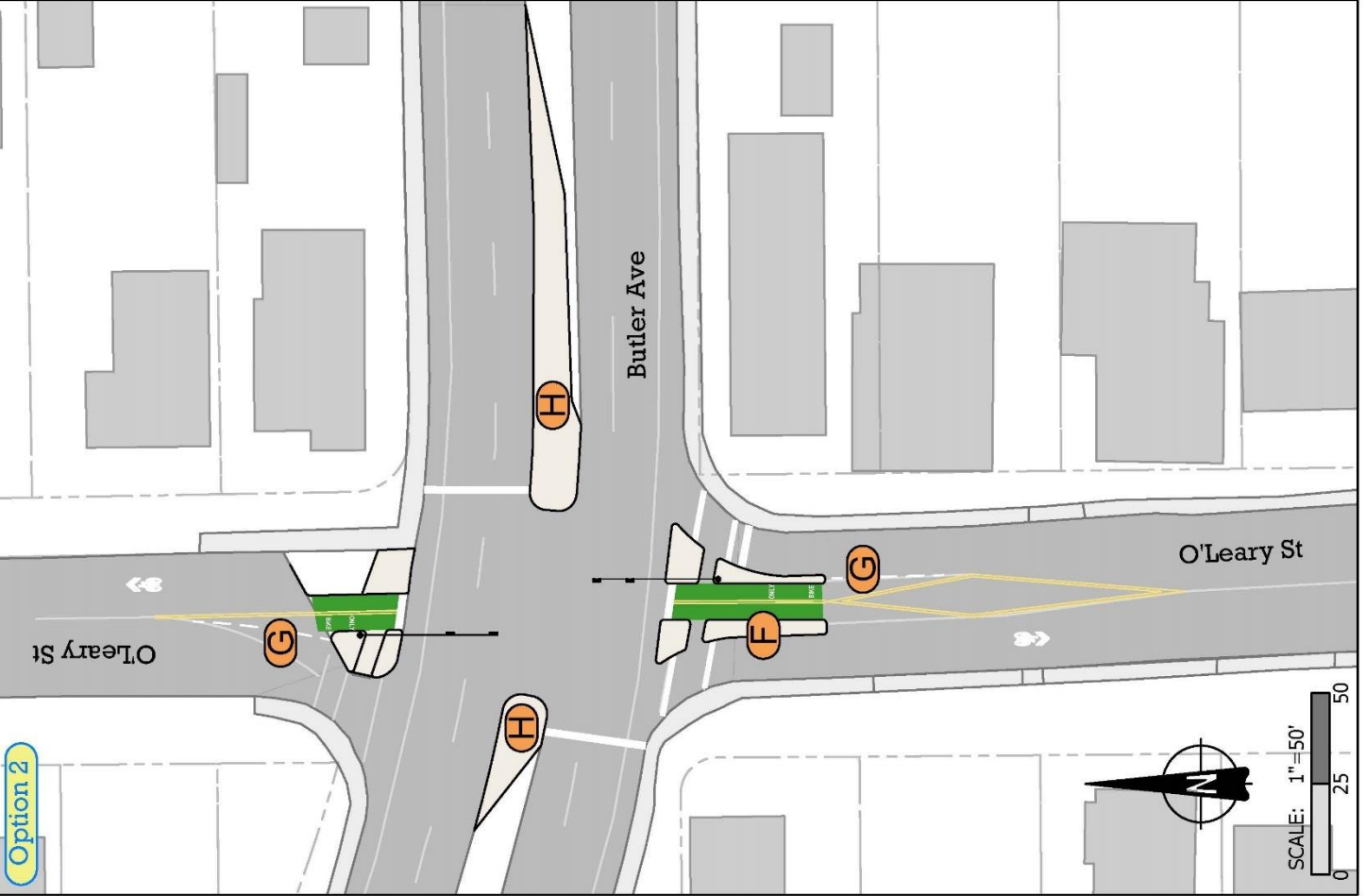
- F. The center pedestrian/bicycle staging area is protected by raised medians.
- G. Bikes can move from the shared lane into the center staging area without crossing any conflicting traffic.
- H. This option may require the elimination of westbound and northbound left turns.

# Concept Public Improvements - Enhanced Pedestrian/Bicycle Crossing

Option 1



Option 2



## Concept Public Improvements – FUTS Connection

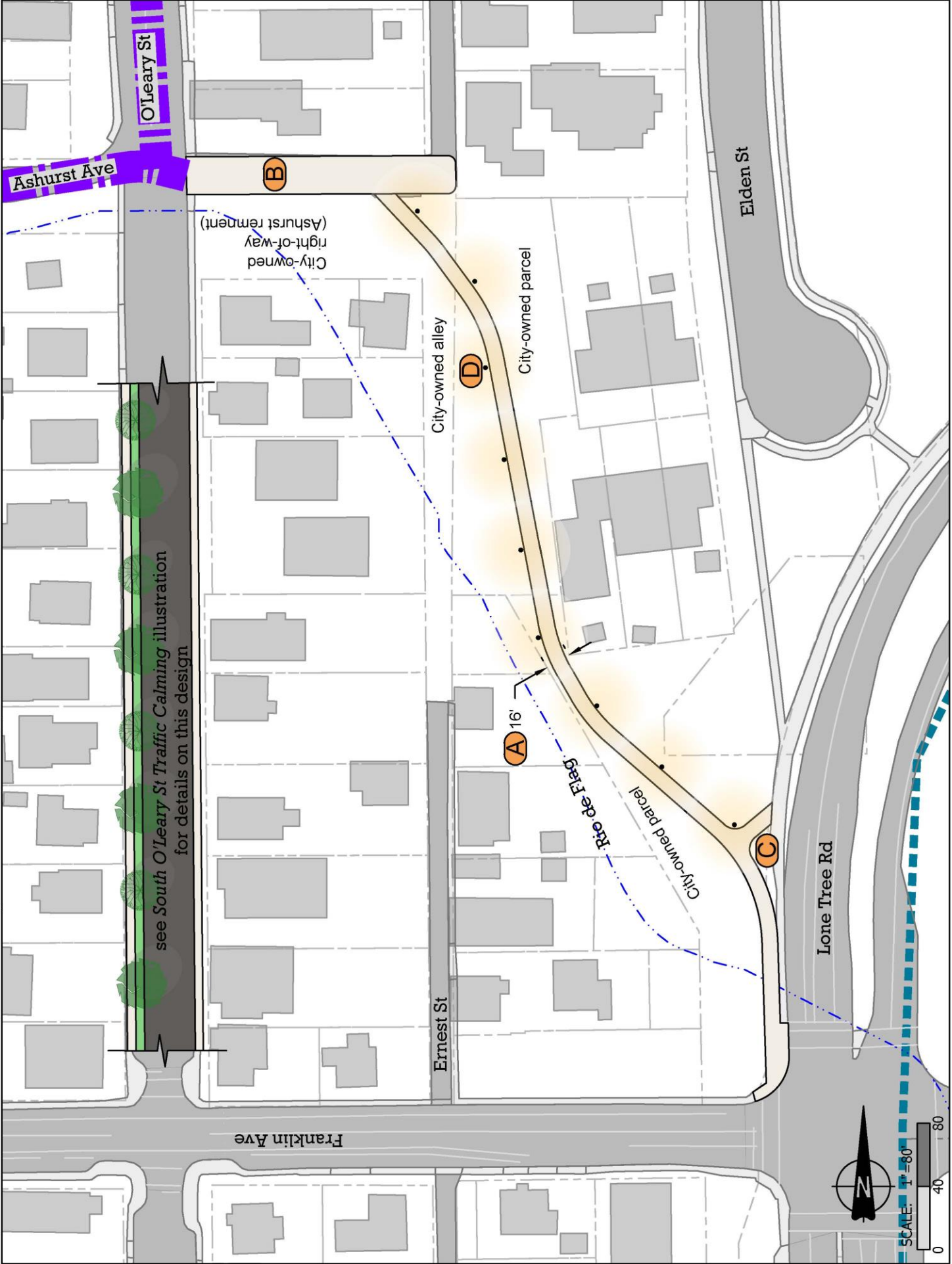
The public has provided mixed feedback on this transportation concept. The Police Department and some members of the public believe increasing pedestrian traffic and cutting back vegetation in this area will decrease crime and be an amenity. Others, including some nearby property owners and residents, are concerned that opening up the area will increase property crime, noise, and detract from public safety based on their past experiences.

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

Features:

- A. The narrowest point of City-owned land is approximately 16 feet. It exists east of the steep slopes near the Rio de Flag's defined channel.
- B. Existing asphalt extends east from O'Leary Street in line with Ashurst Avenue. Redesigning this alley would provide fire access and allow low-frequency vehicular traffic to private properties. Vehicles would not be allowed south down the trail or to park in this area.
- C. The use of the trail could increase if the City provides multiple ways to get onto the FUTS. Increased access and visibility will increase its use. Frequent use will deter illicit activities.
- D. Pedestrian-scaled, dark-sky compliant lights along the route may be considered to increase safety and comfort for users at all times of the day if they are financially feasible and if they meet maintenance requirements set by other City policies.

# Concept Public Improvements - FUTS Connection



see South O'Leary St Traffic Calming illustration for details on this design

SCALE: 1" = 80'  
0 40 80

## Concept Public Improvements – Traffic Calming and Bike Boulevards

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

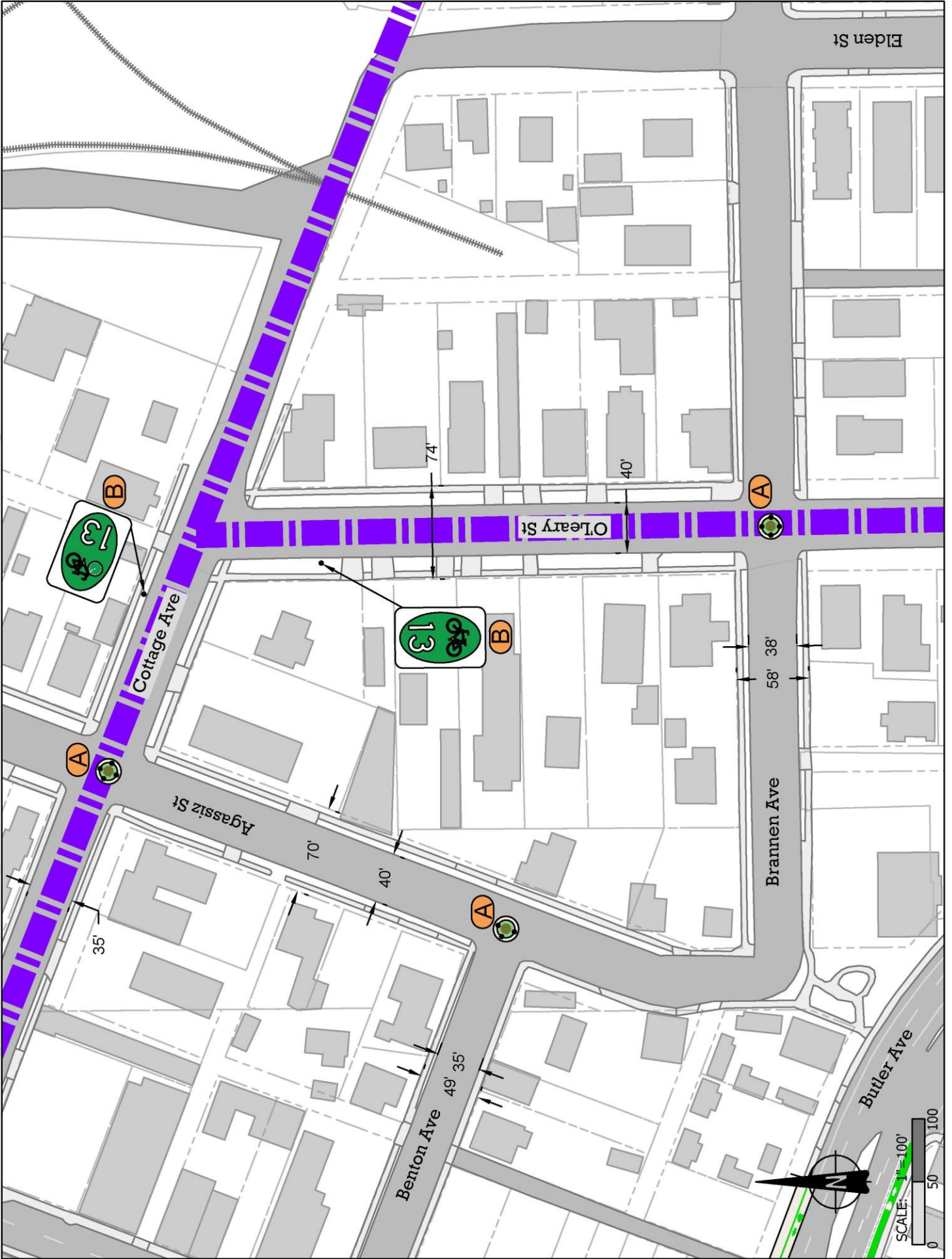
The intersections chosen are Brannen Avenue and South O’Leary Street, South Agassiz Street and Benton Avenue, and South Agassiz Street and Cottage Avenue. North of Butler Avenue, both South Agassiz Street and South O’Leary Street have 40-foot roadways, which are wider than their surrounding residential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

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

Features:

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

# Concept Public Improvements - Traffic Calming and Bike Boulevards



## Concept Public Improvements – South O’Leary Street Traffic Calming

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

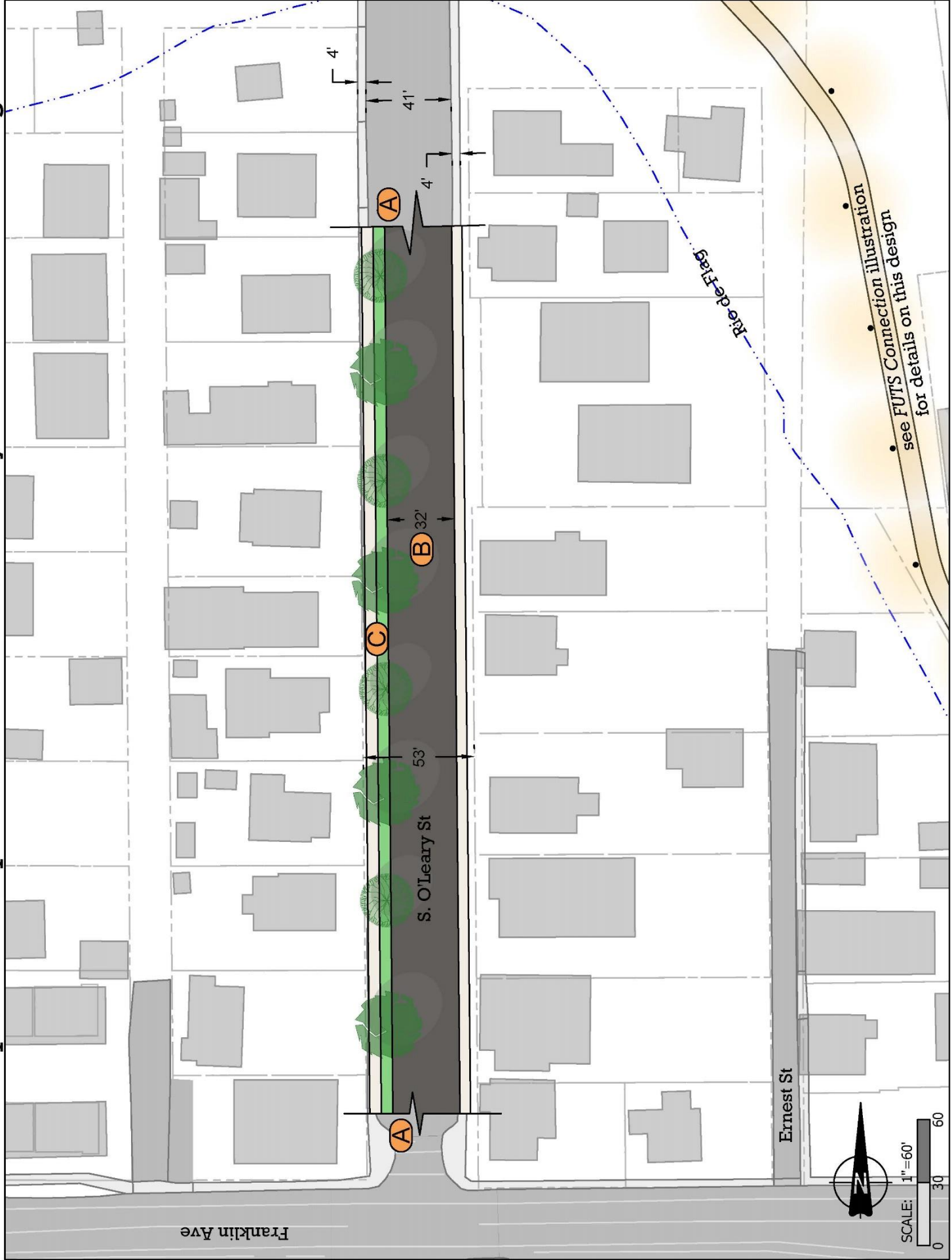
The speeds of vehicles on O’Leary Street south of Butler Avenue was of particular concern for residents. Speed studies, following the guidelines of the City’s Guidebook for Residential Management, are needed to confirm the cause and severity of speeding on this street. Regardless of speed, the 41-foot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

Features:

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

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

# Concept Public Improvements - South O'Leary Street Traffic Calming



## Concept Public Improvements – Curb, Gutter, and Sidewalk

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

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

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

Features:

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

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

# Concept Public Improvements - Curb, Gutter & Sidewalk





**Figure 45: Yield Street Illustration from the Small Town and Rural Multimodal Networks Guide. (FHWA 2016)**



**Figure 46: Green Alley behind townhomes in the Southside**

## Concept Public Improvements – Biking on Butler Avenue



**Figure 47: The “S-curve” on Butler Avenue**

This illustration shows two options to create a better biking option along Butler Avenue. It is meant to represent a sample block with one option on the north side and one on the south side of the road. The envisioned bike improvements would ultimately be designed from South Milton Road to South Lone Tree Road. Final design would not be a mix of both treatments. Other designs may also be considered if a project is funded. A design should be chosen and applied throughout the corridor.

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

Features:

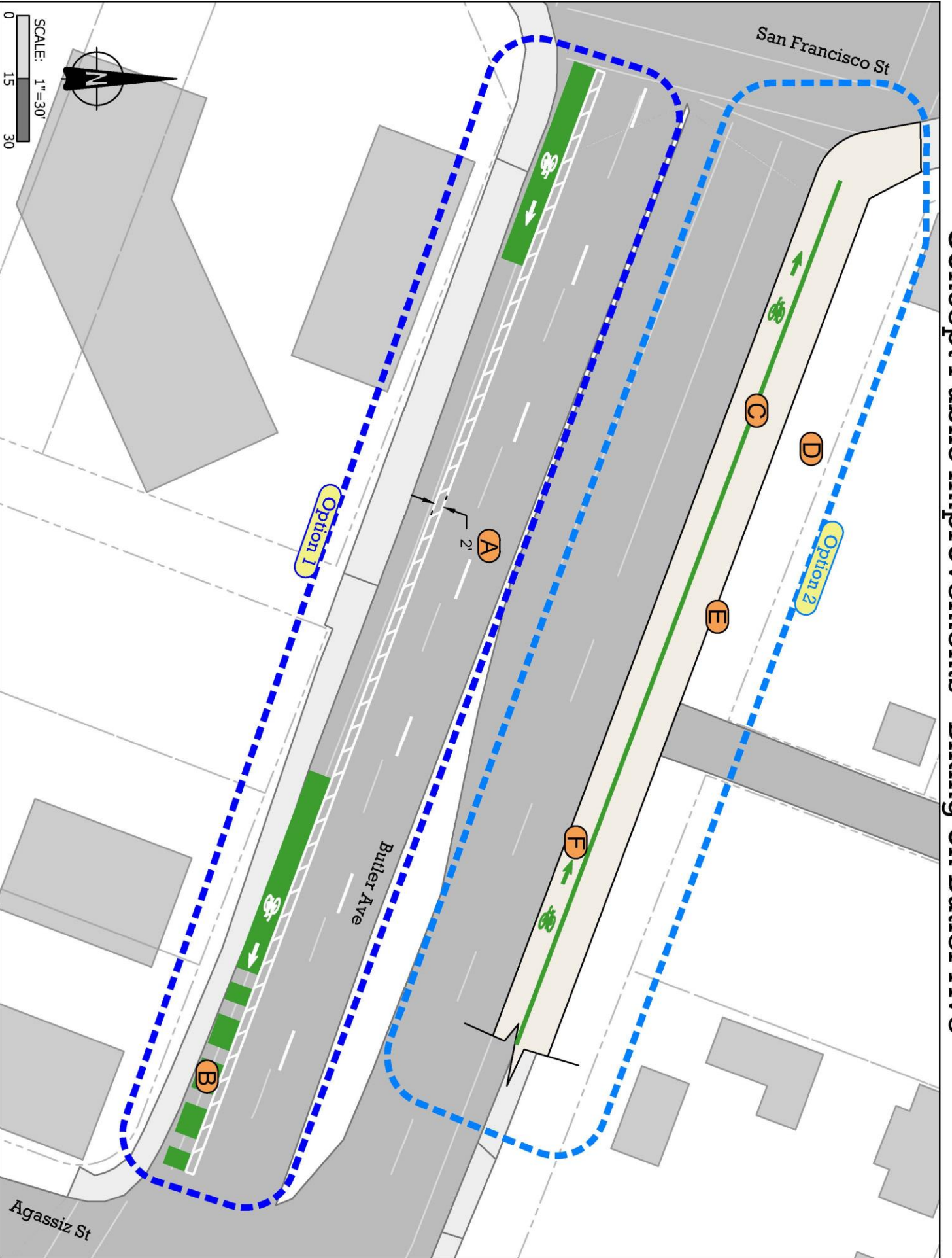
Option 1: This option shows an enhanced bike lane with a buffer.

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

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

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

# Concept Public Improvements - Biking on Butler Ave



## Concept Public Improvements – Downtown Connection Center

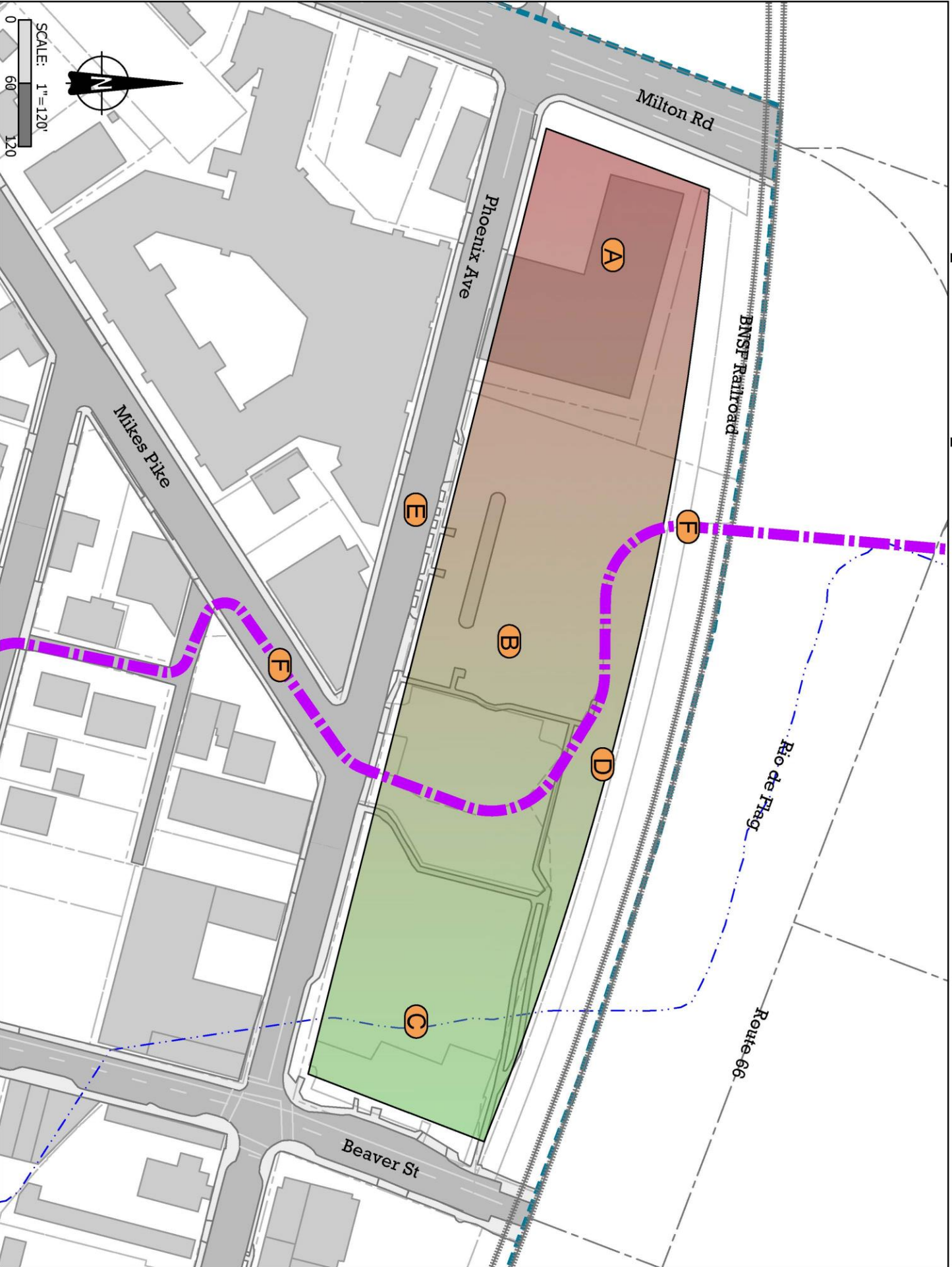
The most likely location for a permanent Downtown Connection Center (DCC) for Mountain Line is the multi-colored area shown on this illustration. Mountain Line has operated the DCC on the City-owned parcels since 2009. Mountain Line operations have grown, not only in ridership, but also in the size and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

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

Features:

- A. The western end of the property could be more industrial and support bus operations with site screening, a welcoming area, and community amenities.
- B. The middle of the site may be used for commercial mixed use, civic space, or as another type of transition area.
- C. The east end could be programmed for civic/park space around the Rio de Flag (or Little Rio de Flag) with park spaces that invite people into the greater DCC site.
- D. Amtrak is considering moving the location where passengers board and disembark, which could be included as part of the overall DCC master plan. Keeping Amtrak in the core of town with connectivity to other transportation services is expected to be an overall asset.
- E. The design of Phoenix Avenue between South Milton Road and South Beaver Street could be altered as part of the overall design of the DCC to better accommodate bus movement and increased pedestrian and bicycle travel.
- F. The Active Transportation Master Plan shows a pedestrian and bike route that will run through the future DCC. It ultimately connects to NAU via Humphreys Street and then to the Karen Cooper FUTS in Wheeler Park by going through the DCC and under the railroad bridge under Route 66. Bike and pedestrian connectivity and amenities will be throughout the development.

# Concept Public Improvements - Downtown Connection Center



## Chapter 6: Potential Strategies

As stated in Chapter 3, strategies are suggestions and ideas on how to achieve the goals and policies of the Southside Community Plan. Strategies were compiled from public participation, subject matter expertise, and the tools available to the City for plan implementation. All strategies in this Chapter are conceptual, and if they are implemented, may be adjusted based on changes in conditions, available technology, and further public input. Changing how a strategy is implemented does not require a plan amendment so long as the new strategy achieves the goals and policies of the Plan.

Strategies will need to be prioritized before the final plan is produced. We would like your feedback on which strategies should be prioritized in terms of timing and in terms of their importance. We will prioritize what the City and community expect to work together on in the next 5-10 years based on the feedback received after the 60-day public review.

### Heritage Preservation

- Update the Southside National Historic District's context and inventory at least once every 10 years.
- Work with property owners to create targeted landmark overlays and local historic preservation districts to preserve the integrity of historic commercial and residential buildings, especially in the following locations:
  - Phoenix Avenue
  - Agassiz Street north of Butler Avenue
  - Humphreys Street and Mikes Pike
  - South San Francisco Street
- Consider a historic preservation overlay that gives the Heritage Preservation Commission the ability to review the design of exterior changes to contributing structures that change the material, bulk, mass, or scale of the structure.
- Require a public notice for Heritage Preservation Commission (HPC) agenda items in the Southside to be posted on the property 14 days prior to the Commission's review.
- Change the Zoning Code to allow a hold of demolition permits for contributing structures with significance and integrity for 30-90 days with the recommendation of the HPC in order to give the property owner and community time to consider the findings of the report.
- Create design review criteria and transect zone frontage types for the Southside that acknowledge distinctive neighborhood characteristics, including:
  - Trees in the front setback of residential properties
  - Cupolas and clear stories
  - Store front facades with gables facing the street

- Front doors and windows facing the streets that present a simple cottage pattern typical of the street
- Use of recycled and reclaimed materials
- Front yard fencing that is unique and artistic
- Public art, especially murals
- Distinctive dark sky lighting
- Allow exceptions and administrative modifications to the Zoning Code that allow for existing historic patterns where it conflicts with the code on adaptive reuse projects.
- Ensure that homeowners are aware that the alternative building codes, such as the International Existing Building Code (IEBC), can be applied to contributing structures and their renovations.
- Work with congregations on Landmark Overlay designations for all historic churches within the Southside.
- Support grant applications for National Park Service [African American Civil Rights Grants](#), [Underrepresented Community Grants](#), [Save America's Treasures](#), and other historic preservation grants in the Southside, along with any other grants that would assist with protecting and maintaining the character and recording the neighborhood's historic and cultural significance.
- If the contributing structures in the historic district fall below fifty percent, redraw the district to prevent delisting of the entire district.

## Growth and Change

- Recalibrate the conventional and transect zones to achieve the desired characteristics for each subarea described in Chapter 3, including strategies such as:
  - Modify the T5 zone in the Southside (along South Beaver Street, South San Francisco Street, and Phoenix Avenue) to limit height to three stories, stair step upper stories, and provide more compatible storefront design.
  - Recalibrate the building types and form requirements for the T4 zone to be more compatible with the existing buildings.<sup>9</sup>
  - Alternative strategy: Change the residential areas south of Butler Avenue to a T3 residential zone calibrated for the Southside.

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<sup>9</sup> The High Occupancy Housing Plan proposed a remapping of the transects south of Butler Avenue. Stakeholder group meetings showed mixed support for this concept. They alternatively proposed adjusting the building types and the frontage types rather than fully remapping.

- Change the requirement for the stacked triplex building type to require a larger lot, limit the number of bedrooms per unit, and address the building's design to be more compatible with the existing single-family homes in the neighborhood.
- Support the reduction of maximum building heights in the CC zone from 60 feet to 45 feet.
- Involve local organizations in all redevelopment projects to help them get necessary space to provide public services and facilities.
- The City should promote the addition of childcare, school, and medical facilities in redevelopment projects.
- Design property adjacent to the street (in the front setback and along the front of commercial buildings) so that it interacts with and beautifies the public street to support a walkable and inviting pedestrian environment that is attractive to families and long-term residents.
- Adopt an area-specific design guideline that new large buildings avoid "fronting" Butler Avenue and stay oriented to the historic corridors of the neighborhood.
- Allow for one-story commercial buildings in the transect zones south of Route 66.
- Encourage affordable housing projects in the Southside, including those that adaptively reuse historic homes and buildings.
- Continue to research and investigate linkage funds and other ways to ensure a just transition of land uses.

## **Business and Live/Work Community**

- Create new, unique zoning and Regional Plan policies that allow residential above or behind light industrial activities in the north side of the U2 activity center (Live/Make Center).
  - Allow industrial uses with impacts that are more compatible with residential in the new zone.
  - Remove Suburban place type in the Regional Plan's Future Growth Illustration and replace with Employment/Urban (see Chapter 3 for details).
  - Create a Regional Plan Policy about blending residential in with employment when addressed in a specific plan.
- Modify zoning to allow compatible light industrial within existing commercial/residential mixed-use areas along the Southside Main Streets.
- Promote the Southside as a place for craft industries and entrepreneurship.
- Consider partnerships with NAU to support Business and Live/Work goals, policies, and strategies.

- Promote the creation of small museums and/or other cultural attractions that support the arts and heritage preservation communities in the Southside.
- Promote the creation of more event space (indoor and outdoor) for community gatherings and events that attract customers to Southside businesses.
- Support programming of more promotional events that are unique to the Southside, like a Second Saturday music walk.
- Form a Southside Business District to fund activities and improvements similar to Downtown's for the Southside Main Streets.
- Add wayfinding and visual cues to the north side that let people know there is more to see south of the tracks.
- Increase the safety and comfort level of people crossing Route 66 and the railroad tracks to encourage pedestrians.
- Market the Southside and the north side as the two components of central Flagstaff that provide unique benefits to different types of businesses and entrepreneurs.
- Adjust zoning so that it limits the size of individual commercial suites within a larger building in order to encourage diversity and a mix of commercial uses.
- Adopt zoning that allows existing buildings to be adaptively reused without requiring additional parking, landscaping, or other nonconforming issues.
- Change transect zoning to allow shorter commercial first floor heights to match existing neighborhood characteristics and local business demand.
- Consider the creation of portals for the Southside that give a sense of welcome and community identity to those visiting commercial corridors and special cultural landmarks.

## Public and Community Spaces

- Support an increase in public art to help create a unique feel when in the Southside.
- Allow developments to pay an in-lieu fee that goes toward a centralized public space instead of providing their required civic space on the property. Exempt affordable housing from civic space requirements.
- Prioritize park locations that are in an active area and include a mix of businesses and residents around them.
- The City should speculatively purchase individual parcels that could be used later (sometimes much later) as a park or as part of a park.
- Investigate the feasibility of creating a large park near new South Lone Tree Road that is large enough to throw a ball in and can be programmed by the community for art and events.

- Prioritize maximizing usable space and maximum parking at the park at Mikes Pike and Benton Avenue.
- Consider the safety, speed, and volume of adjacent streets when designing new parks.
- Make alignment of the Little Rio de Flag more publicly accessible by purchasing strategic sections or creating a public easement that completes access through blocks where Crime Prevention through Environmental Design (CPTED) can be implemented.
- Add trails within the “little” Rio de Flag alignment where Crime Prevention Through Environmental Design can be implemented.
- Improve landscaping along the Rio de Flag to manage the channel and improve passive surveillance of the area.
- Build more bridges for pedestrians at popular crossing locations across the Little Rio de Flag after the floodplain designation is addressed, prioritizing those that complete connections in the bicycle and pedestrian network.
- Improve Rio de Flag green space along South Ellery Street between South Verde Street and South Agassiz Street to create a linear park space.
- Use civic space in-lieu fees, if collected, for community space improvements at the Murdoch Center.
- Ensure the amenities and details of the Murdoch Center are designed with the community.
- Identify existing gaps in services, such as a flooding information center, in the Southside that can be filled cooperatively through the Murdoch Center. Consider potential Community Development Block Grant (CDBG) funding for these services.
- The community could collect signatures for a petition and propose a special assessment, such as an Enhanced Municipal Service District, to fund expanded improvements, programming, and operations for the Murdoch Center.
- Create a cultural walk that showcases the neighborhood history and encourages walking through the neighborhood.
- Install informational plaques throughout the neighborhood.
- Redevelopment of culturally important buildings should require a small portion of the newly designed site to be civic space that celebrates the past structure.
- Encourage collaboration between multiple community gathering spaces to program community dinners and kitchens, art installations, and historic storytelling installations and events.
- Consider the inclusion of affordable housing and learning centers in larger park and public spaces.
- Plant more street trees that don’t conflict with traffic sight lines.

- Create a schedule of pole banners and holiday lighting that provide branding and marketing of the Southside's identity from a historical and commercial perspective.

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## Parking

- Continue annual NAU Community Welcome and educational campaigns to disseminate parking updates and information to NAU students living off campus.
- Require more on-site parking for new residential development, especially where large numbers of bedrooms per unit exist, and when more than three dwelling units are on a lot.
- Create public, shared off-street lots that allow overnight and long-term parking for nearby residents.
- Encourage private off-street lots to lease spaces for nearby residents for overnight and long-term parking.
- Direct some ParkFlag revenues toward creating more public, off-street parking designed for short term needs, especially in the Southside's busiest commercial corridors of South San Francisco Street and South Beaver Street.
- Locate funding to construct drainage, curb, gutter, and sidewalk to better define driveways so they do not get blocked, and so all parking laws can be better enforced.
- Install temporary barriers to prevent driveways from being blocked. (Pilot project on South Verde Street, just south of West Dupont Avenue).
- Evaluate tactical painting and sign strategies to organize parking where curb, gutter, and sidewalk are missing (for example, success on Fountaine Street that keeps parking out of travel-way).
- Consider timed loading zones on the side streets near South San Francisco Street and South Beaver Street to address the need for deliveries for businesses.
- Create a process that allows parking restrictions to be relaxed on streets by petitions for recurring events, such as church services or weekly community meetings, when the exemption would have a limited impact on ParkFlag revenues.

## Transportation

- Redesign and reconstruct the bicycle facilities on Butler Avenue. Consider adding a painted buffer between the bike lane and vehicular lanes to create a protected bike lane (physically protected and separated by curb, bollards, etc.), or design solutions that move the bike lane on top of the curb.
- Continue to address ice and cinder issues in the bike lane on Butler Avenue as a high priority.

- Add a signalized pedestrian and bike crossing for Butler Avenue at O’Leary Street if it can meet the proper traffic warrants and vehicular sight distance. Evaluate other locations between South San Francisco Street and South Lone Tree Road if the South O’Leary Street crossing is not feasible.
- Collect in-lieu fees for new development that are pooled together to create complete blocks at a time rather than partial improvements that are disconnected from the system of improvements on a street.
- Develop Dupont Avenue as a bike boulevard that allows an east-west alternative to Butler Avenue with a crossing at the Little Rio de Flag east of South San Francisco Street.<sup>10</sup>
- Support the Active Transportation Master Plan’s grade separated crossings of South Milton Road between Butler Avenue and Route 66 and/or on a wider railroad bridge at its existing location.
- Support the Active Transportation Master Plan’s route connecting NAU to the north side via Humphreys Street, the alley near the Cottage Place, and a tunnel under the railroad and Route 66.
- Add a new FUTS route that starts at the FUTS in Sinclair Wash, then connects Franklin Avenue to Ashurst Avenue along the Rio de Flag, then continues along O’Leary Street and takes advantage of a pedestrian/bike signalized crossing at that location.
- Add more (dark sky compatible) streetlights, specifically on Phoenix Avenue east of South San Francisco Street and on Benton Avenue between South San Francisco Street and South Beaver Street.
- Add more street trees and/or other landscaping features that have longevity, are simple to maintain, don’t negatively affect surrounding infrastructure, and encourage planting and preservation of trees in front yards.
- Move the curb in to increase sidewalk width, where possible, such as on South O’Leary Street south of Butler Avenue, and Phoenix Avenue between South Beaver Street and South San Francisco Street.
- Support keeping the Downtown Connection Center in the Southside.
- Have the Southside community work with Mountain Line on the Downtown Connection Center design.
- Contribute financially to help get the community’s most desired amenities at the Downtown Connection Center.
- Consider how the redevelopment of the Downtown Connection Center may influence and support the redesign of multimodal traffic on Phoenix Avenue between South Milton Road

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<sup>10</sup> This project would be dependent on the completion of a flood control project that removes the floodway and floodplain restrictions that currently exist.

and South Beaver Street, such as wider sidewalks or adding bike lanes, changing parking, and lessening conflicts with buses.

## **Flooding and Other Emergencies**

- Educate property owners and renters about changing regulations and anticipated flood conditions post floodplain removal.
- Encourage cooperation and consideration of access and maintenance easements with property owners for access, and the ability of the City to maintain/improve grading, clear sediment, obstructions, trees, weeds, and trash (this will need to happen along the entire length of the Rio de Flag through the Southside or it will not benefit flow volume).
- Be proactive and work with property owners that have channel obstructions to keep the channel clear to address regional and localized flooding.
- Educate the community and insurance agents on flood insurance options.
- Explore funding for an insurance subsidy program for qualifying households.
- Educate the community on options to physically protect their homes/businesses.
- Explore funding opportunities to assist in physical protection of homes/businesses.
- Get Southside residents signed up for alerts and on lists for evacuation assistance.
- Work with NAU City Liaisons to distribute alert information to NAU students in the Southside each school year.
- Train local residents through the Murdoch Center to assist the homebound, elderly, and disabled in the neighborhood to sign up for alerts about flooding and get on lists for evacuation assistance.
- Identify and create a plan to mediate environmental hazards like the railroad-related brownfields in the 500-year floodplain and other potential sources of water pollution.
- Continue existing and promote more community clean-ups along the Little Rio de Flag.

## **Public Safety**

- Increase (dark sky compatible) lighting in the Southside neighborhood.
- Add more (dark sky compatible) streetlights, especially on Phoenix Avenue east of South San Francisco Street, on Benton Avenue between South San Francisco Street and Beaver Street, on O'Leary Street south of Butler Avenue, and on other well-traveled, unsafe, or desired locations.
- Add more (dark sky compatible) lights in public spaces and give options for security lighting that is dark skies compliant on private buildings that are close to the sidewalk.
- Add pedestrian-scale (dark sky compatible) lights in heavily visited commercial areas.

- Create a more pleasant walking environment and more events in the neighborhood to draw additional people to the area.
- Work with private property owners to control vegetation and hidden areas of their property, especially with private portions of the Rio de Flag and vacant parcels.
- Give people more places to go, like highly visible benches and pathways.
- Educate property owners on strategies they can implement to address nuisance issues on, or adjacent to, their property.
- Recommend that the directors of shelters and social service organizations in the neighborhood create cooperative partnerships between their clients and the wider Southside community.
- Create a Southside, Downtown, and NAU shared campaign to support bystander intervention and combat street harassment.
- Educate and encourage bar owners and bartenders to take part in programs that prevent underage drinking, harassment, and overserving.
- Educate, in partnership with the Police Department and their NAU liaison, nightlife participants and establishments on minimizing disturbance to their neighbors that often have different hourly needs.
- Continue the increased police presence around closing time for bars and restaurants to help control noise.

## Glossary

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

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

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

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

**Alley (Z):** A dedicated public right-of-way or passage or way affording a secondary means of vehicular access to abutting property and not intended for general traffic circulation.

**Annexations (Z):** The incorporation of new territory into the corporate boundaries of the City.

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

**Area Type (R):** The Regional Plan designates three area types: urban, suburban, and rural on the Future Growth Illustration. Area types may also be future or existing and overlap in some places.

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

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

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

**Character District (Z):** An identifiable neighborhood or district within the City of Flagstaff that exhibits unique or consistent physical patterns of development including building form, scale, character, street layout, historic significance, or other unique features that define and make it distinct from surrounding areas.

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

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

**Compatibility (Z):** Capable of existing in harmonious, agreeable, or congenial combination with other buildings, structures, blocks, or streets through the use of similar basic design principles including composition, rhythm, emphasis, transition, simplicity, and balance. Work is compatible if it is designed to complement the physical characteristics of the context and is cohesive and visually unobtrusive in terms of the overall patterns of development, scale, and continuity.

**Complete Streets (R):** Streets, roadways, and highways that are designed to safely and attractively accommodate all transportation users (drivers, bus riders, pedestrians, and bicyclists). Travelers of all ages and abilities can safely move along and across a complete street.

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

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

**Conventional zoning:** The traditional or Euclidean method of zoning that focuses on controlling land-use types, permissible property uses, and the control of intensity by height limits, dwelling units per acre, and setbacks.

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

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

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

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

**Downtown:** Downtown is mapped differently for several different purposes. It is sometimes considered only the central business district zoning; other times the entire area of the Downtown Regulating Plan is referred to as Downtown. In addition, there is a historic district, a special sign district, an activity center, and a Business Improvement and Redevelopment District (which has specific taxing and quasi-governmental authorities), all of which are identified as "Downtown."

**Downtown Regulating Plan:** The set of maps that show the transect zones, special districts, and special requirements of the form-based code for the Downtown, Townsite, North End, and Southside neighborhoods. It also shows street and public open spaces, and designates where various building form standards (based on intensity of urbanism) for building placement, design, and use will apply. The Regulating Plan graphically shows, applies, and places the regulations and standards established in a form-based code.

**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.

**Entitlement:** Characterizing a proposal or component of a proposal that complies with the Zoning Code, and may thereby be processed administratively, without public hearing.

**Flagstaff Regional Plan 2030:** The City of Flagstaff's General Plan, ratified by voters on May 20, 2014.

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

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

**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.

**Future Growth Illustration:** Map 22 in the Flagstaff Regional Plan 2030 that shows land designations for future growth patterns and the areas designated for area types and activity centers.

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

**Goals (R):** A desired result that the community envisions and commits to achieve.

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

**High Density:** The current high-density residential zone in Flagstaff allows heights up to 60 feet and between 10 and 29 dwelling units per acre. Densities greater than 29 dwelling units per acre are allowed in most commercial zones for mixed-use projects.

**High Occupancy Housing (HOH):** Buildings that have more than 75 bedrooms per acre or have more than 30 dwelling units per acre in dormitory or apartment-style units.

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

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

**Historic Resource (Z):** A type of cultural resource that refers to objects, structures, natural features, sites, places, or areas that are associated with events or persons in the architectural, engineering, archaeological, scientific, technological, economic, agricultural, educational, social,

political, military, or cultural annals of the City of Flagstaff, the state of Arizona, or the United States of America.

**Home Occupation:** Businesses that do not have a commercial presence on the street and are generally run out of a residence.

**Incentive** (zoning): A rule that allows a developer to develop in a way that ordinarily would not be permitted in exchange for a public benefit that would otherwise not be required. Often written into the zoning ordinance, incentive zoning allows a city to leverage variations in existing zoning standards and obtain public goods (source: American Planning Association).

**Industrial** (Z):

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

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

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

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

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

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

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

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

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

**Medium Density:** The current medium-density residential zone in Flagstaff allows heights up to 35 feet and between 6 and 14 dwelling units per acre.

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

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

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

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

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

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

**Overlay Zone:** A zone applied by the City Council to a property, at the request of the property owner, that grants additional development rights and/or restrictions and is used in combination with the Specific to Uses and Supplemental to Zones sections of the Zoning Code.

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

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

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

**Place Type (R):** Place types include activity centers, neighborhoods, and corridors, and provide the framework around which our community is built. Land uses that occur within the different

place types are further designated into categories such as residential, commercial, and institutional, which define the type of use and zoning for those place types.

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

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

**Require:** Something that must be completed before the City can approve a development. For example, a new building is required to provide a certain amount of parking. Specific plans cannot create requirements without additional code updates.

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

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

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

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

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

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

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

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

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

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

**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.

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

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

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

**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.

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

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

**Transect Zone (Z):** One of several areas on the Zoning Map regulated by the standards found within the Zoning Code. Transect zones are ordered from the most natural to the most urban. Transect zones are administratively similar to the land-use zones in conventional codes, except that in addition to the usual building use, density, height, and setback requirements, other elements of the intended habitat are integrated, including those of the private lot and building and the public frontage (see Map 6).

**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.

**Wildland-Urban Interface (R):** The Wildland-Urban Interface for Flagstaff and surrounding communities at-risk encompasses multiple jurisdictions and ownerships within a relatively large geographical area. It is sufficiently large to: (1) Reduce the potential of a high intensity fire from entering the community; (2) Create an area whereby fire suppression efforts will be successful; (3) Limit large amounts of wind-driven embers or “fire brands” from settling on the community; and (4) Protect critical infrastructure (See Community Wildfire Protection Plan for Flagstaff and Surrounding Communities in the Coconino and Kaibab National Forests of Coconino County, Arizona for more information).

**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.

**Zoning District or Zone:** Areas of land that are divided into zones within which various uses are permitted and development standards and guidelines apply. The standards and uses in zones are used to estimate entitlements for private property.

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## Southside Plan Contributors

Thank you to all the elected and appointed officials, professionals, and community members who contributed to the Southside Community Plan.

### City Council

Mayor Coral Evans  
Vice Mayor Adam Shimoni  
Councilmember Regina Salas  
Councilmember Austin Aslan  
Councilmember Jamie Whelan  
Councilmember Charlie Odegaard  
Councilmember Jim McCarthy

### Planning and Zoning Commission

Margo Wheeler, Chairperson  
David Zimmerman, Vice Chairman  
Marie Jones  
Carole Mandino  
Dr. Alex Martinez  
Eric Nolan  
Gaylene Soper

### Southside Community Association Stakeholder Committee

Mike Elson, Commercial and Residential Property Owner  
Deborah Ann Harris, Southside Community Association  
David Hayward, Chair of the Heritage Preservation Commission and Commercial Property Owner  
Khara House, Property Manager  
Marie Jones, Residential Property Owner  
Rick Lopez, Realtor  
Shirley Sims, Community organizer and Commercial Property Owner  
NAU representative (see Interagency Partners)

### Project Management Team

Sara Dechter, Comprehensive Planning Manager  
Carlton Johnson, Associate Planner

### City Staff

Tiffany Antol, Planning Director  
Nicole Antonopoulos, Sustainability Director  
Elaine Averitt, Planning Development Manager  
Rick Barrett, City Engineer  
Jeff Bauman, Traffic Engineer  
Andy Bertelsen, Public Works Director

Jerry Bills, Deputy Fire Chief  
Amanda Burns, Comprehensive Planning Intern  
Valeria Chase, Neighborhood Liaison  
Neil Gullickson, Planning Development Manager  
Amy Hagin, Parks Manager  
Jim Janecek, Stormwater Project Manager  
Jenny Niemann, Sustainability Specialist  
Scott Overton, Streets Section Director  
John Portillo, Parking Manager  
Alexandra Pucciarelli, Current Planning Manager  
Stephanie Sarty, Traffic Engineering Project Manager  
Rebecca Sayers, Parks and Recreation Director  
Ed Schenk, Stormwater Project Manager  
Rachael Smith, Comprehensive Planning Intern  
Patrick St. Clair, Planning Development Manager  
Daniel Symer, Zoning Code Manager

### Interagency Partners

Emily Allen, NAU  
Blake Berner, Coconino County Emergency Operations  
Anne Dunno, Mountain Line  
Estella Hollander, Mountain Line  
Kate Morley, Mountain Line  
Daniel Okoli, NAU  
Todd Whitney, Coconino County Emergency Operations  
Erin Stam, NAU  
David Wessel, FMPO

**Professional Consultants**

Southside Plan Public Participation and Preliminary  
Policy Recommendations

Celeste Werner, Matrix Design Group  
Felipe Zubia, Matrix Design Group  
Eric Ruberson, Matrix Design Group  
Kirsten Anderson, Matrix Design Group  
Marcela Mora, Matrix Design Group  
Brenden Cox, Matrix Design Group

Southside Stakeholder Group Facilitation

Matthew Muchna, Facilitation Services

Update of Southside Historic Context

Lynn Neal, LA Neal Consulting  
Dr. Ricardo Guthrie, Ethnic Studies

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## Appendix A: Strategic Implementation Priorities

This Chapter will include the top implementation priorities from Chapter 6 based on community feedback. It will also provide more details of how the work could be completed and who would lead the effort.

For example:

*This appendix identifies and provides details about the top priorities for the Southside Community Plan Area. Ideally, these are considered potentially achievable within the **first five years** after the Plan is adopted. These priorities do not represent a commitment of City resources. They do provide time-specific objectives that help track the Southside community's and the City's progress that may be reported in the Regional Plan annual report. Other strategies may be implemented in this timeframe as opportunities allow.*

*This appendix may be updated along with the annual review of the Flagstaff Regional Plan 2030, in coordination with the Southside Community, without a plan amendment.*

Priority Ranking	Lead Organization	Potential Partnerships
Strategy		
<b>PATH FORWARD</b>		
COSTS AND POTENTIAL FUNDING SOURCES Estimated cost of the proposed project is approximately ....		

## **Appendix B: Public Participation Summary**

Placeholder for comments received during the 60-day public review

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

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

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