



**EMBRACE OUR HERITAGE
ENHANCE OUR FUTURE**

Southside Community Plan

Volume 1: Goals, Policies and Strategies

Public Hearings Version



Acknowledgment

The City of Flagstaff would like to acknowledge and thank the Southside Community Association and the Friends of the Rio for their contributions to the Southside Community Specific Plan. These two organizations co-led the public outreach with the City of Flagstaff project team. The Southside Plan would not have been possible without the efforts of these organizations and the commitment of their leadership to an open and welcoming public engagement process with meaningful outcomes for the Southside community.

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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 Southside community came together in the twentieth century to work and live, while facing segregation, economic disparity, and social injustice. The patterns, stories, people, and places that make up the Southside are precious to the community members who lived there and those that live there today. The Southside's story is the story of families, churches, businesses, architecture, handball courts, and gathering spaces. The people of the Southside worked in railroad, lumber, sheepherding, tourism and education.

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 while preserving the stories and the places that tell them for future generations. These goals are expressed through

policies, maps, illustrations, and strategies specific to the Southside's unique character. In the process of developing these words and illustrations, meant to guide a future Southside, the City and Southside Community Association listened intently and reverently to the stories of the community members who were generous enough to share them. Respectful and thoughtful listening established the foundation of EMBRACING OUR HERITAGE. For the Southside's past to be respected, the community also spoke to the challenge of ENHANCING OUR FUTURE. This process required grappling with the realities of the twenty first century's markets, laws, and demographic social trends. The Southside will never be what the community was in the twentieth century, and there are those that have commented that the promises of this plan come too late to benefit those who needed them most. These are realities that are not easily overcome without looking with hope to a brighter future. This plan requires renewed commitment from the City and the community to mend what has seemed broken for too long and to renew trust and hope that the Southside can be a diverse and inclusive community for years to come.

The Southside Community Plan is necessary for three reasons as outlined in Flagstaff City Code Title 11:

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.

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 values for a specific plan—they provide excellent guideposts for what the community hopes to grow and nourish with the outcomes from this Plan.



Chapter 1: Introduction

This project, the Southside Community Plan, Volumes 1 and 2 (Southside Community Plan or 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;¹*
- 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 community spirit, fellowship, disappointments, and hardships have shaped the content of this Plan profoundly.

The Southside Community Plan is split in to two volumes. The Southside Community Plan Volume 1: Goals, Policies and Strategies includes a Summary of the Site and Area Analysis, the Goals, Policies and Strategies, and Appendices. This document provides the context for the decisions and the policies that will guide future decision-making by the City. The Southside Community Plan Volume 2: Concept Plan (Volume 2) includes drawings and designs that project how the goals, policies, and strategies could be interpreted to improve the built environment. The Southside Community Specific Plan’s Site and Area Analysis, which is summarized in this document, is also available in its full text on the project website.

Plan Boundaries

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. It then turns north between Sawmill Road and South River Run Road to reconnect with the railroad.

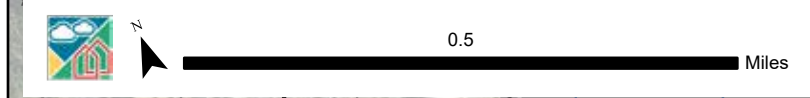
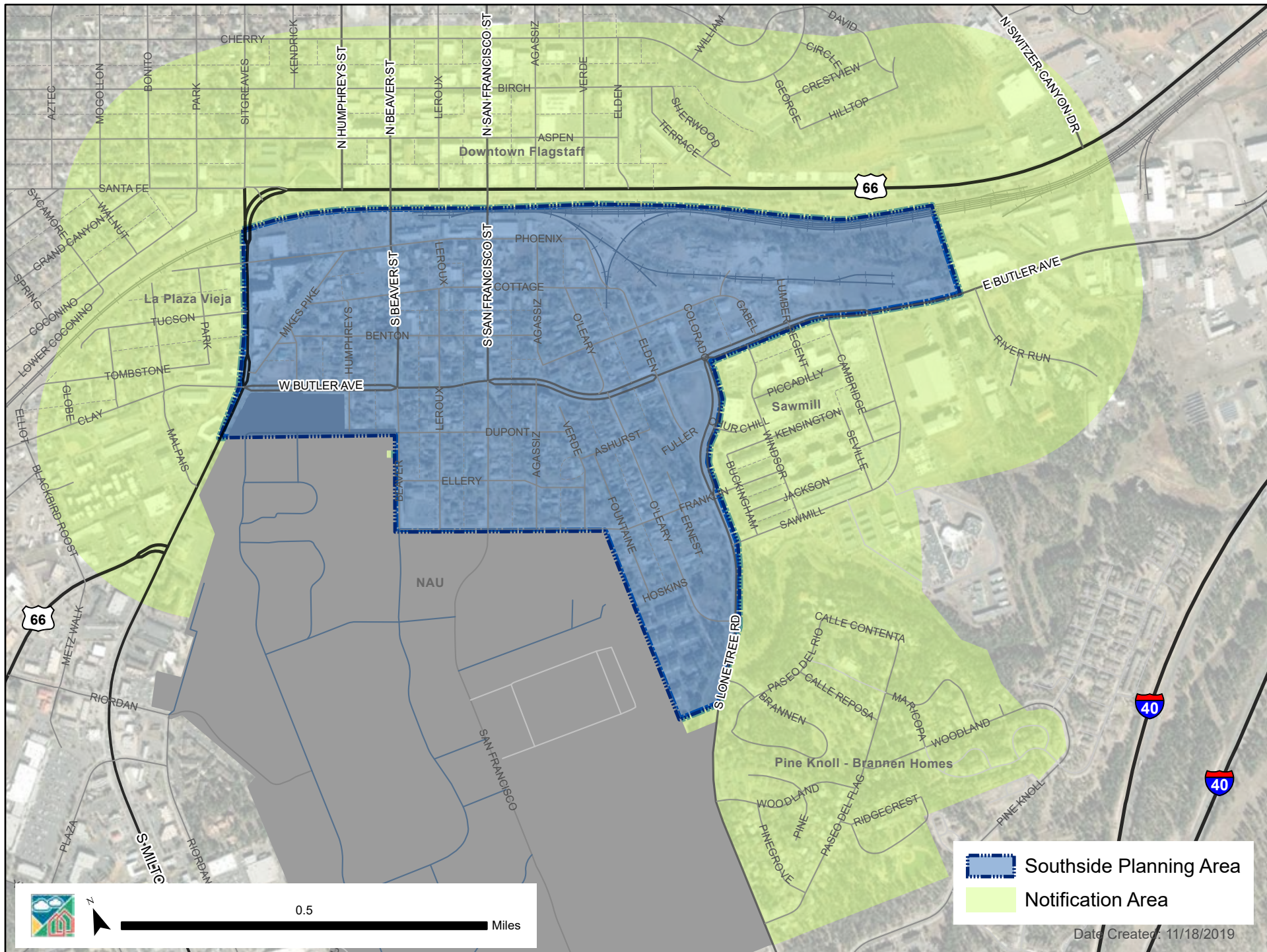
The historic subdivisions of the Normal School Addition, Brannen Addition, the Washington Subdivision (named for Booker T. Washington), and Stone Forest Subdivision are included.



Historically, many residents consider the Pine Knoll-Brannen neighborhood to be a 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.

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



Southside Boundary and Plan Notification Area



 Southside Planning Area
 Notification Area

Date Created: 11/18/2019



Application of the Specific Plan

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, 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 serves as a roadmap to implement the community's vision within the boundary of this Plan. 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 along with the Regional Plan 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.

Specific plans, such as the Southside Community Plan, often influence the discretionary decisions of the City by identifying:

- projects in strategies and illustrations that are eventually incorporated into capital plans or funded by grants,
- policies and illustrations that demonstrate architectural styles, landscaping and site planning elements that increase the compatibility of new development with the existing community character,
- guidance for the development of new City Codes and Master Plans through goals, policies, strategies and illustrations,
- ways to address threats to historic resources and public safety
- partnerships that can support programs and services to residents, and
- ongoing needs for education and outreach on various issues.



Planning Pyramid from the Flagstaff Regional Plan 2030

The Plan also communicates the intent and rationale for the goals, policies and strategies to ensure consistent interpretation and understanding of Plan content.

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, must go through the City's review process before approval. Moreover, the projects depicted are not currently included in any City capital plans nor are they based on development applications. They 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.

A Specific Plan cannot...

- Change existing entitlements without further action
- Commit City resources or preempt decisions of the current or future Council
- Compel a private property owner to develop a particular use or type of building
- Influence applications that are already under review

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 Southside Plan, 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 vision, 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.
- In March 2019, an Open House was held for the public to review all the potential strategies and policies up to that point.
- From April 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 was released for a 60-day public review. During those 60 days, additional public forums and meetings were 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 has two public hearings. The public at the hearings has the ability to address the Commission about whether or not the Plan should be adopted or revised. The City Council then decides whether or not to adopt the final Plan by resolution.



Bus field trip with community members



Southside community members at a South Beaver School workshop



Southside community members at a Murdoch Center workshop

History of the Southside

Historic Overview and Themes

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

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

Entrepreneurship and activism, which reached its height during the Civil Rights movement

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

Historic Southside Milestones, Key People and Places

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

Significant Architectural Styles

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

The earliest buildings in the Southside represent its initial settlement by Flagstaff businessmen and area ranchers. Brannen's Addition was the location of the first substantial residential area south of the railroad. Houses built in the early development period of 1885–1909 are excellent illustrations of modest **Anglo Vernacular Cottages** of the 19th century. These houses are readily distinguishable by their L- or T-shaped plans. Often referred to as gable-ell houses, they are typically single-story dwellings covered by an intersecting gable roof. Basic design components (such as gable heads, eaves, porches) may incorporate elements from





The corner of Mike's Pike and Phoenix Ave with the Hub in the background

the Queen Anne or Greek Revival styles, but the overall image of these houses is one of simplicity and functional necessity. A regionally rare variation of the vernacular gable-ell house form, called the double-ell plan, is found in Flagstaff and was frequently used in houses predating 1900. The best example of this style in the Southside was constructed between 1898 and 1901 at 102 South Beaver Street.

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

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

one exists on the Southside at 201 South Leroux Street. Another rare interpretation of the California Bungalow format on the Southside are three double-ell cottages, all on South Leroux Street.

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



roof with a symmetrical gable front. Most are one and a half stories high and contain a second-story window at the gable head. Another character-defining feature of many of these houses is the use of stone walls at the first floor and wood-frame walls for the second story. Built between 1920 and 1925 and constructed of stone, the Francisco Satrustegui House at 105 South Elden Street is the best example of the Amerikanuak Vernacular house in Flagstaff. The Marin House, also known as La Nacional Grocery, at 505 South San Francisco Street is another good example.

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

construction dates, the architectural style was not recognized in earlier studies of the Southside's architectural history.

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

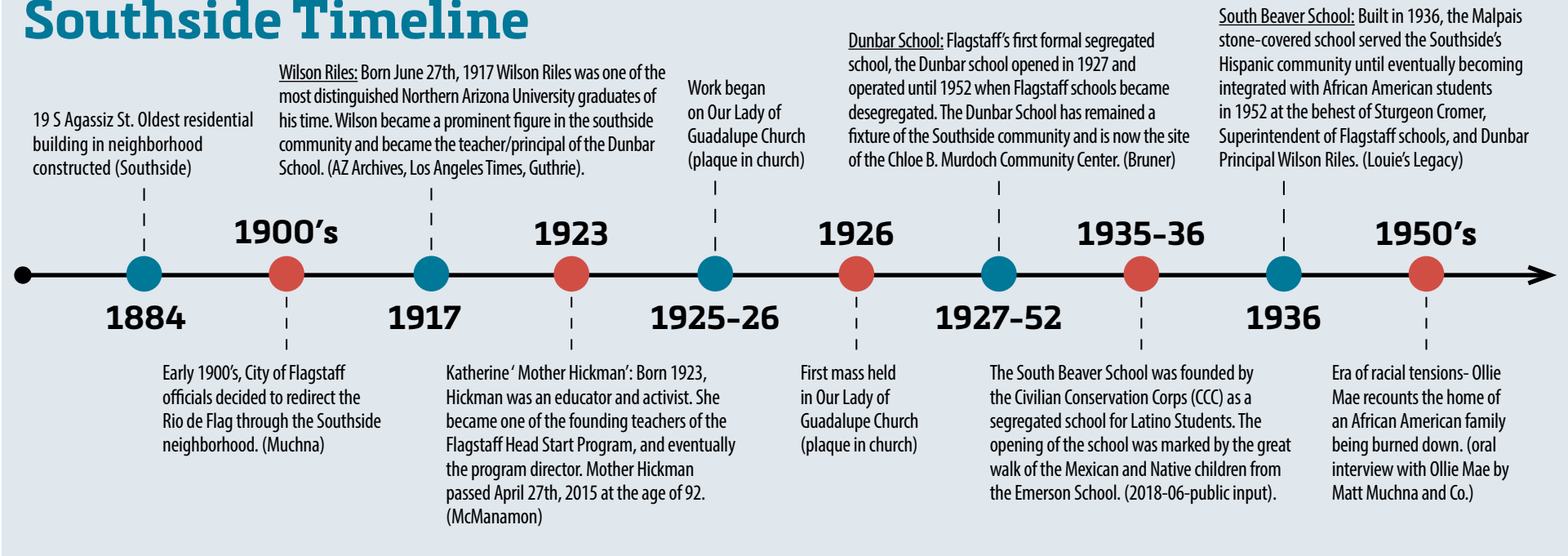
Malpais stone was a common choice for building commercial buildings during the early 20th century. Whereas the material did not lend itself to articulate detailing, it was economical and used for buildings with plain fronts or simple *Mission Revival-style* facades. A good example of the use of malpais stone in commercial buildings is the American Laundry Building at 26 South San Francisco Street built in 1937. There are several intact examples of malpais stone construction in a very simple format along the Southside Main Streets. The Hutchison and Sauer Building at 1–7 South Beaver Street, built in the early 1930s and modified in 1938 and again in the late 1940s, is a visually prominent commercial building

at the southwest corner of Phoenix Avenue and Beaver Street. The two-story building was stylistically changed to a *Pueblo Revival* theme and features rusticated concrete plaster sheathing to simulate random ashlar stone construction. One commercial building in the Southside is a locally unique example of design and use of materials. La Ciudad de Mexico Grocery at 217 South San Francisco Street where the street intersects with E. Butler Avenue, a commercial building with living quarters on the second floor, and it is patterned after the *Basque dorrea* house type. Constructed in 1923, it uniquely exemplifies the fusion of popular commercial and traditional residential styles.

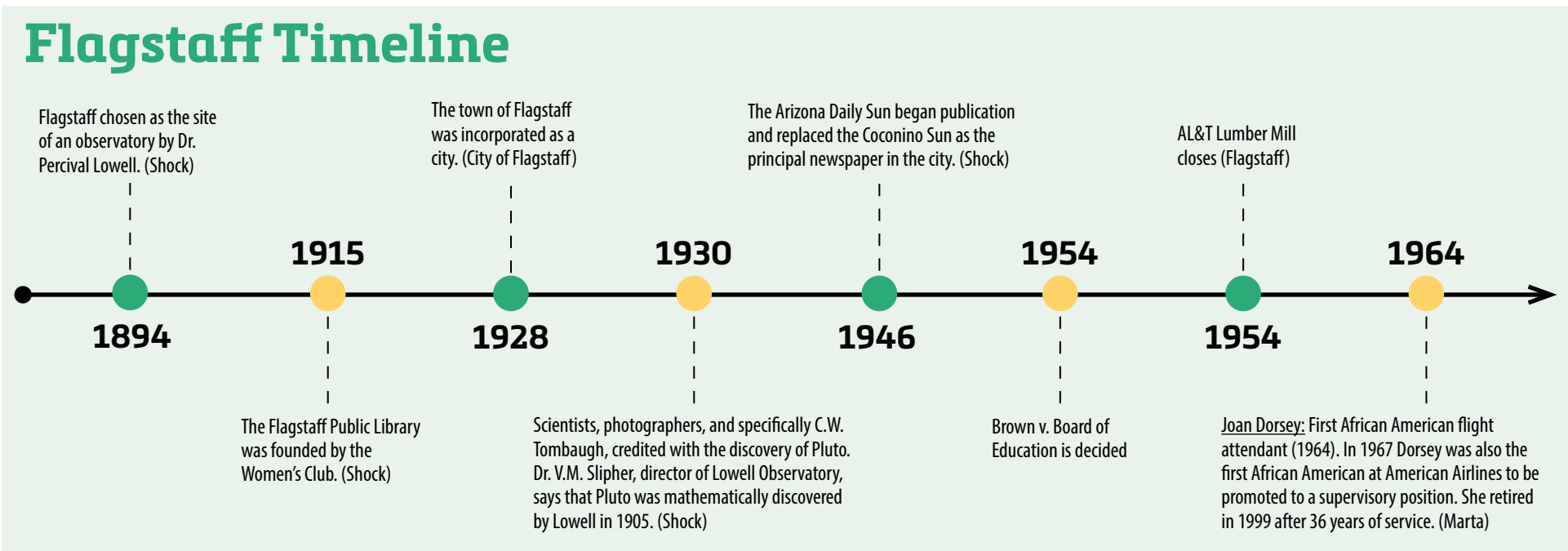
Representative of the Southside's ethnic heritage and therefore of particular interest to preserve, aside from or in addition to their architectural styles, are the historic school buildings, religious institutions, and community/congregating centers. These consist of the Beaver Street School, a building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

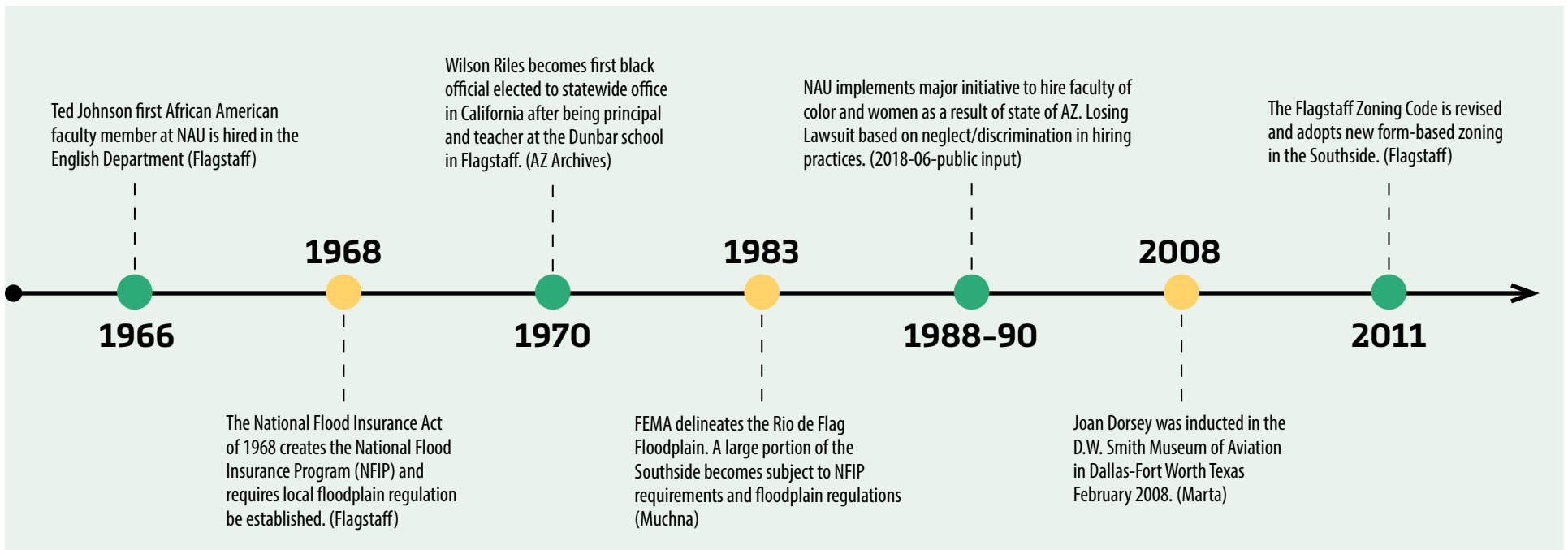
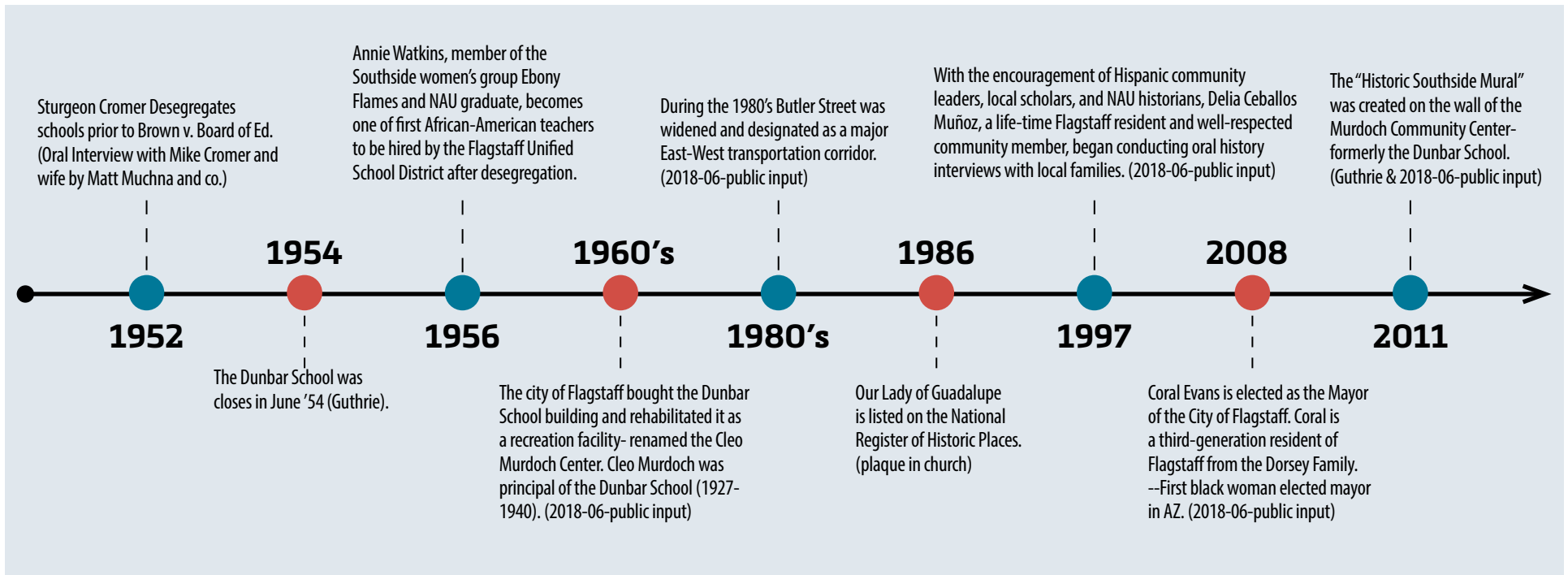


Southside Timeline



Flagstaff Timeline





Chapter 2: The Southside Community

This section provides a summary of the Southside Community Plan, Site and Area Analysis (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 Southside Community Plan Site and Area Analysis online at: <http://www.flagstaff.az.gov/southsideplan>.



Southside community members at Juneteenth celebration

Insights from Southside Visioning

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 as the average household versus an average 1.9 persons per household in the rest of the neighborhood.

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 Places historic districts (National Register districts). Approximately 90 acres of the 217 acres of the Southside Community Plan falls within either national register district. A third historic district, Northern Arizona Normal School Historic District, also known as Old Main, on the NAU campus abuts the Southside.

The Railroad Addition Historic District was designated in 1983. 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 early 1930s Route 66 in the United States.

The Flagstaff Southside Historic District was designated in 2010. Within these two districts are 211 contributing historic properties, which have had an initial evaluation and been deemed eligible for historic designation, and nine properties that have been listed individually on the National Register.



Phoenix Avenue Historic Properties



Craftsman house on Cottage Avenue currently operating as a restaurant

The primary **historic themes or areas of significance**¹ for Southside are Community Planning and Development: Evolution of Flagstaff's Southside Neighborhood, Industry, Ethnic Heritage; Civil Rights Movement: Turning Segregation into Congregation; and Architecture, with the community demonstrating the growth and development of Flagstaff, particularly after the turn of the 19th to the 20th century. The overall period of significance² for placing the Southside's historical events into perspective is 1884–1968.

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

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



Vernacular Malpais house on Cottage Avenue

that much of the labor force for both industries resided in the Southside.

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

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

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



Commercial buildings that are all contributing properties in the Southside Historic District

The nine individual property listings within the Southside neighborhood are: **C & M Garage** (currently Auto Rehab 2, 204 South Mikes Pike), **Our Lady of Guadalupe Catholic Church** (224 South Kenrick Street), **La Ciudad de Mexico Grocery building** (217 South San Francisco Street), **South Beaver School** (506 South Beaver Street), **First Baptist Church** (currently Flagstaff Christian Fellowship, 123 South Beaver Street), **La Iglesia Metodista Mexicana, El Divino Redentor** (currently Canterbury Flagstaff, 319 South San Francisco Street), **Brannen-Devine House** (209 E. Cottage Avenue), Prochnow House (304 South Elden Street), and the **House at 310 South Beaver Street**.

“Preservation is simply having the good sense to hold on to things that are well designed, that link us with our past in a meaningful way, and that have plenty of good use left in them. There may have been a time when preservation was about saving an old building here or there, but those days are gone. Preservation is in the business of saving communities and the values they embody.”

- Richard Moe, Past President, National Trust for Historic Preservation

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

2. Buildings constructed or existing within in the period of significance are considered eligible within the historic district pending further evaluation.



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

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

Recycling buildings through adaptive reuse

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

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

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

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



Our Lady of Guadalupe Catholic Church, a National Historic Landmark in the Southside



Growth and Change

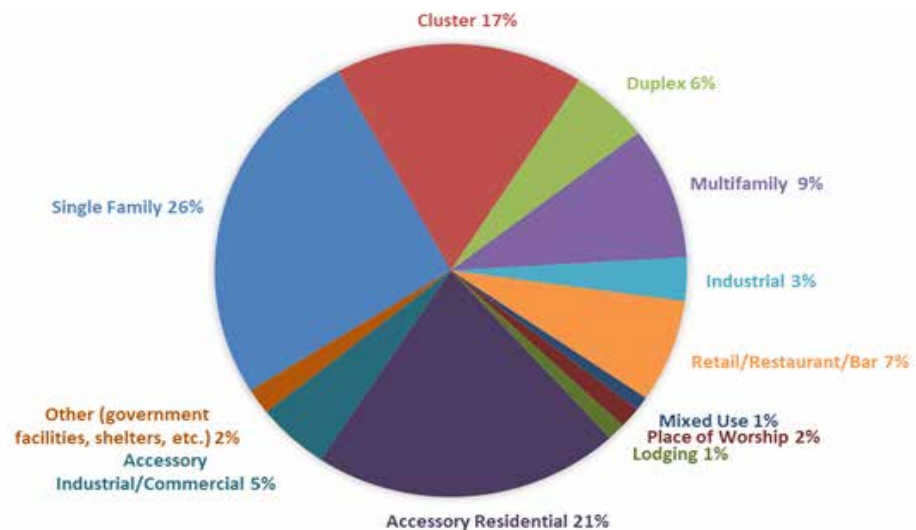
The Southside has evolved over the last 100 years from a working-class neighborhood supporting the lumber and sheep industry in the early 20th century to a neighborhood that created “congregation from segregation.”¹ The Southside was historically home to multiple minority groups and therefore housed many diverse cuisines, religions, and cultural practices, most of which transcended racial lines. The Southside of the 21st century is changing yet again. One purpose of this 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 areas on the north 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 peripheral. The fine scale urban pattern of development is what maintains the economic vibrancy of the Southside.

1. A saying by Dr. Ricardo Guthrie that was referenced by many community members throughout the process.

Gentrification and Neighborhood Change

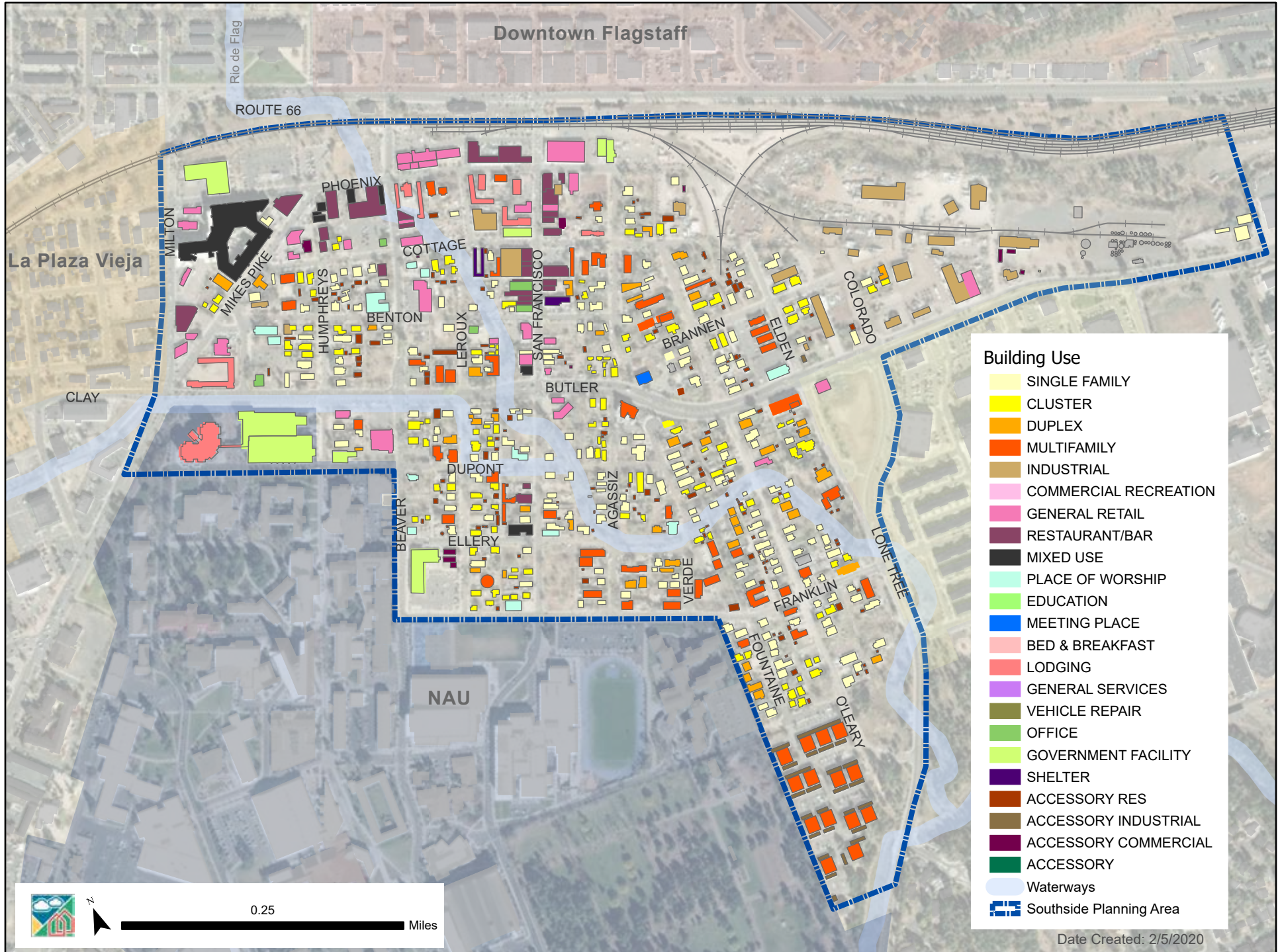
Gentrification was repeatedly raised as a concern in the Southside Community Plan public process. It is generally defined as upper and middle class individuals and families purchasing and renovating homes in central and lower income neighborhoods. This change in demographics can be followed by displacement, business change over and loss of culture, especially because gentrifying neighborhoods were often subject to housing discrimination in the 20th century. The Southside business district has experienced gentrification as what were once neighborhood-serving businesses and churches, have turned over to upscale restaurants, coffee shops and college student ministries. The housing stock of the Southside has also been experiencing redevelopment that has priced out longtime residents in favor of luxury and students housing. Whether gentrification is good or bad is a hotly debated social and economic topic. The scales between neighborhood revitalization, job creation, equity in properties and displacement, rising costs, and loss of community culture are difficult to balance. For residents who are not displaced while an area is gentrifying, the economic benefits of renewed investment can be beneficial; for those displaced in the process who are unable to find affordable housing the costs are great. There is no universally recognized cure or preventative for gentrification; however, policies that support community character and culture, affordable housing, and small business support and expansion can equip neighborhoods to weather the changes and support longtime residents. This effort is particularly important as the Southside is anticipated to go through another phase of reinvestment and potential gentrification, once the floodplain is remapped and more properties are able to be financed and relieved of the floodplain regulations related to redevelopment and renovation.



Building uses in the Southside



Building Use



Regional Plan and Community Character

The Future Growth Illustration of the Regional Plan and associated specific plans show three activity centers¹ 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). Activity Centers are the most intense and mixed use of the three place types identified in the Regional Plan. The Regional Plan states that “activity centers are vital in producing the compact urban form necessary for efficient infrastructure, transit, walkability, job creation, and protection of our natural resources.” In activity centers, compact development and walkability are emphasized and their character and densities varies by whether the activity center is urban, suburban or rural. Each activity center has a commercial core, which is defined as “the most important location for placemaking in each activity center.” The commercial core encourages commercial, mixed use, and high-density residential development, as well as bicycle, pedestrian and transit opportunities. The pedestrian shed of the activity center is an area within a five-minute walk of the commercial core (about one-quarter mile) and supports medium to high density development and a transition of the activity center and the surrounding neighborhoods character.

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

compatible infill and redevelopment to the historic district and surrounding area.

Of the 217 acres that comprise the Southside community, 125 acres are within one-quarter mile of an activity center. However, to protect the historic resources of the Southside Historic District, the High Occupancy Housing Plan limited the application of all activity center goals and policies to the commercial core (approximately 78 acres).² There are three scales of activity centers in the Regional Plan: historic, regional and neighborhood. The Southside’s commercial core is defined by the historic and regional activity centers that overlap the specific plan’s boundaries. 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. Both of these activity centers overlap the Southside and the two related National Register historic districts.

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 law enforcement, 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 neighborhood commercial spots are valuable assets that were recognized in the 2018 visioning survey. Even former commercial buildings that have been adaptively reused as housing are important character elements of the neighborhood’s fabric.

What is the Future Growth Illustration?

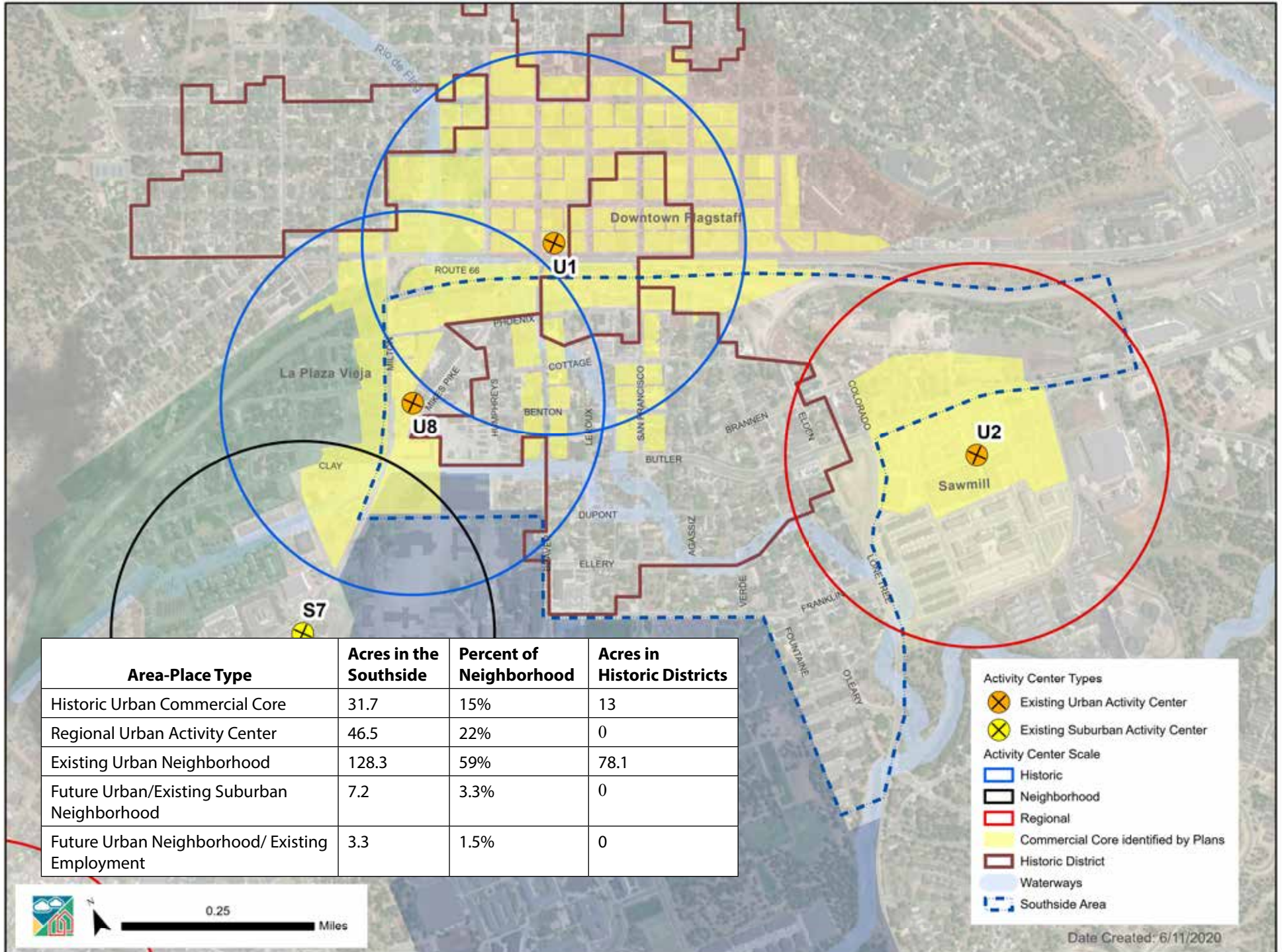
The Future Growth Illustration is a map in the Regional Plan that sets the characteristics, goals, and policies for every area of the community. One important function of specific plans like the Southside Community Plan is that they can clarify and refine this community-wide direction for a particular 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.

1. 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.

2. The High Occupancy Housing Plan included concepts and policies limited only to High Occupancy Housing and those that applied to all development in Activity Centers.



Activity Center and Commercial Core



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 alternative transect zoning, which focuses more on the form and pattern of buildings than the uses, that can be elected by property owners administratively. The Landmark Overlay is the only overlay within the Southside Community Plan Area. Three properties have adopted the Landmark Overlay in the Southside so far to protect historic resources on the properties.

Conventional Zoning

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

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,¹ small setbacks, and a Floor-to-Area Ratio (FAR) of 2.5. A proposal, based on the 2018 High Occupancy Housing

Specific Plan, is currently pending to amend this zone's height standards and reduce the maximum building height to 45 feet.

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 affordable² 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 in the Southside are small lots with a single-family house or duplex in the front and one to four small units located to the rear of the property. 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 preexisted this zoning and were allowed to continue as a nonconforming use. The setbacks in Light Industrial are larger and the maximum building height is 60 feet. The intensity for most uses is 1.5 FAR and 0.25 to 0.38 FAR for commercial uses of retail, office/lodging, heavy retail/service, and general services.

Transect Zoning

Transect zoning, also known as the form-based code, was added as an alternative for property owners in central Flagstaff, including the Southside, in 2011. The transect zones are an alternative to conventional zoning, and in order to elect it, the property 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 elect transect zoning. This form-based code is intended to deliver more compatible building types that are calibrated to the community.

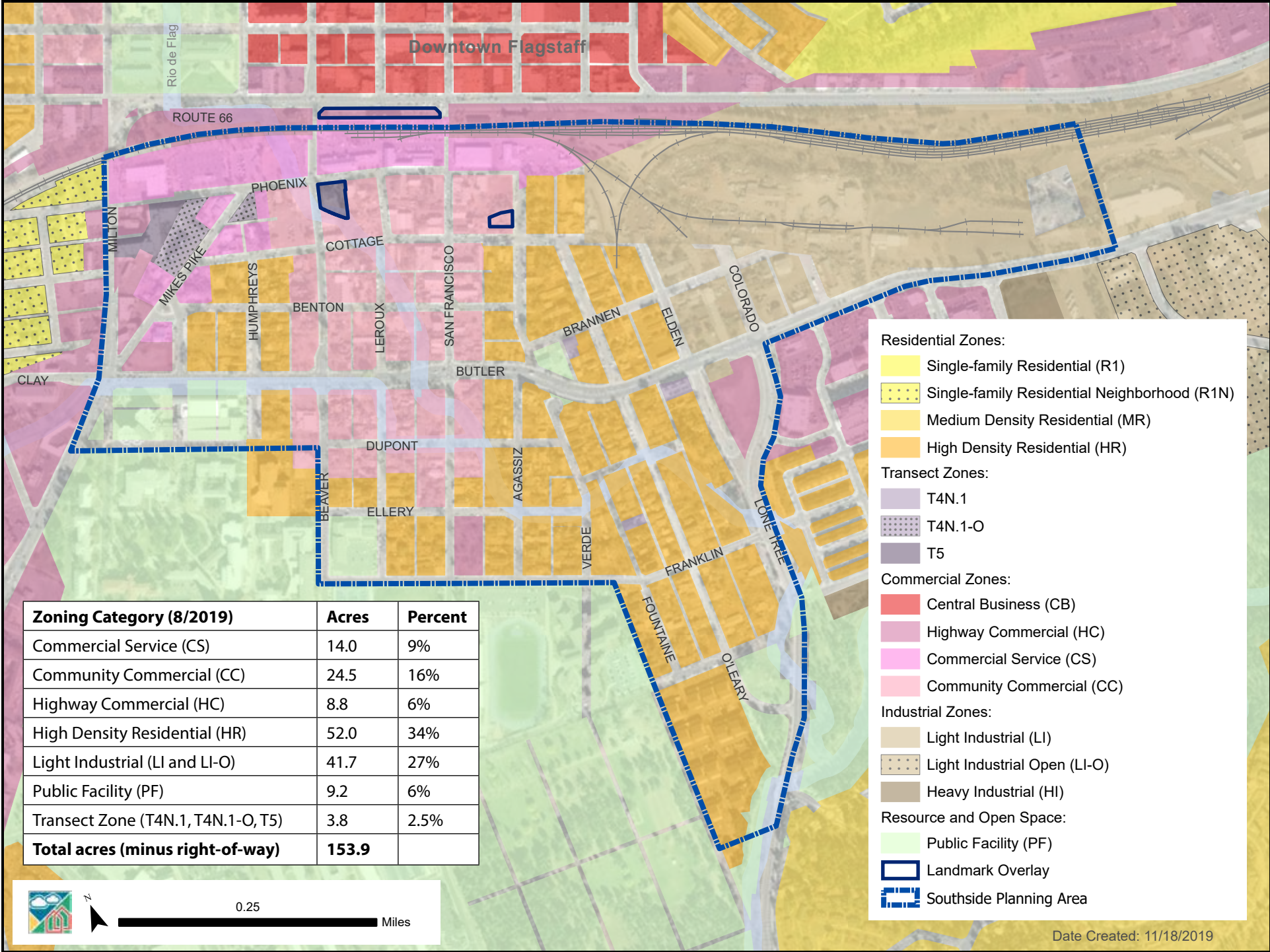
Unfortunately, the building types allowed in Flagstaff's Transect Code missed several building types historically present in the Southside. Some of the building and frontage types were calibrated using only buildings on the north side of the tracks. In addition, the intent of the transect zones and the drawings that describe compatible development do not accurately reflect the scale of buildings that could be developed using the standards in the text. Based on the findings of the 2018 High Occupancy Housing Plan, these zoning categories need to be revised to increase their compatibility with the Southside's historic character. 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 Zoning Code.

1. All building heights include an additional 5-foot allowance for pitched roof slopes.

2. In the context of the Zoning Code and this statement, "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.



Adopted Zoning



Residential Zones:

- Single-family Residential (R1)
- Single-family Residential Neighborhood (R1N)
- Medium Density Residential (MR)
- High Density Residential (HR)

Transect Zones:

- T4N.1
- T4N.1-O
- T5

Commercial Zones:

- Central Business (CB)
- Highway Commercial (HC)
- Commercial Service (CS)
- Community Commercial (CC)

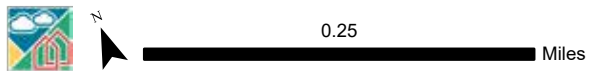
Industrial Zones:

- Light Industrial (LI)
- Light Industrial Open (LI-O)
- Heavy Industrial (HI)

Resource and Open Space:

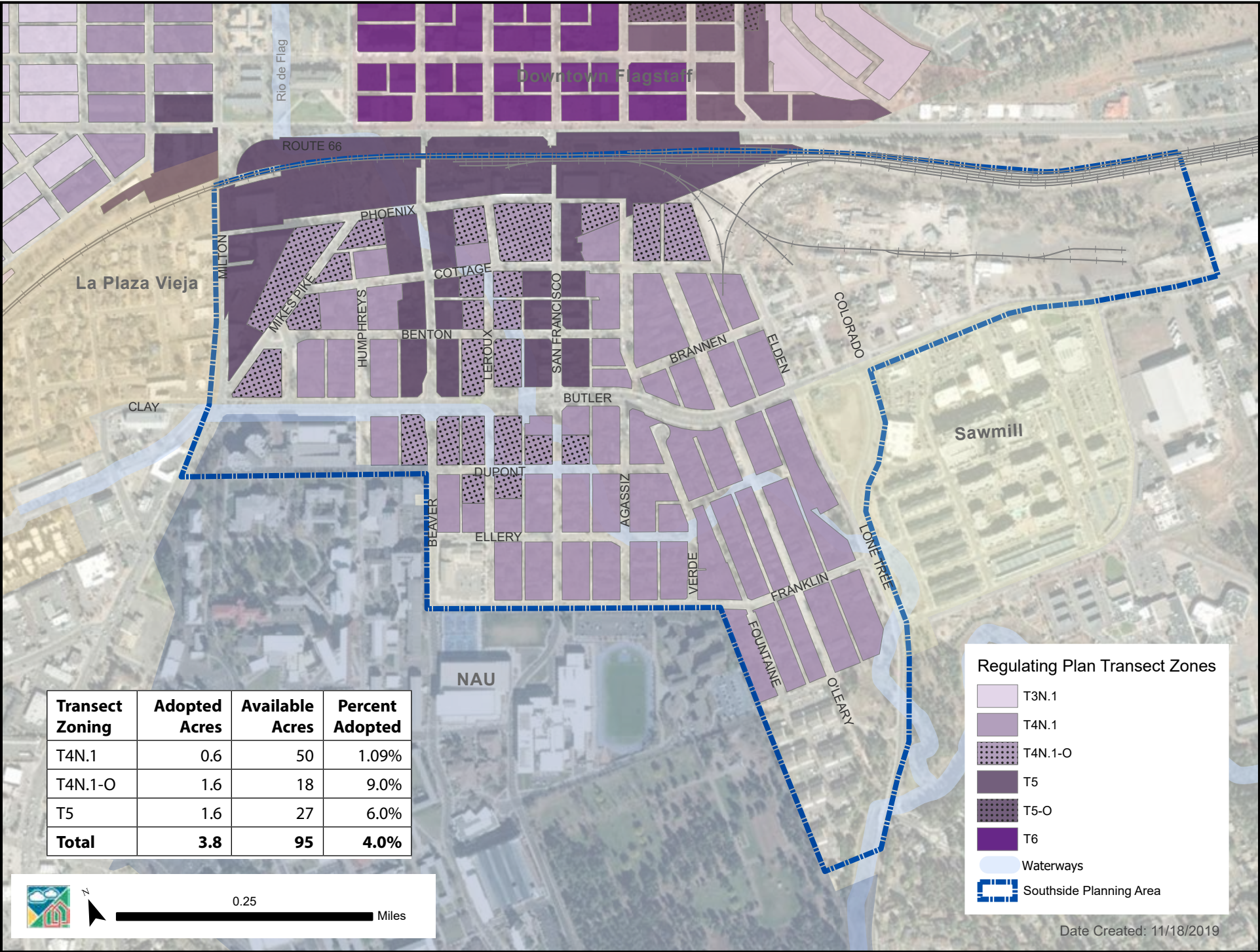
- Public Facility (PF)
- Landmark Overlay
- Southside Planning Area

Zoning Category (8/2019)	Acres	Percent
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%
Total acres (minus right-of-way)	153.9	



Date Created: 11/18/2019

Transect Zoning



Transect Zoning	Adopted Acres	Available Acres	Percent Adopted
T4N.1	0.6	50	1.09%
T4N.1-O	1.6	18	9.0%
T5	1.6	27	6.0%
Total	3.8	95	4.0%

Regulating Plan Transect Zones

- T3N.1
- T4N.1
- T4N.1-O
- T5
- T5-O
- T6
- Waterways
- Southside Planning Area

Date Created: 11/18/2019

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. 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 but see limited need for more restaurants and bars.

Large-scale industrial activities were an important part of the neighborhood's history. Small-scale industrial activities still exist throughout the neighborhood but many former industrial workers expressed that these jobs were not available for longtime residents who previously worked at the Lumber Mill and SCA Tissue. Industrial-like operations, like beer and coffee production, are also sprinkled throughout the neighborhood. 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 ten-minute walk,¹ 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.

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.

Another high 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 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.

1. 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.





Murdoch Center Mural



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.

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

A common sentiment in the Southside community is that most new development is not providing enough parking and exacerbating the neighborhood’s parking challenges. Increasing challenges in neighborhood parking is often connected to new development having more demand for parking than they provide on-site. The vehicles that don’t have a private space to park on-site find another parking space off of their parcel, typically in the public right-of-way. Lower parking requirements for the transect zones were implemented in order to support

new buildings that followed the pattern of the historic buildings in the Southside, which also have minimal or no parking. However, some of the newer developments are not like the historic development patterns in many other ways, including scale and occupancy numbers, which is likely the critical difference creating negative impacts.

ParkFlag was implemented in 2017 to manage public parking throughout Flagstaff, which included the Southside area. Initially, ParkFlag installed metered and two hour parking in the most intense commercial areas of the neighborhood north of Butler Avenue and along South San Francisco Street and South Beaver Street.

The residential streets in the Southside neighborhood have 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.

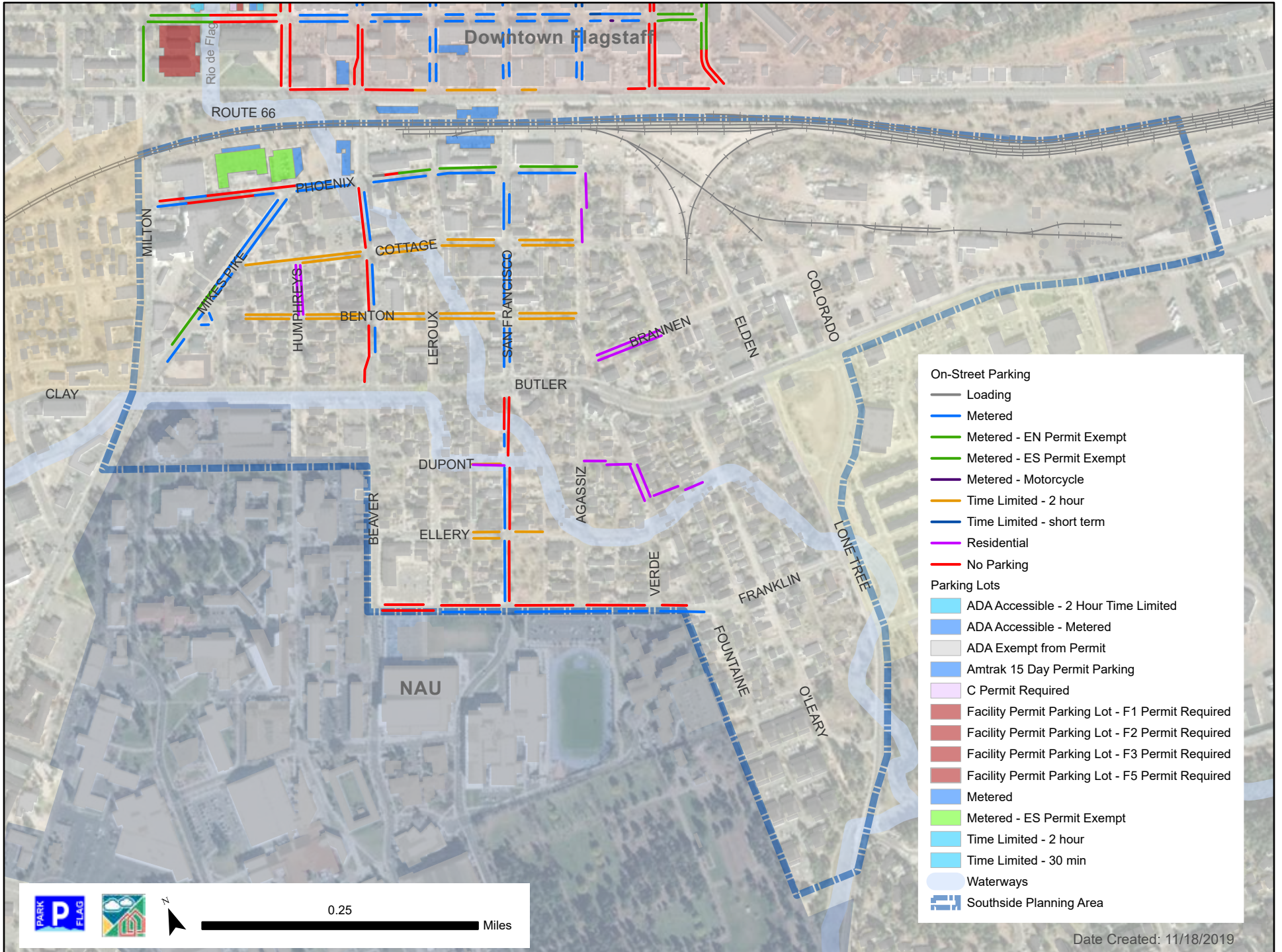
Pilot parking management projects have been implemented and are being evaluated for blocks that have incomplete infrastructure in

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.



Incomplete street infrastructure in the Southside contributes to parking issues

Park Flag



Date Created: 11/18/2019

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 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. North of Butler Avenue, 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, bike racks, 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.



The BNSF railroad crosses South Beaver Street and South San Francisco Street between the Southside and Downtown

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. 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.

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. Pedestrian use of the streets is high throughout the neighborhood, and Pedestrian involved crashes tend to be low to moderate severity, indicating that the overall walking environment is safe and comfortable. 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.

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. The survey of residents in 2018 showed that the S curve along Butler was frequently flagged as an issue for cyclists and the Concept and Illustrations document proposes solutions to increase the perception of safety for cyclists in this area (See the full Site and Analysis for more details).



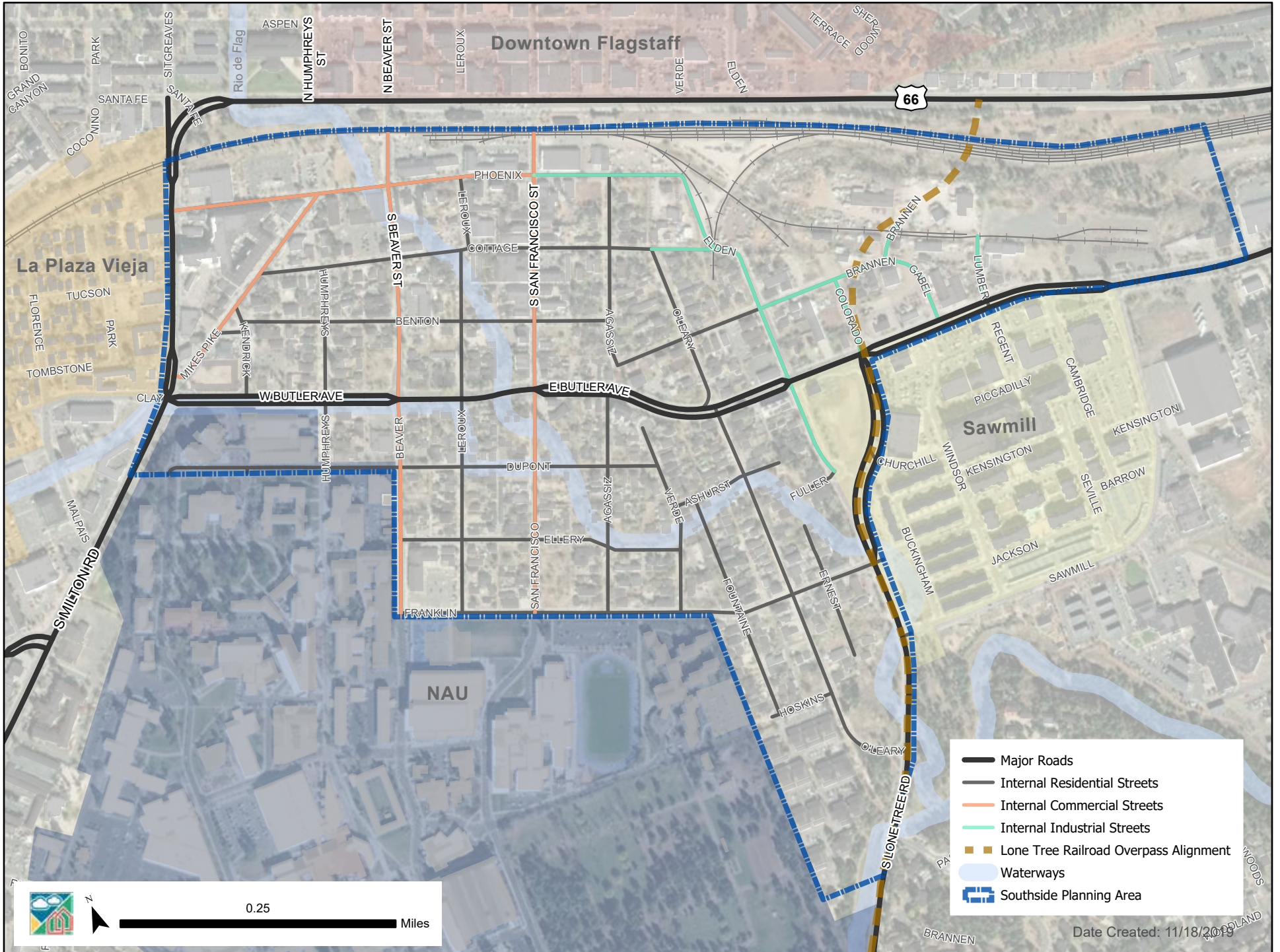
Downtown Connection Center

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.

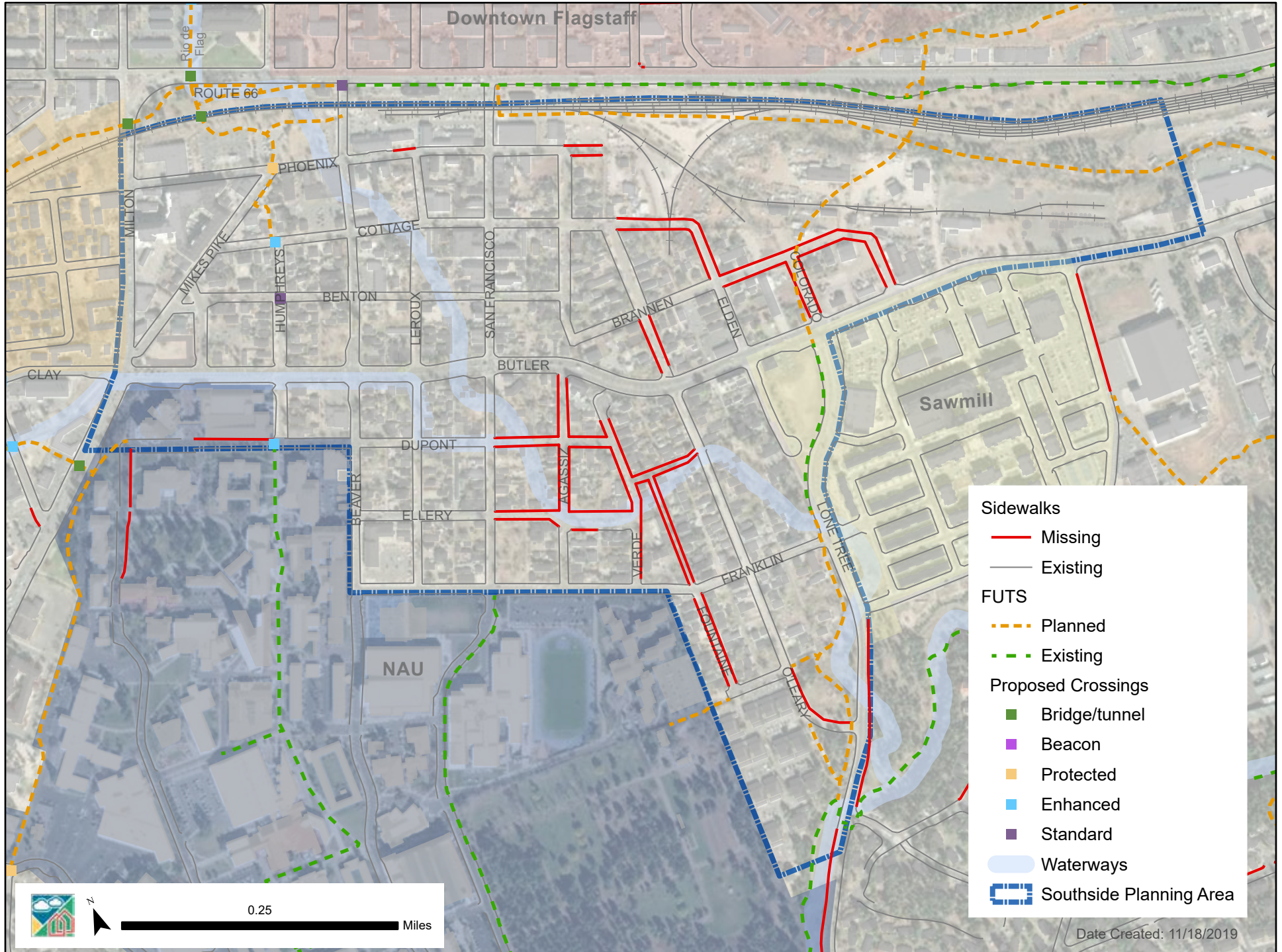


The S-curve on Butler Avenue

Major Roads and Internal Streets



Active Transportation Master Plan Multi-Modal Infrastructure



Flooding and Other 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. Thirty-eight historic and 57 non-historic buildings exist in the floodway. Another 128 historic and 237 non-historic exist elsewhere in the floodplain. The issue of flooding has a complicated natural and social history in the Southside. In the late 19th century, the Rio de Flag floodplain followed a different alignment that caused regular flooding of the railroad and lumber mill facilities. In the 1910s and 1920s, the Flagstaff community rerouted the ditch where the flooding occurred into the Southside community. In the 1980s, when floodplain regulations went into effect in the Southside, no consideration was made for this man-made 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 elevation¹.
- 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 parking areas are more limited under floodplain regulations. Property owners need to obtain a floodplain use permit. Residential, or unrestricted, parking is allowed on the flood fringe in areas that are predicted to have 1 foot of water depth or less during a 100 year flood event. Areas over 1 foot depth need to be enclosed, provide tie-downs for vehicles, or be actively monitored. This is not specific to residential or commercial parking, it is a blanket clause

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



Spring run-off flooding in the Southside

the Federal Emergency Management Agency (FEMA). For many years, the premiums for some properties were frozen under Preferred Risk (because the properties conditions preexisted the floodplain designation) 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. Rising premiums can pose a risk of displacement to long term residents and lower income families.

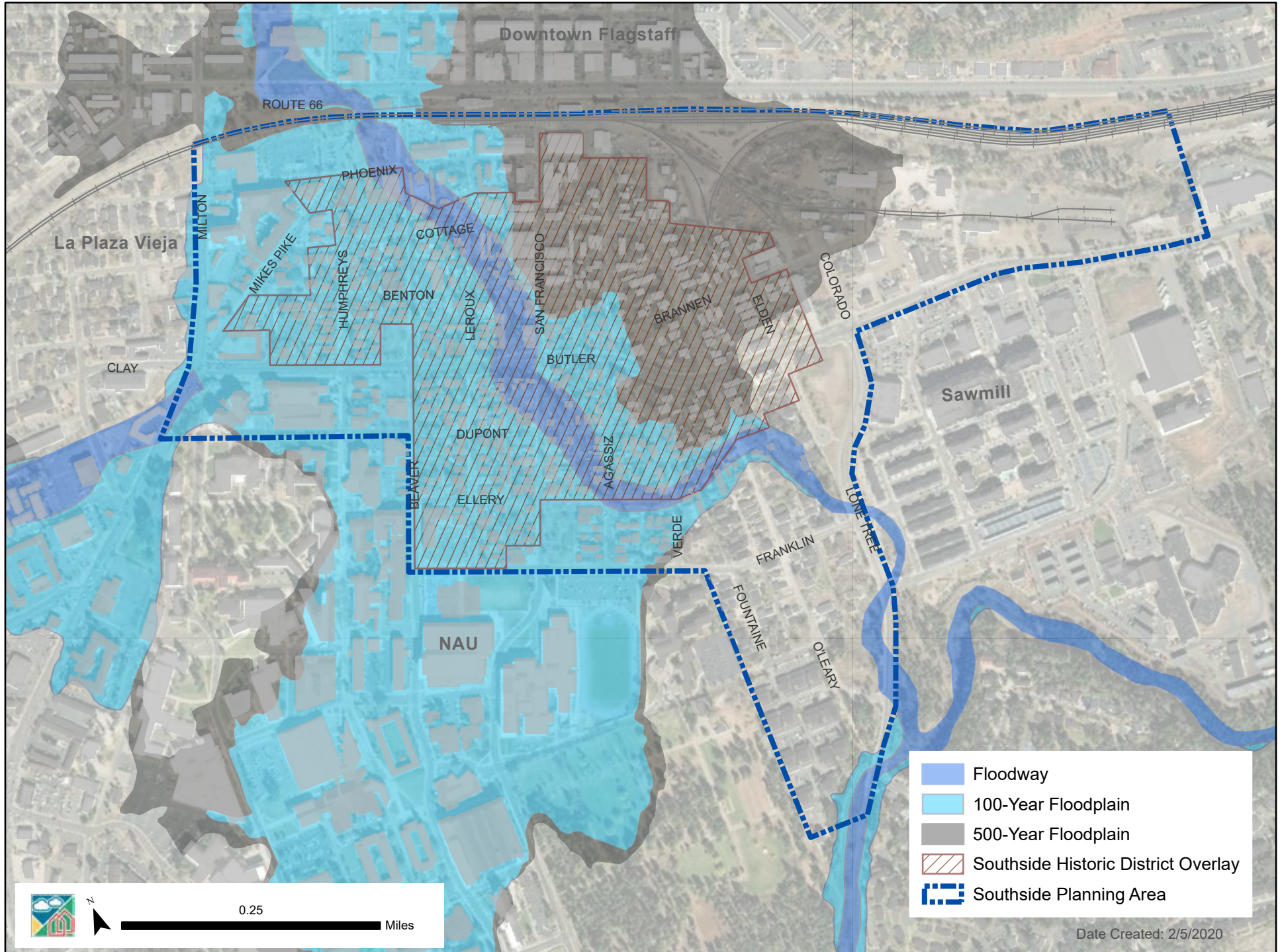
The City of Flagstaff and the Arizona Congressional delegation are working with the Army Corps of Engineers and BNSF on a flood control project that would remove most of the Southside and NAU from the floodplain. Design and planning for this system has been underway since the mid-1990s. Completion of a flood control project would allow for remapping of the floodway and floodplain designations and reduce if not eliminate their impacts on Southside properties.

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

¹. Within the Southside, this can be several inches to seven feet above the existing ground.



Flood Hazards



pond with up to three feet of water from water that falls in its vicinity. The primary reason for this ponding relates to the areas topographic features which prevent the local storm drain at this location to drain to an 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 and fatalities at the railroad and South San Francisco Street spiked in 2018 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.

Less is known about potential hazards aside from flooding. Most other emergencies cannot be predictively modeled as precisely as a floodplain. Many other events could happen in the Southside, such as a train derailment, or a wildfire. Climate change could exacerbate risk of a heat wave and a serious blizzard. Tornadoes and earthquakes do happen in the region.

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.

Climate Change and the Southside community

Flagstaff's preparations for climate change must include considering risks in each neighborhood. While Southside's most prominent vulnerabilities relate to flooding, fire is an important consideration for all residents of Flagstaff.

Flooding and fire regimes may change in Flagstaff in several ways:

- While in general we expect the Southwest to get drier, climate change will cause an increase in heavy downpours and high-intensity storms (NPS 2018). These storms can result in a greater amount of precipitation over a shorter amount of time, increasing the potential for flooding on both the local and regional scales.
- Temperature increases caused by climate change are already changing the Southwest's snow cover, snowmelt and runoff timing (NPS 2018). These changes make predicting the quantity and timing of spring flows of the Rio de Flag more difficult.
- The Ponderosa Pine ecosystem around Flagstaff thrives on low-intensity wildfire, sometimes referred to as 'good fire.' Climate change will cause the Flagstaff area's forests more likely to see increased bad fire - unnatural, larger, and higher-intensity wildfires that are harmful to the landscape (NPS 2018) This changing fire regime will be harder to predict, and more likely to contribute to post-wildfire erosion and flooding. Fires close to Flagstaff can contribute to flooding in Flagstaff's neighborhoods – post-fire flooding could occur in Southside via Sinclair Wash.



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



Rio de Flag flowing underneath Macy's Coffee

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 Washington Subdivision are narrower than any current City standard. In some cases, like Fontaine 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



Seasonal Flooding on South Leroux Street causes period road closures and a barrier to walking

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).



South Fontaine Avenue south of Franklin Avenue demonstrating irregular parking due to lack of curb, gutter and sidewalk

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.



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 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 4).

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. This specific plan does not directly change existing entitlements or code requirements of the Zoning, Engineering, Building, and Fire Codes. Development applications that use existing rights and comply with City standards are not subject to review for consistency with the Regional Plan and applicable specific plans. If a Regional Plan goal or policy is tied to a goal in this Specific 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 Volume 2 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.

A **GOAL** is a desired result a community envisions and commits to achieve.

A **POLICY** is a deliberate course of action, mostly direct at decision makers in government, but also may be for institutional and business leaders – to guide decisions and achieve stated goals.

STRATEGIES are suggested ideas of how to specifically implement policies

Vision Statement for the Southside Community Plan

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

Diagram of goals and policies hierarchy (Regional Plan)



Goals and Policies

Heritage Preservation

Goal S 1. Protect the landmarks and historic character that make Southside a unique community in Flagstaff.

Policy S 1.1. Support adaptive reuse through the adoption of incentives for the Southside's commercial buildings that provide relief from landscaping, parking, and other requirements.

Policy S 1.2. Preserve the integrity of contributing and individually significant historic commercial and residential buildings, through targeted landmark overlays and local historic or character preservation overlays.¹

Policy S 1.3. Protect and promote the adaptive reuse of landmarks in the Southside, including Route 66 signs, architecture and history, and cultural and familial landmarks and places of importance.

Policy S 1.4. Replicate patterns, materials, and architectural features of historic building in new construction.

Policy S 1.5. Encourage interpretation of demolished buildings with permanent installations with photos and stories tied to the people and events of the community's history when new buildings are proposed on site.

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

Policy S 2.2. Encourage the preservation and rehabilitation of, and allow for appropriate additions to small historic structures, such as cottages and family homes, over demolition and replacement in all subareas.

Heritage Preservation - 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.

1. Landmarks, historic properties, and historic overlay zones all fall under the Flagstaff Register of Historic Places per the Flagstaff Zoning Code.



Growth and Change

GOAL S 3. Support investment in the Southside community that addresses longstanding issues and community concerns 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.

Policy S 3.1. Create opportunities where new development can contribute financially to community initiatives that provide for community stability and public benefits,

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

Policy S 4.1. Encourage housing types and prices for people with a variety of income levels and housing needs.

Policy S 4.2. Shopfronts respect the established setbacks, frontage types and floor plates either through the building itself or through the establishment of patios, courtyards and semi-public spaces

Policy S 4.3. Treat the north-south streets in Southside as the primary pedestrian environment for new buildings by facing entrances and porches towards them for all corner lots west of South Lone Tree Road.

Policy S 4.4. The historic pattern of gridded streets, alleys, small blocks and lot sizes are retained in the Neighborhood Core, Live/Work Neighborhood and Southside Main Streets.

Policy S 4.5. Along property frontages replicate distinctive neighborhood characteristics, including but not limited to:

- Trees in the front setback of residential properties
- Use of recycled and reclaimed materials
- Front yard fencing that is unique and artistic
- Public art, especially murals
- Distinctive dark sky lighting fixtures

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 center 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.

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 Volume 2 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. The *Urban Neighborhood* is not considered part of an activity center's pedestrian shed.

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.

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.

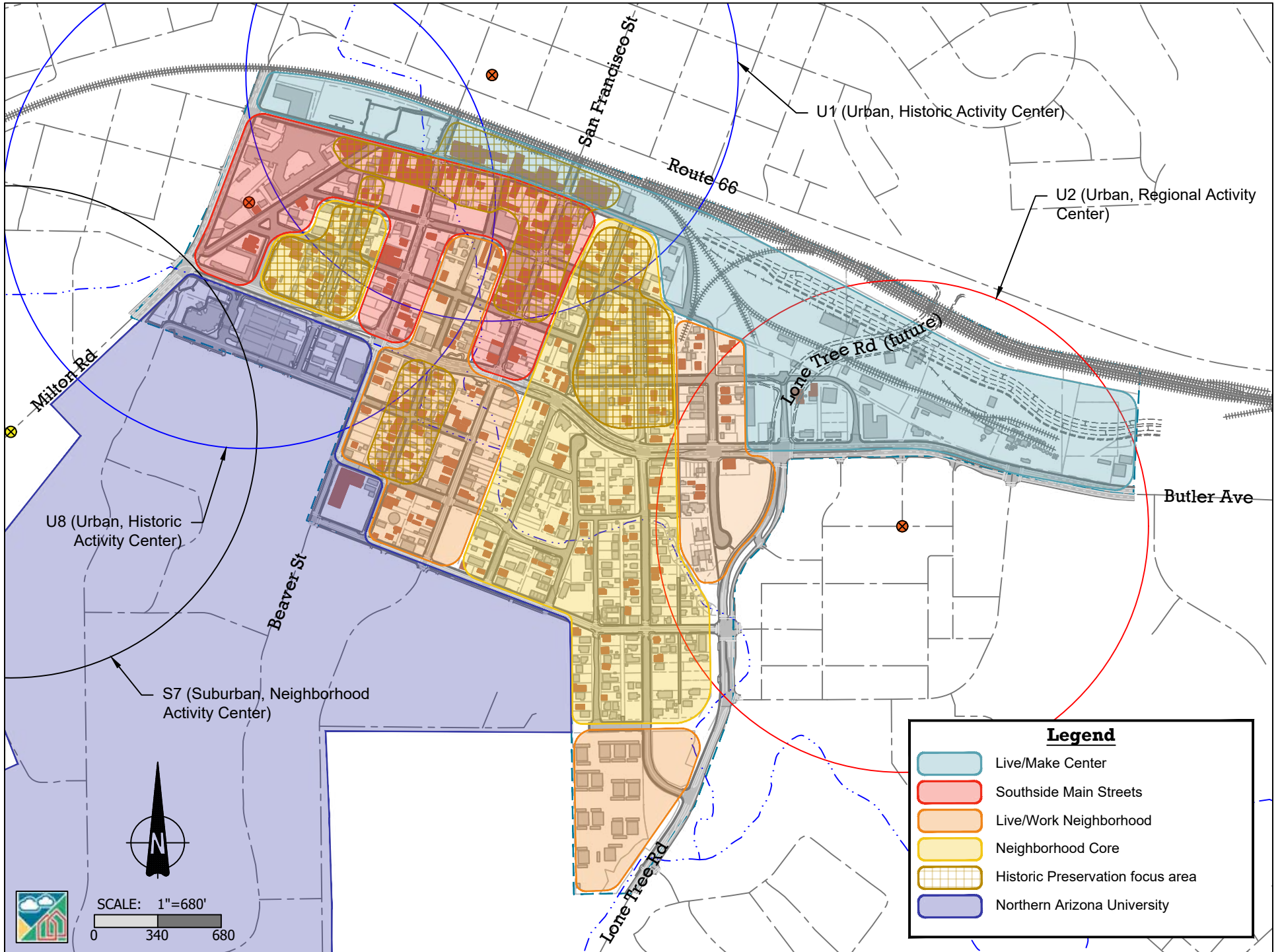
The **Live/Work Neighborhood** subarea is intended to provide primarily medium- to high-density housing intermixed with small scale commercial in a mixed-use environment. Mixed use in this subarea is defined at the neighborhood scale, rather than each parcel. In terms of the Regional Plan, the area and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

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*.

The **Historic Preservation Focus Areas** are locations within the Southside's historic districts where the community would like to focus on achieving the Heritage Preservation goals, policies and strategies. The City would like to prioritize work on historic designations and overlays for those places with preserved integrity. Overlays are appropriate where property owners come to agreement on features and methods of preservation, while balancing the needs of property owners to gain value and income from their properties. Local historic and landmark overlays are desired in these areas as important steps to preserve places within the Flagstaff Southside and Railroad Addition Historic Districts. Each of these areas may have different characteristics to preserve.



Southside Subareas



Live/Make Center

GOAL SLM 1. Evolve the Southside's Live/Make Center subarea into an entrepreneurial craft and manufacturing area with supporting commercial and residential uses, creating a live/work environment that provides economic opportunities for the neighborhood.

Policy SLM 1.1. Balance the commercial, industrial and residential uses in the Live/Make Center to create a vibrant and creative district.

Policy SLM 1.2. The Live/Make Center accommodates larger scale residential and mixed use development and maximum 60- foot building heights that reduces the impact to historic resources in the other subareas.

Policy SLM 1.3. New development within the Live/Make Center incorporates building areas that accommodate small scale entrepreneurship and growth for small businesses.

Policy SLM 1.4. Incorporate studies of market trends and feasibility in the establishment of zoning for the Live/Make Center.

Policy SLM 1.5. New development within the Live/Make Center is a transition between the Sawmill Urban Regional Activity Center and the Southside Urban Neighborhood. Compatible development in this subarea includes:

- The use of traditional and contemporary materials that reflect the railroad, lumber and manufacturing history of the Southside
- Clear stories and rooflines that respect the historic lumber, manufacturing, and railroad architecture.
- Design traditions of other cities' productive and warehouse districts from their industrial heyday that complement the design traditions of Flagstaff.
- Opportunities for maintenance and expansion of existing businesses in the subarea.

Policy SLM 1.6. Provide for strong bicycle and pedestrian connectivity between the Live/Make Center and public spaces, the Southside Main Street and the Sawmill Activity Center.

Policy SLM 1.7. Shared parking and managed parking are encouraged in the Live/Make Center subarea.

Policy SLM 1.8. Develop collaborative partnerships with NAU and nonprofits to incubate small business and provide collaborative space for makers in the Live/Make Center.

Policy SLM 1.9. Incorporate green building practices to ensure the sustainability and affordability of commercial, industrial and residential space in the Live/Make Center.



Examples of Southside Live/Work character showing variability in form, color, and materials

Southside Main Streets

GOAL SMS 1. Preserves and adaptively reuses the commercial fabric of the National Register Historic Districts in the Southside Main Streets subarea. New infill is compatible in architecture, polishes and improves the urban fabric, and adds to the mix of business and residential opportunities.

Policy SMS 1.1. The appropriate mix of uses in the Southside Main Streets are:

- commercial shopfronts and complementary commercial uses,
- medium to high density residential buildings that blend into the historic fabric, and
- industrial uses, which complement the commercial environment and do not directly conflict with residential activities.

Policy SMS 1.2. New buildings in the Southside Main Streets are designed to increase gradually in scale and intensity in the context of the historic urban fabric. Building heights should not exceed 45 feet.

Policy SMS 1.3. Allow a wide variety of craft-scale employment activities to be located in the rear of, below, and above shopfronts, in the Southside Main Streets

Policy SMS 1.4. New development within the Southside Main Streets conforms to the Urban Historic Activity Center. Compatible development in this subarea includes:

- Materials that respect those found in historic Southside commercial buildings but are variable in color, pattern, and form, including stone, brick, metal and occasionally siding and stucco.
- Shopfronts that vary in form and material and which follow the existing building setback locations and floorplate patterns of adjacent buildings, with floors above the second story stepped back from the street.
- Celebrating the design traditions of the historic commercial building in the Southside, including commercial stoops and porches, and rooflines that incorporate flat roofs, steep gables, clear stories and cupolas.
- Public centralized parking to support the historic pattern and adaptive reuse.

Policy SMS 1.5. Allow for privacy screening for historic single family homes that have little or no setbacks from sidewalks on commercial streets of South San Francisco Street and South Beaver Street



Examples of Southside Main Street character showing variability in form, color, and materials

Live/Work Neighborhood

GOAL SLW 1. The Live/Work Neighborhood subarea is intended to preserve historic single-family homes, while allowing for infill of single and multifamily housing, small commercial enterprises, and live/work studios on small lots.

Policy SLW 1.1. The appropriate mix of uses in the Live/Work Neighborhood are:

- Single family homes and duplexes with accessory dwelling units,
- multiunit clusters, often including a cottage in front with medium to high density on site and one to two story buildings,
- clusters of apartment buildings¹ on lots less than one-half block in size,
- live/work units, and
- small studios and shops that support self-employment and neighborhood services.

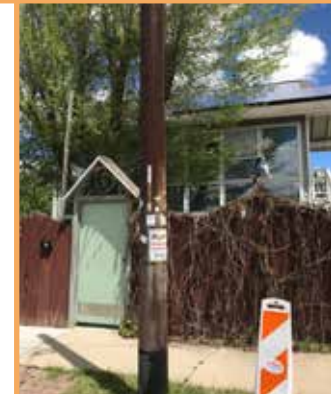
Policy SLW 1.2. Design new buildings in the Live/Work Neighborhood that include hidden density to the existing urban form, while preserving the patterns and shapes of the residential streets. Building heights should not exceed 45 feet.

Policy SLW 1.3. Rezoning in the Live Work Neighborhood is discouraged for the specific use of high occupancy housing.

Policy SLW 1.4 The Live/Work Neighborhood allows for the adaptive reuse of historic boarding homes and small apartments found on the side and rear of single family homes throughout the Southside.

Policy SLW 1.5. New development within the Live/Work Neighborhood provides a transition between the nearest activity center and the Southside Urban Neighborhood area-place type. Compatible development in this subarea includes:

- Materials that demonstrate creativity and respect for the historic context while complimenting the materials of other historic buildings on the street.
- Design traditions of the celebrated historic residential and small commercial building in the Southside.
- Public and shared parking to support the historic pattern and adaptive reuse.



Examples of Southside Live/Work Neighborhood character showing flexibility between residential and commercial environment

1. Apartments and other clusters of housing may be rented by tenants, owned by residents via a condominium association, or held under a co-housing model for the purposes of all policies in this section. Co-housing is listed as a separate use in the Zoning Code.



Neighborhood Core

GOAL SNC 1. The Southside Neighborhood Core subarea protects the context of historic single family homes by allowing single-family homes, and duplexes with the possibility of additional units in the rear of the property that can produce income.

Policy SNC 1.1. The appropriate mix of uses in the Southside Neighborhood Core are:

- single family homes and duplexes with or without accessory dwelling units,
- small shops with housing in the rear or above,
- home occupation, and
- neighborhood uses compatible with a residential setting.

Policy SNC 1.2. New buildings in the Southside Neighborhood Core are designed to maintain the scale and intensity in the context of the historic fabric. Building heights should not exceed 35 feet.

Policy SNC 1.3. Triplexes in this subarea should be no more than two and a half stories and should be located on lots larger than 7,500 square feet.

Policy SNC 1.4. Apartment buildings in this area should have a footprint smaller than one-quarter acre.

Policy SNC 1.5. Rezoning in the Neighborhood Core is discouraged for the specific use of high occupancy housing.

Policy SNC 1.6. The Neighborhood Core allows for the adaptive reuse of historic boarding homes and small apartments found on the side and rear of single family homes throughout the Southside.

Policy SNC 1.7. New development within the Southside Neighborhood Core conforms to the Southside Urban Neighborhood area-place type. Compatible development in this subarea includes:

- Materials that compliment those that are typical of historic single-family and accessory buildings along the street.
- Front doors and windows facing the streets that present a simple cottage pattern typical of the street.
- Rooflines and building heights that respect the patterns of historic single-family and accessory buildings in the area.



Examples of Neighborhood Core character throughout the Southside

Historic Preservation Focus Areas

GOAL SH 1. The Southside Historic Focus Areas preserve contributing and individually significant properties within the Flagstaff Southside and Railroad Addition Historic Districts, and facilitate property owner-agreement in preserving particular key features.



Examples of historic buildings and churches for Historic Preservation focus areas



Business and Live/Work Community

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

Policy S 5.1. 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 S 5.2. 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 S 5.3. Support diversity of private businesses throughout the neighborhood that meet every day needs of community residents.

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

Policy S 6.1. Promote commercial and business spaces that can adapt over time through appropriate reuse of the community's historic fabric.

Policy S 6.2. Promote commercial and business spaces that are small, flexible, and simple to prevent vacant retail space and to provide opportunity for smaller scale entrepreneurs.

Policy S 6.3. Support the creation of a variety of attractions and events that are appropriately scaled to the neighborhood environment.

Policy S 6.4. Brand the Southside as a distinctive component of the greater downtown with its own unique neighborhood character, culture, and social story.

Policy S 6.5. 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.

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

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

Public and Community Spaces

GOAL S 7. Provide opportunities for all Southside residents to access parks and green spaces within a ten-minute walk from their home.

Policy S 7.1. Create more small and large parks throughout the Southside.

Policy S 7.2: Create opportunities for more active and publicly accessible spaces along the Rio de Flag, after a flood control project is complete.

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

Policy S 8.1. Memorialize historic and existing culture in dedicated public spaces.

Policy S 8.2. Enhance the streetscapes throughout the neighborhood by incorporating street trees, landscaping, stormwater conveyances, traffic, public art, and tactical or creative placemaking projects in infrastructure projects.

Policy S 8.3. 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.

GOAL S 9. Preserve the Murdoch Community Center as a permanent community space that shares the history, culture and art of the current and future residents of the Southside.

Policy S 9.1. Ensure the amenities and details of the Murdoch Community Center are designed with the community involved in the design process.

Policy S 9.2. Invest in improved amenities at the Murdoch Community Center, such as recreation, landscaping, parking, and improved space for events.

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 redevelopment strategies.

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

Parking

GOAL S 10. Make parking management more effective through partnerships and design.

Policy S 10.1. Continue to coordinate efforts between student-centric housing developers, the City, and NAU to mitigate parking impact on Southside residents.

Policy S 10.2. Promote and expand the residential parking program in the Southside.

Policy S 10.3. Address incomplete street infrastructure that affects parking management using short- and long-term strategies.

GOAL S 11. Develop the supply of public parking in the Southside to balance the needs of businesses and residents.

Policy S 11.1. 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 S 11.2. Increase parking supply for employees and commercial customers in the walkable commercial areas of the Southside and close to NAU's campus.

Policy S 11.3. Continue to provide and expand on-street handicap parking opportunities where they are needed.

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 S 12. Provide for pedestrian and bicycle safety, comfort, and connectivity throughout the Southside community.

Policy S 12.1. Improve the safety for bicyclists along Butler Avenue from South Milton Road to South Lone Tree Road by increasing protection from vehicles.

Policy S 12.2. Increase safe and comfortable crossing options on Butler Avenue between South Lone Tree Road and South San Francisco Street.

Policy S 12.3. Design residential streets to discourage speeding.

Policy S 12.4. Increase the comfort of walking along all streets at all times of the day within existing right-of-way and on private property through the design of vegetation and lighting in front yards and along buildings..

Policy S 12.5. Give preference to bike routes and boulevards on routes illustrated on the Transportation Overview in the Concept Plan with improved bike wayfinding through the Southside that reduce conflict with vehicular traffic on busy streets (see Transportation Improvement Concept Plan).

Policy S 12.6. Design pedestrian and bicycle crossings on S. Lone Tree Road to mitigate the widening of the road and maintain the connectivity between the Pine Knoll – Brannen community and the Southside.

Policy S 12.7. Monitor the impacts of the Lone Tree Overpass and Corridor Improvements on traffic circulation throughout the Southside, particularly on South San Francisco Street and South Beaver Street.

GOAL S 13. Support the Downtown Connection Center as a hub for multiple transportation options and effective mode transfer.

Policy S 13.1. 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 S 13.2. Design Phoenix Avenue west of Beaver Street to support the transit, bicycle and pedestrian circulation in and around the Downtown Connection Center.

Policy S 13.3. Support innovative and complementary transportation facilities at the Downtown Connection Center, such as bike share or a parking garage.

GOAL S 14. Complete streets for all modes of transportation on all streets in the Southside.

Policy S 14.1. 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.¹

Policy S 14.2. 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.²

Policy S 14.3. Pave alleys and underground utilities to allow for improved parking access and solid waste removal, and to increase public safety.

Policy 14.4: Widening of right-of-way is discouraged in the historic district and residential streets.

1. The following streets have been identified as having 50 feet or more of ROW and are missing sidewalk, curb and gutter: South Agassiz Street, South Verde Street, Dupont Avenue and Ashurst Avenue southeast of Butler Avenue/San Francisco Street, South Fountaine 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.

2. Creative street designs that incorporate green building principles. should still be considered in the Live/Make Center per SLM 1.10.

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 Hazards

GOAL S 15. Resolve longstanding flooding hazards in the Southside community.

Policy S 15.1. Mitigate localized flooding issues and take advantage of green infrastructure opportunities.

Policy S 15.2. Work towards the removal of the FEMA floodplain designation in the Southside.

Policy S 15.3. Minimize displacement and retain neighborhood character after the FEMA floodplain designation is removed to the greatest extent possible.

Policy S 15.4. Consider lobbying efforts to find solutions to the problems with the National Flood Insurance Program.

Policy S 15.5. Support education for homeowners, insurance professional and contractors about flood mitigations, regulations and insurance practices and provide opportunities that are accessible for Southside residents.

GOAL S 16. Ensure safety for all people and property during a flooding and other emergencies.

Policy S 16.1. Educate residents on preparedness strategies and hazard awareness through partnerships with Southside businesses, non-profits, and organizations, such as Coconino County Emergency Operations, Flagstaff Fire Department, and Flagstaff Police Department, and Operation Lifesaver.

Policy S 16.2. Consider the unique needs and characteristics of the Southside in planning for emergency response and recovery.

Public Safety

GOAL S 17. Reduce the occurrence of high-frequency low level crime that affects quality of life in the community through environmental design.

Policy S 17.1. 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 S 17.2. 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 S 17.3. Design and maintain public spaces that are visible to typical neighborhood activity, especially along the Rio de Flag or in parks.

Policy S 17.4. Create an environment for safer nightlife in the neighborhood.

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 - 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.



Chapter 4: 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.

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 and to support grants, which 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
 - South Leroux 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.
- 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

- Develop Zoning Codes Standards and guidelines for all subareas that reduce or eliminate nonconformity for historic buildings.
- Revise the Zoning Code to implement the Southside Community Plan policies by rescinding the Conventional and Transect Zoning in the Southside and replace with new zones that simplify regulations, add flexibility, and accommodate diverse incomes and lifestyles.
- Encourage redevelopment projects to involve local organizations to help them get necessary space to provide public services and facilities.
- Encourage the addition of childcare, school, and medical facilities in redevelopment projects.
- Allow for one-story commercial buildings in the transect zones south of Route 66, if the transect zoning is retained.
- Encourage affordable housing projects in the Southside, including those that adaptively reuse historic homes and buildings.
- The community will continue to research and investigate linkage funds, community benefits agreements, and other ways to ensure a just transition of land uses.
- Monitor and create response plans to the issue of short term rentals in the community. Consider limits and licensing if allowed by State law.
- Offer one-on-one discussions of current zoning code requirements and proposed changes to property owners.



Business and Live/Work Community

- Amend the Regional Plan to allow development to mix residential and light industrial activities in the Live/Make Center by:
 - Removing the Suburban area type in the Regional Plan's Future Growth Illustration and replace with Employment/Future Urban.
 - Changing the text of the Regional Plan to allow blending residential in with employment when addressed in a specific plan.
- Promote the Southside as a place for craft industries and entrepreneurship.
- Encourage grant writing efforts that support women and minority-owned business development in the Southside.
- Consider partnerships with NAU and CCC 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.
- Create campaigns for and 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 to create commercial suites typical of an urban environment 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.
- Instead of always providing required civic space on private property, allow developments to construct public improvements in a City-owned space off-site or to pay an in-lieu fee that goes toward improvements in a walkable public space, unless the civic space serves to mitigate historic preservation issues.
- Redevelopment of culturally important buildings should require a small portion of the newly designed site to be civic space that celebrates the past structure.
- Exempt affordable housing from civic space contributions.
- Prioritize park locations that are in an active area and include a mix of businesses and residents around them.
- The City should purchase or negotiate for individual parcels that can be used 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 proposed 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.



- 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.
- Consider civic space in-lieu fees, if collected, for community space improvements at the Murdoch Center.
- Identify existing gaps in services, such as a flooding information center, in the Southside that can be filled cooperatively through community partners, such as the Southside Community Association. 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.
- 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 and ensure that they 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.
- Consider land exchanges to allow for continuation of businesses and residences affected by the Lone Tree construction and to create more usable park space for the Southside community.

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.
- Consider directing some ParkFlag revenues toward creating more public, off-street parking designed for short term needs, especially near 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 residential streets by petitions for recurring public 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 winter maintenance issues (ice and cinders) in the bike lane on Butler Avenue as a high priority.
- Add a signalized pedestrian and bike crossing for Butler Avenue at South 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 street improvements associated with that are pooled together to create complete blocks at a time rather than partial improvements that are disconnected.
- 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.¹
- 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 South 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.
- Encourage 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 and South Beaver Street, such as wider sidewalks or adding bike lanes, changing parking, and lessening conflicts with buses.
- Create easements or right-of-way in order to consolidate waste disposal facilities for blocks along the Southside Main Streets and Butler Avenue in order to reduce conflicts between trash cans and parking and trash cans and bicycle lanes. Reevaluate the street design of South San Francisco Street and South Beaver Street after the Lone Tree Overpass.
- Consider paving alleys in the Southside.

1. This project would be dependent on the completion of a flood control project that removes the floodway and floodplain restrictions that currently exist.



Flooding and Other Hazards

- Educate property owners and renters about changing regulations and anticipated flood conditions post FEMA floodplain removal.
- Encourage cooperation with property owners throughout the Southside to provide stormwater easements to the City for access, including improving, grading, and clearing sediment, obstructions, trees, weeds, and trash.
- 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, realtors, 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 Southside Community Association or other community organizations 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 remediate 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.
- Create work plan to systematically address localized flooding issues throughout the neighborhood.

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 identify vegetation and hidden areas of their property, especially with private portions of the Rio de Flag and vacant parcels.
- Give people more places to hang out, 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 to 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 land use, and the control of intensity by height limits, dwelling units per acre, open space, 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." The Southside Plan considers Downtown, the area north of the railroad tracks and south of Elm Street between N Humphreys Street and N. Elden Street

Downtown Regulating Plan (Z): A set of maps that shows the transect zones, special districts, and special requirements for areas subject to, or potentially subject to, regulation by a form-based code for a Traditional Neighborhood Community Plan. It may also show street and public open spaces, and designate 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 for a Traditional Neighborhood Community Plan.

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: Allowed land uses, building form, and property development standards for a particular Zone as specified in 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.

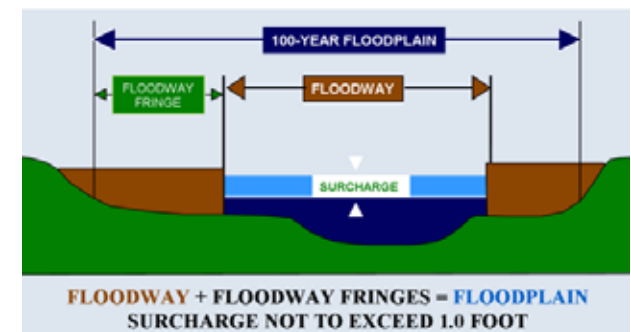
FUTS (Flagstaff Urban Trails System) (Z): A city-wide network of non-motorized, shared-use pathways that are used by bicyclists, walkers,

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

Flood Fringe (or Floodway Fringe): "Flood Fringe is the portion of the floodplain outside of the floodway, which usually contains slow-moving or standing water" (FEMA 2020).



FEMA illustration of the definitions around flood regulations

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Redlining: “Redlining is an unethical practice that puts services (financial and otherwise) out of reach for residents of certain areas based on race or ethnicity. It can be seen in the systematic denial of mortgages, insurance, loans, and other financial services based on location (and that area’s default history) rather than an individual’s qualifications and creditworthiness. Notably, the policy of redlining is felt the most by residents of minority neighborhoods.” (Investopedia.com : Will Kenton)

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 (FEMA).

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.



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Appendix A: Strategic Implementation Priorities

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. For those that are not, research and further project development is desirable in the first 5 years. 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.

The implementation priorities may be updated with the annual review of the Flagstaff Regional Plan 2030, in coordination with the Southside community and an updated version of this appendix may be posted to the City's website. This review generally occurs once every 5 years or less.

Heritage Preservation 1

Priority Ranking	Lead Organization	Potential Partnerships
1	City of Flagstaff, Economic Vitality and Community Development	Southside Community Association, Townsite Community Land Trust, pastors and boards of historic churches, property owners
<p>Work with congregations on Landmark Overlay designations for all historic churches within the Southside.</p> <p>Work with property owners to create targeted landmark overlays and local historic preservation districts and to support grants, which preserve the integrity of historic commercial and residential buildings, especially in the following locations:</p> <ul style="list-style-type: none"> o Phoenix Avenue o Agassiz Street north of Butler Avenue o Humphreys Street and Mikes Pike o South San Francisco Street o South Leroux Street 		
<p>PATH FORWARD</p> <p><i>Reach out to the churches and Southside organizations.</i></p> <p><i>Look for key champions in each of the areas for targeted overlays.</i></p> <p><i>Develop plans that could be submitted for Beatification funds, Historic Facades and Signs Grant, and for National Park Service grants.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the processing a landmark overlay project is \$8,000 plus staff time to support and review the application. Costs would cover notices meeting materials and the creation of the application, including printing cost. This assumes that applications would be prepared with the Heritage Preservation Officer providing the expertise and not by an outside consultant. Costs for this activity are typically paid by the Heritage Preservation Program budget. Applicants are typically requested to help with mailings and the preparation of the written narrative and other documentation for the project.</p>		



Heritage Preservation 2

Priority Ranking	Lead Organization	Potential Partnerships
2	City of Flagstaff, Community Development	None
<p>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.</p>		
<p>PATH FORWARD</p> <p>This change to the Zoning Code could be considered Citywide. Currently, there are only notices required for the review of Certificates of No Effect, Appropriateness and Economic Hardship in the Townsite Overlay. Many residents throughout the City have commented that they would like to be informed when a review is underway for the preparation of a Cultural Resource Study so that they can contribute the community's resources to document history. May also consider city-wide application and if it is appropriate to notice administrative processes that do not go to the Commission.</p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is less than \$4,000 for notices. Mailings would not be necessary if this is part of a Citywide set of amendments. The costs could be included in the Current Planning and Heritage Preservation program budgets. The cost of creating two 11"x 17" posters, laminated, is approximately \$10 per project for the applicant.</p>		

Growth and Change 1

Priority Ranking	Lead Organization	Potential Partnerships
1	City of Flagstaff, Economic Vitality and Community Development	Southside Community Association, EcONA, NAU, Urban Land Institute
<p>Revise the Zoning Code to implement the Southside Community Plan policies by rescinding the Conventional and Transect Zoning in the Southside and replace with new zones that simplify regulations, add flexibility, and accommodate diverse incomes and lifestyles.</p> <p>Develop Zoning Codes Standards and guidelines for all subareas that reduce or eliminate nonconformity for historic buildings.</p>		
<p>PATH FORWARD</p> <p><i>Conduct a market study of business and housing opportunities in the Southside, considering a partnership with EcONA, NAU or the Urban Land Institute.</i></p> <p><i>Develop Zoning Code amendments with a robust public participation plan.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is difficult to estimate at this time. Estimates can be included in the Comprehensive Planning and Zoning Code annual report to City Council. The costs could be included in the Current Planning and Heritage Preservation program budgets and may be combined with other Zoning Code amendments.</p>		



Growth and Change 2

Priority Ranking	Lead Organization	Potential Partnerships
2	City of Flagstaff, Economic Vitality and Community Development	Southside Community Association, health care providers
<p>Encourage redevelopment projects to involve local organizations to help them get necessary space to provide public services and facilities.</p> <p>Encourage the addition of childcare, school, and medical facilities in redevelopment projects.</p>		
<p>PATH FORWARD</p> <p><i>Consider these uses to the adaptive reuse policy as a bonus point.</i></p> <p><i>Look into ways to provide parking reductions for these uses.</i></p> <p><i>Consider partnerships to provide these uses in infill and redevelopment processes.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>There is currently no estimated cost for this strategy. The need for funding and support through grants will be evaluated if voluntary efforts and policy changes are unsuccessful.</p>		

Growth and Change 3

Priority Ranking	Lead Organization	Potential Partnerships
3	City of Flagstaff, Economic Vitality and Community Development	Southside Community Association, NAU, local non-profits, ECONA
<p>The community will continue to research and investigate linkage funds, community benefits agreements, and other ways to ensure a just transition of land uses.</p>		
<p>PATH FORWARD</p> <p><i>Find Case studies and examples that can be legally implemented in Arizona.</i></p> <p><i>Peer review.</i></p> <p><i>Share case studies and potential implementation steps with the community.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>There is currently no estimated cost for this strategy. The need for funding will be evaluated once a more detailed strategy has been developed.</p>		

Business and Live/Work Community 1

Priority Ranking	Lead Organization	Potential Partnerships
1	Flagstaff Convention and Visitor's Bureau	Southside Community Association, Southside businesses, Local First Arizona, EcONA, Greater Flagstaff Chamber of Commerce
<p>Create campaigns for and 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.</p> <p>Support programming of more promotional events that are unique to the Southside, like a Second Saturday music walk.</p>		
<p>PATH FORWARD</p> <p><i>Create focus group of Southside business owners</i></p> <p><i>Bring creative and marketing staff together to develop the campaign appropriate to the setting</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is unknown at this time. Estimates would be based on the nature of the campaign.</p>		

Business and Live/Work Community 2

Priority Ranking	Lead Organization	Potential Partnerships
2	NAU, Economic Vitality and Community Development	Southside Community Association, Southside businesses, Local First Arizona, EcONA, Chamber of Commerce, Urban Land Institute
<p>Consider partnerships with NAU and CCC to support Business and Live/Work goals, policies, and strategies.</p>		
<p>PATH FORWARD</p> <p><i>Include NAU staff and faculty in the market study process for the Live/Make Center</i></p> <p><i>Work on concepts that can leverage university research in an urban incubator setting</i></p> <p><i>Continue to explore ways to partner for business development and training in the Southside.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost and source of funding is unknown at this time. It will depend on the strategies and fields involved in this effort. Grant funding should be considered.</p>		



Business and Live/Work Community 3

Priority Ranking	Lead Organization	Potential Partnerships
3	City of Flagstaff, BNSF	Operation Lifesaver, Southside Community Association, Southside businesses
<p>Increase the safety and comfort level of people crossing Route 66 and the railroad tracks to encourage pedestrians.</p> <p>Add wayfinding and visual cues to the north side that let people know there is more to see south of the tracks.</p>		
<p>PATH FORWARD</p> <p><i>Incorporate safety concerns at San Francisco and Beaver Street without reducing access in coordination with BNSF railway improvements.</i></p> <p><i>Help distribute railway safety information throughout the Southside and Downtown and using City of Flagstaff communication channels.</i></p> <p><i>Have a meeting with Beautification staff and business owners to discuss wayfinding and identifying signage.</i></p> <p><i>Take a proposal to Beautification and Public Art Commission and the SCA.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is minimal because Operation Lifesaver produces education materials that can be requested and distributed. For the crossing, the BNSF railway is equally invested in improving safety at the intersections mentioned and these concerns will be a part of any improvements to these crossings.</p>		

Public and Community Spaces 1

Priority Ranking	Lead Organization	Potential Partnerships
1	City of Flagstaff, Community Development and Public Works	Southside Community Association, Parks and Recreation commission,
<p>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.</p> <p>Consider land exchanges to allow for continuation of businesses and residences affected by the Lone Tree construction and to create more usable park space for the Southside community.</p>		
<p>PATH FORWARD</p> <p><i>Complete design of the new Lone Tree Overpass, incorporating public art and identifying property remnants available for park design and possible exchanges that consolidate land for park space</i></p> <p><i>Develop conceptual plans for the park with community input</i></p> <p><i>Consider funding in coordination with other City Parks section's priorities and the possibility for in-lieu fee use for park improvements.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is unknown at this time. Some funding for public art will be included in the Lone Tree Overpass project but additional funds will be needed. Grant funding may also be considered.</p>		

Public and Community Spaces 2

Priority Ranking	Lead Organization	Potential Partnerships
2	City of Flagstaff Economic Vitality and Community Development	Southside Community Association, Pioneer Museum, Arizona Historical Society, NAU Ethnic Studies and Public History Departments
<p>Create a cultural walk that showcases the neighborhood history and encourages walking through the neighborhood.</p> <p>Install informational plaques throughout the neighborhood.</p> <p>Redevelopment of culturally important buildings should require a small portion of the newly designed site to be civic space that celebrates the past structure.</p> <p>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.</p>		
<p>PATH FORWARD</p> <p><i>Create a list of properties that could be interpreted for the public. Heritage Preservation staff can direct research</i></p> <p><i>Work with Pioneer Museum and Arizona Historical Society on interpretive material</i></p> <p><i>Request beautification in action grants for on interpretive panels</i></p> <p><i>Think about permanent art installations that celebrate culture of the Southside, including the area south of Butler Avenue.</i></p> <p><i>Holiday lighting could be considered on Butler Avenue, South San Francisco Street, South Beaver Street, Phoenix Avenue.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is unknown at this time. BBB funding, Tourism, Heritage Preservation, Council for the Arts and other grants could all be considered as potential sources, depending on the project.</p>		

Public and Community Spaces 3

Priority Ranking	Lead Organization	Potential Partnerships
3	Southside Community Association	City of Flagstaff, Master Gardeners, local businesses and corporation
<p>Consider civic space in-lieu fees, if collected, for community space improvements at the Murdoch Center.</p> <p>Identify existing gaps in services, such as a flooding information center, in the Southside that can be filled cooperatively through community partners, such as the Southside Community Association. Consider potential Community Development Block Grant (CDBG) funding for these services.</p>		
<p>PATH FORWARD</p> <p><i>Work on harmonizing the adjacent pocket park with the Murdoch Center's outdoor space.</i></p> <p><i>Complete chess park and consider musical garden or other activation in the adjacent pocket park.</i></p> <p><i>Develop plans for redesigning the interior of the Murdoch Center to provide a more usable space, improving the front for better ADA access and reorganizing parking</i></p> <p><i>Identify funding for asbestos abatement and remodeling the interior of the building</i></p> <p><i>Develop long term plans for funding improvements and facility expansion</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is partially known. Completion of the chess park and landscaping improvements could cost between \$10,000 and \$30,000. Funding may come from beautification funding, CDBG funding or corporate and community grants. Master Gardeners has brought landscaping design resources to the team.</p> <p>The Neighborhood Planning and Heritage Preservation Office will provide design services for the potential long term improvements.</p>		



Public and Community Spaces 4

Priority Ranking	Lead Organization	Potential Partnerships
4	Southside Community Association	City of Flagstaff, Master Gardeners, local businesses and corporation
<p>Prioritize maximizing usable space and maximum parking at the park at Mikes Pike and Benton Avenue.</p>		
<p>PATH FORWARD</p> <p><i>Coordinate with Mike's Pike work associated with the Rio de Flag Flood Control project</i></p> <p><i>Incorporate beautification and public art into any Rio de Flag Flood Control related structure's design</i></p> <p><i>Design and construct passive park improvements and landscaping around any Rio de Flag Flood Control related structure</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project could be up to \$50,000. BBB, CDBG, and grants may be potential sources of funding.</p>		

Parking 1 and 2

Priority Ranking	Lead Organization	Potential Partnerships
1	ParkFlag	None
<p>Create public, shared off-street lots that allow overnight and long-term parking for nearby residents.</p>		
<p>PATH FORWARD</p> <p><i>Look at locations the community has identified for feasibility.</i></p> <p><i>Find a committed location and begin design work on new parking.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is dependent on the cost of land. Paving a parking lot and installing a meter is estimated to cost up to \$100,000 for about 50 spaces if the lot is flat and has no structures on it.</p>		
Priority Ranking	Lead Organization	Potential Partnerships
2	ParkFlag	Southside Community Association
<p>Create a process that allows parking restrictions to be relaxed on residential streets by petitions for recurring public events, such as church services or weekly community meetings, when the exemption would have a limited impact on ParkFlag revenues.</p>		
<p>PATH FORWARD</p> <p><i>Research best practices and procedures from other communities.</i></p> <p><i>Present potential options with pros and cons to a neighborhood meeting in the Southside and north of Downtown.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is dependent on the staff time required and the changes to signage requested.</p>		

Parking 3

Priority Ranking	Lead Organization	Potential Partnerships
2	City of Flagstaff	None
<p>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.</p>		
<p>PATH FORWARD</p> <p><i>Include local roads without curb, gutter and sidewalk in a Master Streets Plan to determine design treatments</i></p> <p><i>Estimate costs of design treatments recommended by Master Streets Plan</i></p> <p><i>Consider funding sources that limit the financial burden on existing residents so as to not result in displacement.</i></p> <p><i>Complete the Rio de Flag flood control project</i></p> <p><i>Determine funding and send decision to Council or voters, as necessary</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is unknown at this time. The cost in the first 5 years can be rolled into the cost of a Master Streets Plan or potentially be a use for the “Neighborhood Planning” funding identified in the 2020 transportation tax.</p>		

Transportation 1

Priority Ranking	Lead Organization	Potential Partnerships
1	City of Flagstaff	Southside Community Association
<p>Add a signalized pedestrian and bike crossing for Butler Avenue at South 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.</p>		
<p>PATH FORWARD</p> <p><i>This project is already included in the 5 year capital plan for bicycle and pedestrian improvements for 2023</i></p> <p><i>Conduct a study to determine design of light and if a full intersection is warranted before or after the Lone Tree overpass and intersection improvements.</i></p> <p><i>Design crossing and hold meeting with Southside community</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is approximately \$200,000 to \$360,000 for an enhanced of signalized pedestrian crossing or \$500,000 to \$750,000 if a fully signalized intersection is warranted. There is currently \$200,000 allocated in the 2023 pedestrian and bicycle capital budget for this project. Capital funding and grant funding may be considered for this project.</p>		



Transportation 2

Priority Ranking	Lead Organization	Potential Partnerships
3	City of Flagstaff, Community Development	None
<p>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.</p>		
<p>PATH FORWARD</p> <p><i>Design, estimate costs and fund dark sky lighting to key pedestrian locations in the Southside. These are spot improvements and not a widespread project</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost for each new streetlight is \$5,000 to \$10,000 plus the cost of extending the city's streetlight electrical circuit to the site. The cost of utility expansion is highly variable. CDBG and capital money could be potential funding sources for this project.</p>		

Transportation 3

Priority Ranking	Lead Organization	Potential Partnerships
4	City of Flagstaff Community Development	None
<p>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 South O'Leary Street and takes advantage of a pedestrian/bike signalized crossing at that location.</p>		
<p>PATH FORWARD</p> <p><i>Add this project to the FUTS and Active Transportation Master Plan</i></p> <p><i>Ensure that property lines are surveyed and are accurate.</i></p> <p><i>Complete the Rio de Flag Flood Control Project</i></p> <p><i>Engage nearby residents in design charettes for this trail</i></p> <p><i>Develop construction plans and identify funding</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is approximately \$250,000 to \$500,000 depending on the amount of grading, utility relocation issues, privacy screening for nearby property owners and landscaping improvements.</p>		

Flooding and Other Hazards 1

Priority Ranking	Lead Organization	Potential Partnerships
1	City of Flagstaff Water Services	Southside Community Association, Friends of the Rio
Create work plan to systematically address localized flooding issues throughout the neighborhood.		
<p>PATH FORWARD</p> <p><i>Complete the Rio de Flag Flood Control Project</i></p> <p><i>Complete a new hydrological analysis of localized flooding and monitor localized flood issues</i></p> <p><i>Create a communication plan for sharing new information from the analysis, the evaluation of localized flooding issues and any ongoing or future issues</i></p> <p><i>Develop and evaluate designs to address localized flooding based on their priority</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is unknown at this time. The process of developing a work plan will provide updates to the City Council and Southside community.</p>		

Flooding and Other Hazards 2

Priority Ranking	Lead Organization	Potential Partnerships
2	City of Flagstaff Water Services	Southside Community Association
Educate property owners and renters about changing regulations and anticipated flood conditions post FEMA floodplain removal.		
<p>PATH FORWARD</p> <p><i>Offer annual update and advertise one-on-one communication opportunities with property owners in the Southside.</i></p> <p><i>Create educational material that update residents on the progress of the Rio de Flag Flood Control Project as construction moves forward.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is minimal but will require an annual commitment of 5 to 20 hours of City staff time.</p>		

Flooding and Other Hazards 3

Priority Ranking	Lead Organization	Potential Partnerships
3	City of Flagstaff Community Development and Water Services	Non-profit housing organizations, Southside Community Association
Explore funding opportunities to assist in physical protection of homes/businesses.		
<p>PATH FORWARD</p> <p><i>Find funding sources for waterproofing retrofits for homes and businesses.</i></p> <p><i>Evaluate houses within areas of localized flooding and the floodplain for potential floodproofing strategies</i></p> <p><i>Contact eligible property owners and work with them on improvements based on risk or offer a grant to support the effort.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is could be \$1 million to \$3 million. Money could be made available over a number of years. Source is currently undetermined.</p>		

Public Safety

Priority Ranking	Lead Organization	Potential Partnerships
1	SCA	City of Flagstaff, churches and other community organizations
<p>Create a more pleasant walking environment and more events in the neighborhood to draw additional people to the area.</p> <p>Give people more places to go, like highly visible benches and pathways.</p> <p>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.</p>		
<p>PATH FORWARD</p> <p><i>Southside Community Association proposes potential sites for these improvements to the City</i></p> <p><i>City will assist in finding funding and design work.</i></p> <p><i>Work cooperatively on educational materials for property owners.</i></p>		
<p>COSTS AND POTENTIAL FUNDING SOURCES</p> <p>Estimated cost of the proposed project is unknown at this time. Costs of the physical improvements will vary based on design. Improvements could be funded by beautification funding or outside grants based on timing and type of improvement. This program would be voluntary for property owners and could vary based on interest.</p>		

Appendix B: Impact of the Rio de Flag Flood Control Project on Strategies

Scenario 1: The Floodplain Remains in Current Location

Things the Southside Community Plan could not accomplish:

This section lists the ideas directly connected with the floodplain and one recurring concept that could not exist unless the FEMA floodplain is removed. Most residential ground floors shown throughout the Concept Plan would need to be lifted higher. They would thereby interact with the street/public realm less. They would be more costly to construct therefore encouraging “larger-at-a-time” new development, and likely discouraging traditional, incremental add-ons.

Goals, Policies:

- GOAL S 15. Resolve longstanding flooding hazards in the Southside community.
- Policy S 15.2. Work towards the removal of the FEMA floodplain designation in the Southside.

Volume 2: Concept Plan:

- Southside Main Streets Concept Illustrations - Infill (p. 18)
- Southside Main Streets Concept Illustrations - Larger Lot 1 (p. 21)
- Southside Main Streets Concept Illustrations - Larger Lot 2 (p. 24)
- Live/Work Neighborhood Concept Illustration (p. 28)

Things that would be more difficult:

Most ideas in this section would be possible to accomplish. However, they would all necessitate additional active management, design, studies and/or permits, or would work against financial realities. New construction would need to exist above the floodplain and would therefore be more difficult to

match the surrounding character of buildings built before current floodplain rules. Individual property owners cannot build something small in their backyard, or onto the side of the house if in a floodplain, so it becomes more appealing to tear-down and build something new that is raised above the floodplain. Larger projects have a greater capacity to overcome floodplain requirements financially, therefore disincentivizing multiple separate small-scale projects by multiple property owners. Changing topography or adding obstructions (to create a trail, park, curb, sidewalk, or bridge) in a floodway would require a study that demonstrates a lack of impact to the flood elevation and a 404 permit from the U.S. Army Corps of Engineers that demonstrates steps taken for avoidance of any negative impacts. Parking cannot be overnight in the Floodway and must be constrained or attended in the flood fringe if the floodwater is mapped deeper than one foot.

Goals, Policies:

- GOAL S 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 SMS 1.2 New buildings in the Southside Main Streets are designed to increase gradually in scale and intensity in the context of the historic urban fabric. Building heights should not exceed 45 feet.
- GOAL SNC 1: The Southside Neighborhood Core subarea protects the context of historic single family homes by allowing single-family homes, and duplexes with the possibility of additional units in the rear of the property that can produce income.
- Policy SNC 1.2. New buildings in the Southside Neighborhood Core are designed to maintain the scale and intensity in the context of the historic fabric. Building heights should not exceed 35 feet.
- Policy S 7.2. Create opportunities for more active and publicly accessible spaces along the Rio de Flag, after a flood control project is complete.



- Policy S 11.1. 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.

Strategies:

- Public and Community Spaces:
 - 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.
 - 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.
- Parking:
 - 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.

Volume 2: Concept Plan:

- Southside Main Streets Concept Illustrations - Infill (p. 18)
- Southside Main Streets Concept Illustrations - Larger Lot 2 (p. 24)
- Live/Work Neighborhood Concept Illustration (p. 28)
- Rio/Ellery Street Green Space Concept Illustration (p. 36)
- Example (*and all potential*) Rio Green Spaces with Trail Concept Illustration (p. 38)
- FUTS Connection Concept Illustration (p. 50)
- Curb, Gutter and Sidewalk Concept Illustration (p. 54)

Scenario 2: The Floodplain is Remapped and its Current Location is identified as local drainage

The following are things that would become unnecessary if the FEMA Floodplain designation is removed:

Goals, Policies:

- Policy S 15.3. Minimize displacement and retain neighborhood character after the FEMA floodplain designation is removed to the greatest extent possible.
- Policy S 15.4. Consider lobbying efforts to find solutions to the problems with the National Flood Insurance Program.
- Policy S 15.5. Support education for homeowners, insurance professionals and contractors about flood mitigations, regulations and insurance practices and provide opportunities that are accessible for Southside residents. (*Note: education to minimize localized flooding hazards may still be helpful but the majority of this policy relates to large-scale regional flooding issues.*)

Strategies:

- Flooding and Other Hazards:
 - Educate property owners and renters about changing regulations and anticipated flood conditions post FEMA floodplain removal.
 - Educate the community, realtors, and insurance agents on flood insurance options.
 - Explore funding for an insurance subsidy program for qualifying households.
 - Train local residents through the Southside Community Association or other community organizations to assist the homebound, elderly, and disabled in the neighborhood to sign up for alerts about flooding and get on lists for evacuation assistance.





**EMBRACE OUR HERITAGE
ENHANCE OUR FUTURE**



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