

NOTICE AND AGENDA

**HERITAGE PRESERVATION COMMISSION
WEDNESDAY
DECEMBER 20, 2023**

**COUNCIL CHAMBERS
211 WEST ASPEN AVENUE
4:00 P.M.**

In compliance with the Americans with Disabilities Act, if you need assistance to participate in this meeting, please contact staff at 928-213-2611 (or 774-5281 TDD).

Notification at least 48 hours in advance will enable the City to make reasonable arrangements.

PUBLIC COMMENT PROTOCOL

To attend and speak on a public hearing item, click [here](#) to join the Microsoft Teams Meeting. Email michelle.mculty@flagstaffaz.gov with any issues joining the meeting. The public can submit comments that may be read at the dais by a staff member to the Commission liaison, michelle.mculty@flagstaffaz.gov.

**The meetings will continue to be live streamed on the city's website
(<https://www.flagstaff.az.gov/1461/Streaming-City-Council-Meetings>)**

1. Call to Order

NOTICE OF OPTION TO RECESS INTO EXECUTIVE SESSION

Pursuant to A.R.S. §38-431.02, notice is hereby given to the members of the Heritage Preservation Commission and to the general public that, at this regular meeting, the Heritage Preservation Commission may vote to go into executive session, which will not be open to the public, for legal advice and discussion with the City's attorneys for legal advice on any item listed on the following agenda, pursuant to A.R.S. §38-431.03(A)(3).

2. Roll Call

NOTE: One or more Commission Members may be in attendance telephonically or by other technological means.

PRESENT:

EMILY DALE, Chair
SHELLI DEA, Vice Chair
ABBEY BUCKHAM
ALYCIA HAYES
AMY HORN
BERNADETTE BURCHAM
DUFFIE WESTHEIMER

ABSENT-EXCUSED:

3. LAND ACKNOWLEDGEMENT

The Heritage Preservation Commission humbly acknowledges the ancestral homelands of this area's Indigenous nations and original stewards. These lands, still inhabited by Native descendants, border mountains sacred to Indigenous peoples. We honor them, their legacies, their traditions, and their continued contributions. We celebrate their past, present, and future generations who will forever know this place as home.

Bernadette Burcham read the land acknowledgement.

4. Public Comment

At this time, any member of the public may address the Commission on any subject within their jurisdiction that is not scheduled before the Commission on that day. Due to Open Meeting Laws, the Commission cannot discuss or act on items presented during this portion of the agenda. To address the Commission on an item that is on the agenda, please wait for the Chair to call for Public Comment at the time the item is heard.

5. APPROVAL OF MINUTES

Approve the [minutes of the November 15, 2023 Heritage Preservation Commission](#)

Duffie Westheimer: Explained that the mention of "Tombstone" in item 6A should say "Tombstone Street". Also "Tucson Ave" instead of Tucson. Clarification that "the neighborhood" is referring to La Plaza Vieja. Suggested that the Uncle of the Applicant that was inquired about in item 6B be mentioned, as it might be useful for someone doing historical research. Further clarification is needed on item 7A.

Moved by Shelli Dea, **seconded by** Amy Horn To approve the minutes of the November 15, 2023 Heritage Preservation Commission with the amendment that corrections highlighted by Duffie Westheimer are rectified.

Vote: 7 - 0 - Unanimously

6. PUBLIC HEARING

A. Aspen Niche Public Space/Art installation improvement

Address: Between 24 W Aspen & 12 W Aspen

Assessor's Parcel Number: 100-19-002

Property Owner: Qwest Corporation, Broomfield, Co - portion lease to City of Flagstaff

Applicant: City of Flagstaff

City Staff: MR HPO

Approval of a Certificate of Appropriateness for the development of a public space within the Downtown Overlay, submitted by the City of Flagstaff and funded by BPAC (Beautification Public Arts Commission).

Approve a Certificate of Appropriateness for the submitted design by BPAC of the "Aspen Niche" a Public Space/Art Installation located at the south edge of Parcel Number 100-19-002.

1. The Commission could approve a Certificate of Appropriateness for the submitted package -or-

2. The Commission could request modifications to the proposal and include them as conditions of approval – or –
3. Continue the HPC review to a date certain and ask the applicant to come back with a modified proposal that meets Downtown Design Review Requirements working with the HPO for compliance.

Jana Weldon: Project is located at the Century Link parking lot between 24 W Aspen Ave and 12 W Aspen Ave. The project will use two parking spaces in the lot. The existing chain link fence will be pushed back by one parking space and replaced with a cut metal fence with two gates. The fence and gates will be made of a weathering steel known as COR-TEN. The fence will also have painted steel posts. The weathering steel is compatible in the Downtown area, especially with the brick buildings.

The steel panels for the fence will have a circular pattern on them. The bottom of the fence is intentionally left open to increase visibility for security reasons.

The original plans included seating but have been replaced with bike racks. It was determined that a bike hub in the area was more needed. The bike racks will be blue and yellow to compliment the steel fence posts.

The ground will have plain gray concrete for the driveway to distinguish where the driveway is. The rest of the ground was originally supposed to be a stamped concrete, but due to maintenance concerns it may be colored concrete with a diamond saw cut pattern.

The design shows the bottom slats on the fence being wood, but may be replaced with weathering steel for maintenance reasons. If a maintenance plan is put in place to oil the wood once a year, the wood will be used.

The weathering steel material fits in with other public art projects being completed in the area. Proceeded to show examples of other public art projects with weathering steel.

Mark Reavis: Stated that he believes that the design does meet the compatibility requirements within the zoning ordinance.

Jana Weldon: Explained that two sign designs were shown to the business owners and to the expanded right-of-way group for the City. Some did like the other sign, but all the business owners and the Beautification and Public Art Commission liked this design.

Duffie Westheimer: Overall thinks it is a nice design. Asked if taking images from the surrounding buildings themselves for the panels was considered.

Jana Weldon: Explained that there were certain constraints on the project. It had to be a repeatable pattern and it could not be custom due to costs.

Emily Dale: Asked if the middle panel is lower or further back.

Jana Weldon: Stated that it is lower. It is a different size because it is the gate.

Moved by Abbey Buckham, **seconded by** Bernadette Burcham To approve a Certificate of Appropriateness for the submitted design by BPAC of the “Aspen Niche” a Public Space/Art Installation located at the south edge of Parcel Number 100-19-002.

Vote: 7 - 0 - Unanimously

7. GENERAL BUSINESS

A. Rio de Flag Flood Control Project Update

Listen to the presentation and ask questions relevant to historic preservation and archeological compliance.

Mark Reavis: Thought it was time to have the commission updated on the Rio De Flag Project. It is a very extensive re-channelization of the Rio De Flag out of the Southside. It is going to be re-channelized parallel to the railroad tracks and ending up where it used to be. There are railroad resources that are going to be destroyed. A pedestrian bridge which was Arizona Pacific and a loading dock near the depot. There is interpretation planned for that. Wants the Core to discuss the size of the project and potential actions as far as archeological resources along that whole area.

Michael O'Hara: Explained the area of the project. An already completed project component is the Clay Ave Retention Basin. There will be other components along Clay Wash and Mike's Pike. There is an executed Memorandum of Agreement (MOA) with the Arizona State Historic Preservation Office addressing mitigation of adverse effects to historic resources. There are four resources that are going to be impacted.

To mitigate adverse effects to those resources, the MOA calls for the installation of interpretive panels. Three panels will be placed on the Phoenix Ave bridge and one will be placed in Gandy Dancer Park. These will focus on the history of the railroad, the history of the neighborhoods that grew around the railroad, and another that focuses on the Corps' efforts and the environmental justice effects of the project. Currently working on a scope of work for the panels. The original MOA called for the panels to be installed within one-year of the execution of the MOA, which has already passed.

The MOA also has requirements for archeological monitoring for the majority of the stretch in the middle of the project that parallels the railroad. There are stipulations and protocols for appropriate treatments of any ancestral lands that are encountered. There is a stipulation for discoveries and unanticipated effects with protocols for notifying the Corps and incorporating SHPO and tribes on resources encountered during construction that weren't previously identified through survey activities.

Amy Horn: Were there other historic properties within the area of potential effect (APE) that either weren't eligible or weren't affected?

Michael O'Hara: Not sure about the ineligible properties, but there are other properties that are identified that are being preserved in place and there are avoidance measures. Explained the areas that have specific avoidance measures where there are historic resources.

Amy Horn: Will there be an archeological monitor during construction in those sections as well?

Michael O'Hara: Does not believe so, but there will be elevation and vibration monitors on certain buildings to measure changes.

Amy Horn: Will any mitigation occur in regard to the old channel after the project is complete?

Mark Reavis: Explained that he recommended the recreation of the old railing on the bridge going over the Rio De Flag on Phoenix Ave because that is the change point of where the Rio was diverted into the Southside. It is important to document that old channel and that bridge that was reconstructed. There is a small piece of the original bridge across the street. Talked engineering into making the railing of the new bridge identical to the old concrete railing.

Duffie Westheimer: Asked for an explanation of what is being symbolized in the two blocks north of Route 66 on the project map

Michael O'Hara: Those are staging areas.

Emily Dale: Asked if there is a way to zoom in on the map.

Shelli Dea: Agreed and asked if it is running up Sitgreaves or Humphries

Michael O'Hara: It is following the existing drainage. Believes these areas are identified for temporary construction easement and staging areas.

Duffie Westheimer: Asked how to see what those are.

Mark Reavis: Stated that that is Sitgreaves that is being shown and that it does go through Townsite.

Duffie Westheimer: Does not understand where there is space for a staging area in that location unless City Hall parking lot or Federated Church are used.

Michael O'Hara: Actually it may not be a staging area but that area was included in the APE because it would be affected by visual or noise impacts. Is not sure.

Duffie Westheimer: Asked if those people and businesses will be contacted in advance so that they can prepare.

Michael O'Hara: Stated that they will be contacted. Believes that property owners along the route have already been involved.

Emily Dale: Asked Mark Reavis if this has come before the commission before and will it come back again? Will there be a final report?

Mark Reavis: Plans to keep the Heritage Preservation Commission informed.

Duffie Westheimer: Thinks there needs to be neighborhood meetings about the project. People need to be informed.

Emily Dale: Stated that that is likely beyond the scope of the commission.

Duffie Westheimer: Explained that it is something Mark Reavis can do as the neighborhood planner.

Michael O'Hara: Said that this is a project that has been in planning for more than 20 years so there has likely been many rounds of public involvement.

Duffie Westheimer: Stated that she has lived in one of those neighborhoods for over 30 years and has never had anyone come and talk about it.

Amy Horn: Does recollect this coming to the commission a few years ago to inform about the impact to the historic railroad features.

Amy Horn: Asked for clarification on the timeline of the project.

Michael O'Hara: Explained that the Corps is still in the process of doing all of the contracting specifications and real estate. No start date as of now.

Bernadette Burcham: Asked in what area the project will begin.

Mark Reavis: Stated that it will begin far to the east on Butler Ave.

Christine Cameron: Clarified that a late 2024 construction start is anticipated depending on when real estate acquisition and plans are completed. Construction will begin near Warner's Nursery on Butler Ave and then it will go west through the BNSF corridor and into downtown. It will hit the Phoenix Ave parking lot then further to the west down Mike's Pike out to Clay Wash. There will be outreach through public meetings.

Amy Horn: Asked how long construction will take for all of the phases.

Christine Cameron: Phase 1 will take 3-4 years depending on how construction goes. Also coordinating around the Lone Tree Overpass.

B. DRAFT Downtown Vision and Action Plan Update Discussion Item Only

Terry Madeksza: in Downtown there is a legally established taxing district that is voted on by the property owners that is called the Flagstaff Downtown Business Improvement District. Covers mostly the North Side. Provides services to properties/businesses within that boundary. Boundary was formed based on where property owners agreed to pay that additional tax.

The Downtown Business Alliance is more public facing (DBA). Focused on making Downtown a vibrant destination to live, work, spend time and invest. Taxing district contracts with the DBA to deliver services.

Downtown Vision process began in 2018. Wanted to take a unified look at what takes place downtown, how projects are done downtown, the type of communication that takes place, and to have a shared vision for how the downtown evolves. Funding partners include the City of Flagstaff, Coconino County, Mountain Line, and the DBA. Project was awarded to Progressive Urban Management Associates.

A key goal was to get a market-based vision to make decisions based on data. Looked at comparable cities, housing, employment, restaurants and services.

Also wants to prioritize protections for historic preservation especially in the core. If there is going to be development, DBA wants to identify appropriate sites and try to help steer toward things that tie into the downtown experience. Wants to tie into Carbon Neutrality Plan, Ten-Year Housing Plan, and Downtown Connection Center to promote a walkable and

bikeable neighborhood near public transportation.

After getting to work on the Downtown Vision, Covid hit prompting a pivot to supporting businesses, helping the downtown stay relevant, providing stability, and helping businesses operate safely. Looked at expanded use of rights-of-way and found that it was extremely successful. Closed Aspen Alley during the summer and the fall and that is in place still today. Had bistro tables and artists that utilize that alley. Worked with the City's beautification team as well to make it a comfortable place. Continued focus on Heritage Square in terms of infrastructure, beautification, and programming activities.

Conducted a Survey with more than 1200 responses. Respondents valued the historic character of Downtown and want that to be maintained. They want Downtown to be walkable and bikeable. Would like to see vacant sites developed where appropriate. Also a want for an improved parking experience.

Initial policy recommendations so far: promote downtown as the hub of economic activity and innovation. If Flagstaff has an economically vibrant downtown the city does better. Second is preserving and protecting the historic core of Downtown. Crucial to the fiber of Downtown and the city. Also ensure the City's Carbon Neutrality Plan is woven into the fabric of the downtown vision. Additionally, make sure that downtown is part of the housing conversation. There are a lot of surface parking lots, access to public transportation, access to restaurants, and retail. Should be thinking of downtown not just as a visitor destination, but as a place for people to live as well.

Based on the market assessment that was conducted we know that Flagstaff is on the lower end of housing density and employment when compared to similar cities. One of the top priorities of the Downtown Vision is housing. Cannot rely on people driving 20-30 minutes into downtown. Need residents and neighborhoods in and around downtown as well. Additional employment is another opportunity. The downtown should be considered as a place for entrepreneurship and business. Should be looking to add other amenity-based businesses to downtown. Being able to access key services for neighborhoods in and around Downtown is a key to building a true neighborhood.

Focused on expanding public art, free family friendly events, and community celebrations. These are great opportunities to continue engaging residents.

Former Municipal Courthouse site: Currently a surface parking lot in the core of Downtown. Not an ideal use in any way. This project is at the corner of Aspen and Beaver. There is an opportunity to see at a minimum 3/4 of this block re-developed and the potential for a full block to turn into something that serves as the gateway into downtown. Would have some component of public parking but overall turning it into a much more active site.

There are three bank sites on Birch that could support something low-rise. Chase Bank, National Bank, and PNC Bank. The east side of downtown near Babbitt Ford is similarly positioned. Each of these sites are not in conflict with historic preservation or the critical core of downtown. Also not causing a negative impact to adjoining or adjacent residential neighborhoods.

The draft plan and associated survey are available on DBA website. Currently seeking feedback from City staff, commissioners, partner organizations, and residents. After feedback is received, will work with the consultant team to complete the recommendations, roles and responsibilities, and funding sources. Hope is to provide an update to council in January.

This is a DBA led plan, this is not a City plan. Not asking for adoption. This is just to have council give the head nod that the DBA is going in the right direction.

Amy Horn: Asked how specifically the DBA is planning to preserve the historic character of downtown.

Terry Madeksza: The vision is to see the areas on San Francisco Street, Aspen Avenue, and Leroux Street be preserved/protected. Also want to focus on any type investment where there are surface parking lots on the perimeter. There are some recommendations actions in the plan that address preservation through overlays and zoning. Turned over to Mark Reavis and Michelle McNulty to elaborate.

Mark Reavis: Stated that more can be done in terms of educating and tying in property/business owners. Specifically informing on what is required when doing work on a property and that there is funding available.

Michelle McNulty: Pointed out that, as seen in the primary goals, it really is about preserving the historic character and charm of downtown. Throughout the plan there are a lot of specific implementation strategies for that. This plan is a tool that supports asking for funding. Explained that the plan is very specific on looking at the overlay and zoning/process and related cleanup/efficiencies we can do to better protect historic properties and encourage their protection.

Shelli Dea: Asked for clarification on how the term "market-based vision" is being interpreted because it seems to counter some of the other recommendations.

Terry Madeksza: The consulting team took a look at what the downtown needs. If somebody is looking to come to Flagstaff or looking to invest in downtown, there would be data to determine if there is a need. The consultants provided recommendations on some of the types of services that downtown could use based on other comparable downtowns and what Flagstaff's downtown offers today. Also trying hard to support downtown's storefront economy as that is part of what makes it so unique.

Duffie Westheimer: Stated that the value of downtown properties is really high and zoning allows building heights to be high, so adding housing with different price points could lead to high rise apartment buildings that will be expensive. Explained that the downtown area of Tucson has incorporated these types of structures and they take away from their historic area. She is concerned that it will end up being a Flagstaff will have a downtown of second homes and not for locals. Commended Terry Madeksza for the work she has done (like the Clean Team), but worries that downtown will be unrecognizable in the future.

Shelli Dea: Added concern about what market the plan is being based off of.

Duffie Westheimer: Requested that the post office be kept downtown.

Terry Madeksza: Stated that the post office is a critical service and it needs to be kept downtown. Entire career has been dedicated to trying to create a true community for downtowns. Appreciates visitors since businesses rely on them, but wants downtown to be the place for the Flagstaff community to come. At the same time, there are a number of surface lots around the periphery of downtown that could be more appropriately used. Believes there is an interest from Coconino County to have workforce housing and could possibly control the price points more with the County as a partner. The same can be said

for the City of Flagstaff site as well. It is important to have a seat at the table with property owners and influence the best they can. The hope is that the plan provides a seat at that table even with the private sector.

Amy Horn: Asked for clarification on what is meant by large-scale mixed use buildings in the plan.

Terry Madeksza: There are multiple surface lots in the downtown and an opportunity to turn them into active mixed use areas. This can be things like residential, services, or performing arts. In terms of height, the vision is not for a monolithic building but instead something that is interesting with different material and setbacks. Something that is complementary to downtown.

Michelle McNulty: Pointed out that currently building height allowed is 60 feet by right, meaning without a conditional use permit. There is no regulation on the gross floor area. The plan will not suggest modification of these regulations. The plan is trying to give a more clear vision when it comes to form and massing.

Amy Horn: Concerned that developers see maximum building height as a target rather than a maximum.

Michelle McNulty: Data collected is showing that most developments are not achieving the maximum density. Because of the maximum building height and building requirements of structures that size, often developments are not reaching the maximum building height.

The plan is being spearheaded by a lot of the property owners and what they are hoping the people who do develop in this area do. Staying in the theme with what the community is trying to preserve. Thanked Terry Madeksza for taking on this role and making the DBA so involved in the discussion.

Duffie Westheimer: Noted that it was encouraging that the longest bar in the bar graph was to keep the historic character.

Terry Madeksza: It is woven throughout the plan because it was a clear value in the 1200 participant survey completed by residents. Historic preservation informs much of what DBA does downtown.

Duffie Westheimer: Suggested that the DBA invites all of the surrounding neighborhoods come and discuss the Downtown Vision. Also suggested that methods like postcards or water bills could be an effective way to reach those that do not prefer technology.

Terry Madeksza: Will follow up separately regarding this subject.

8. **REPORTS**

A. **CONSULTATIONS**

1. **Update/Consultation - Peris House**

Address: 605 W Riordan Rd

Mark Reavis: Explained that the house is directly linked to the Riordan Mansion. Salvador Peris was a friend/employee of the Riordans. Extensive history of Salvador Peris is written in the Arizona Lumber and Timber book. The house will be demolished to build a parking lot for Chick-Fil-A. Mark Reavis wants to do substantial mitigation located at the site and directly connected with the Riordan Mansion. the Peris House is one of the few surviving examples of workers' housing. The home was given to Salvador Peris by the Riordans. A local consultant (David Portree) has been hired to research the house. The inside has had extensive modifications. The house was moved from the corner of the street.

Emily Dale: Asked if the house was converted into an Oregano's restaurant.

Mark Reavis: Yes and the exterior of the house is still very much intact but the interior is not.

Duffie Westheimer: hopes the City notices that Flagstaff has lost five historic houses. Putting all this stuff downtown is putting pressure on historic properties and they will be lost. Also thinks it is significant the Riordans respected Salvador Peris enough to give him a house. It is telling of Flagstaff's character and now it will be lost, gone forever. So much is lost with this house and it is necessary to rethink how Flagstaff grows. Not everything needs to be done downtown.

Alycia Hayes: Added that the Riordan Mansion has developed a tour specifically on Milltown and workers' housing. A shame to lose part of that story.

9. **MISCELLANEOUS ITEMS TO/FROM COMMISSION MEMBERS**

- Prop 207 Map Update

Michelle McNulty: Acknowledged that last month the City anticipated it would have Proposition 207 waiver maps ready to be viewed. During map review, it was noticed that some properties were not added to the database and need to be updated. The waiver has to be filed within 3 years of when an ordinance has been approved or adopted. The period for High Occupancy Housing ends in March. Would like to wait until after that time to produce a comprehensive representation.

10. **ADJOURNMENT**

After adjournment, the quorum of the HPC will continue for a holiday gathering in the Downtown area.