

**CITY OF FLAGSTAFF
HERITAGE PRESERVATION COMMISSION
STAFF REPORT**



To: Heritage Preservation Commission
From: Karl Eberhard, Historic Preservation Officer
Date: January 28, 2016
Meeting Date: February 17, 2016

TITLE: Consideration of Landmarks Designation for:
Picture Canyon Area
A portion of Section 4, Township 21 North, Range 8 East
Parcel 113-06-004

REQUEST:

This is a request to rezone a 77.8 acre undeveloped parcel, Assessor's Parcel Number 113-06-004, located in Section 4, Township 21 North, Range 8 East, to the Landmarks Overlay (LO) Zone (Map Attached). In July of 2013 the Heritage Preservation Commission recommended the LO designation for the adjacent 400 acre parcel. The LO zone is an overlay, meaning that the current RR (Rural Residential) zoning applicable to the site will remain in place and requirements of the LO zone are added to the underlying requirements.

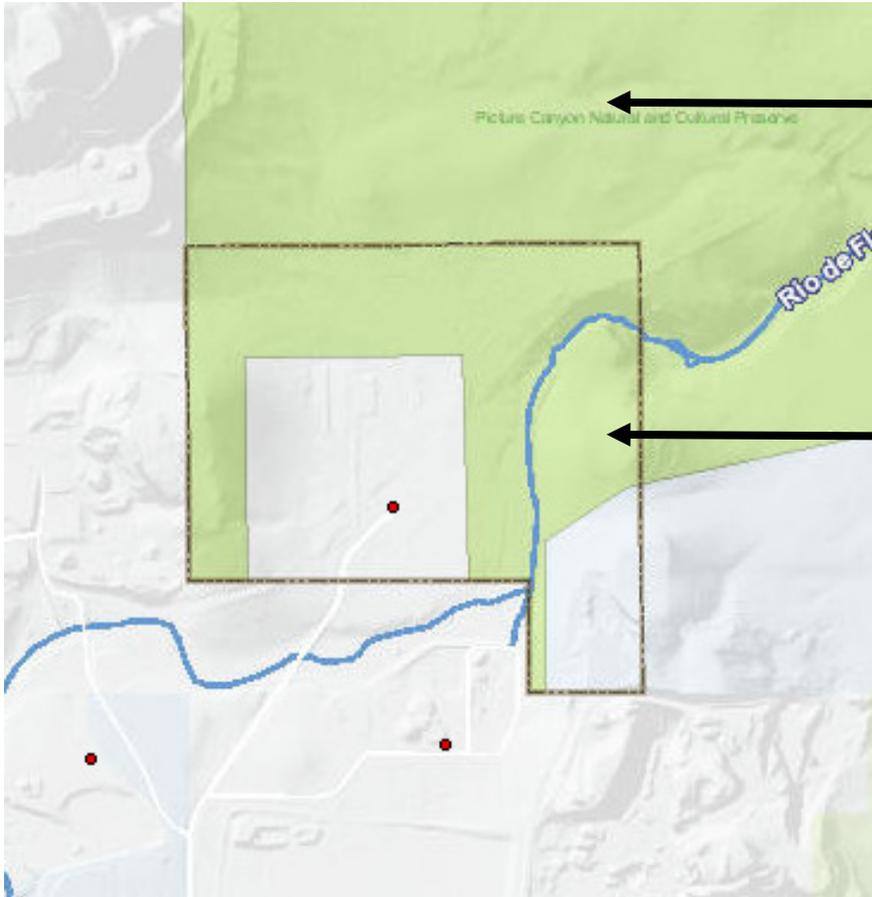
STAFF RECOMMENDATION:

Staff recommends that the Heritage Preservation Commission review the application, conduct and receive testimony at a Public Hearing, and forward to the City Council a recommendation to approve rezoning the parcel following annexation of the parcel into the City of Flagstaff.

ADDITIONAL INFORMATION:

Please see the attached Staff Report, dated July 22, 2013.

Attachment – District Map



(E) Landmarks Overlay District
- 400 acre Parcel with

Proposed Landmarks Overlay
District - 77 acre Parcel

**CITY OF FLAGSTAFF
HERITAGE PRESERVATION COMMISSION
STAFF REPORT**



To: Heritage Preservation Commission
From: Karl Eberhard, Historic Preservation Officer
Date: July 22, 2013
Meeting Date: October 16, 2013

TITLE: Consideration of Landmarks Designation for:
Picture Canyon Area
A portion of Section 4, Township 21 North, Range 8 East
Parcel 113-06-003

REQUEST:

This is a request to rezone a 400.16 acre undeveloped parcel, Assessor's Parcel Number 113-06-003, located in Section 4, Township 21 North, Range 8 East, to the Landmarks Overlay (LO) Zone. The LO zone is an overlay, meaning that the current RR (Rural Residential) zoning applicable to the site will remain in place and requirements of the LO zone are added to the underlying requirements.

STAFF RECOMMENDATION:

Staff recommends that the Heritage Preservation Commission review the application, conduct and receive testimony at a Public Hearing, and forward to the City Council a recommendation to approve rezoning the parcel.

INTENT:

The application of the Landmarks Overlay (LO) Zone is intended to promote the preservation of individual properties of cultural significance. The LO Zone district designation applies the Landmark Design Review Overlay District Design Standards and Guidelines, and design review by the Heritage Preservation Commission, to development on properties located within the boundaries of the Zone.

REQUIRED FINDINGS:

DESIGNATION (Zoning Code 10-30.30.040.B.2.a): An individual property, object, structure, site, sign or landscape feature may be designated as a Landmark if it is significant in accordance with the provisions of this Division and the Development Standards and Guidelines of the Landmarks Zone are applicable.

SIGNIFICANCE (Zoning Code 10-30.30.050.B.1): A cultural resource is significant if:

- a. It is eligible as a National Historic Landmark, or for the National Register of Historic Places, or the Arizona Register of Historic Places; or,
- b. It is associated with events or persons in the architectural, engineering, archeological, scientific, technological, economic, agricultural, educational, social, political, military, or cultural annals of the City, the State of Arizona, or the United States of America; or,
- c. It represents the work of, or for, an important individual; or,
- d. It embodies distinctive characteristics of type, period, region, artistic values or methods of construction, including being the oldest of its type or the best example of its type; or,
- e. It has yielded, or may be likely to yield, information needed for scientific research, such as important archaeological resources.

INTEGRITY (Zoning Code 10-30.30.050.B.2.b): A resource is generally not significant if the features, materials, patterns and relationships that contributed to its significance are no longer present or no longer have integrity.

To be significant, the resource must also have integrity, meaning that the general character of the significant period must be evident, the characteristics that define its significance are present, and any incompatible alterations are reversible. In addition, the integrity of the setting is a contributing factor in assessing integrity of a resource.

APPLICABILITY OF THE LANDMARKS ZONE DEVELOPMENT STANDARDS AND GUIDELINES: The applicable Development Standards and Guidelines of the Landmarks Zone are "Archeology and Historic Preservation: The Secretary of the Interior's Standards and Guidelines" as currently amended and annotated by the National Park Service.

STAFF REVIEW:

Background:

With funding from the 2004 voter approved Open Space bond and a 2012 Growing Smarter Grant, the City of Flagstaff acquired Picture Canyon in October of 2012 for the express purpose of preserving its unique historical, cultural, archeological, recreational and educational resources.

Picture Canyon is a cleft formed by the boundary of two lava flows that erupted from nearby Sheep Hill and the Wildcat Hill cinder cones. The canyon itself is an ecologically diverse riparian corridor and the area has a variety of native trees and plants, and hosts a variety of fauna. Dedicated citizens have worked for many years to remove old cars, chunks of concrete, used tires, and other trash and debris dumped in the canyon over the years. While a meander restoration was completed in October, 2010, extensive weed removal, revegetation, and cleaning of the Rio de Flag (an ephemeral wetland and rare habitat in northern Arizona) remain to be accomplished. Picture Canyon hosts a section of the Arizona Trail and provides future Flagstaff Urban Trail segments to promote connectivity. In addition it contains important view sheds (Interstate 40 and Historic Route 66), serves as an outdoor classroom, and contributes to Flagstaff tourism.

The area is also abound with archeological resources including pit houses, a pit house village, field houses, cave dwellings, artifact scatters, and over 125 petroglyph panels. Most archeological resources are associated with the Northern Sinaqua culture and range from 750 to a thousand years old. In addition to prehistoric resources, logging railroad features and historic trash (cans, ceramics, and glass) are found on the site. The remains of a train trestle made from huge virgin timbers can be found slumped on the rock above the Picture Canyon falls. The site was initially studied by Harold S. Colton (founder of the Museum of Northern Arizona) in 1919. A thorough Class III Archeological Survey¹ was prepared in April of 2012 by Eric S. Cox and John T Marshall of Northland Research, Inc., with contributions by Gina S. Gage.

The 2012 Archeological Survey by Northland Research, Inc. provides substantially greater detail on the resources, and their significance and integrity, and is on file with the City of Flagstaff Historic Preservation Officer. As an archeological report (including specific locations of sites), it is not a public document. For brevity, only brief summaries are included herein and additional summary information, if desired, can be obtained from the City of Flagstaff Historic Preservation Officer.

Future development is expected to consist of low-impact trails, interpretive facilities, and the most basic visitor amenities such as a parking area and restrooms.

¹ Note that the survey area of this report includes an additional 79 acres (roughly) that are under Coconino County jurisdiction and not included in this proposed designation. As a result, the number of archeological sites on the subject property varies from what is stated in this report.

Significance:

Eighty-four archeological sites have been recorded within a half-mile radius of the subject property, including multi-room pueblos, pit house villages, field houses, single room structures, artifact scatters, and petroglyph panels. For the 2012 Archeological Survey of the subject property, nineteen previously recorded archeological sites were found, researched, and consolidated to eleven. These are all larger habitation sites with multiple features and large diverse artifact scatters. One site (Picture Canyon) was listed on the National Register of Historic Places in 2008 and another was previously determined to be eligible to be listed. The nine remaining sites have previously been recommended as eligible, with Northland Research, Inc. concurring on seven and recommending eligibility testing on the remaining two. Ten new sites, generally smaller artifact scatters, were identified and recorded. Northland Research, Inc. recommends one of these as being eligible for listing and recommends eligibility testing on the remaining nine new sites. However, the report states that "artifacts were nearly continuous throughout the project area." Because of the contemporaneousness and interconnectedness of the sites, and the proximity to both Elden Pueblo and Turkey Hill Pueblo, Northland Research, Inc. further recommends that the entire area be consolidated into the Picture Canyon Archeological District.

The logging railroad features within the Kaibab and the Coconino National Forests were listed on the National Register of Historic Places in 1995. On this basis, the logging railroad features on the subject property appear to be eligible for listing. The collapsed trestle is probably not eligible except as a part of the overall system.

While several other significance criteria are clearly met, the actual National Register of Historic Places listings and the eligibility of additional sites are sufficient for designation to the Landmarks Overlay (LO) Zone.

Integrity:

Although some of the sites have been impacted by looting, logging, and vehicle traffic, and in spite of the recent survey work, Northland Research, Inc. concludes that the sites are still intact and that the information potential has not been exhausted.

Applicability of the Landmarks Zone Development Standards and Guidelines:

The Secretary of the Interior's Standards that are the basis of the district standards and guidelines were developed specifically to address the preservation needs of unique resources such as this. The standards establish a comprehensive approach to the identification, evaluation, registration and treatment of historic properties. Note that the Standards do not require that every feature of a historic property be preserved, but do seek to preserve the most significant, character-defining features of a historic site. However, a conservation easement held by Arizona State Parks, specifies that no more than 10% of the acquired land, up to a limit of 20 acres total, may be eligible for alteration or

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development and no changes may be made to the parcel that would seriously or negatively affect its conservation and open space values.

Basis of Report:

The information in this summary report was derived primarily from the 2012 Archeological Survey by Northland Research, Inc. with some additional information derived from various City of Flagstaff documents associated with the property acquisition and prepared by City staff, citizens, and consultants.

STAFF CONCLUSION:

Staff believes that criteria for Landmarks designation have been met.

CITIZEN PARTICIPATION:

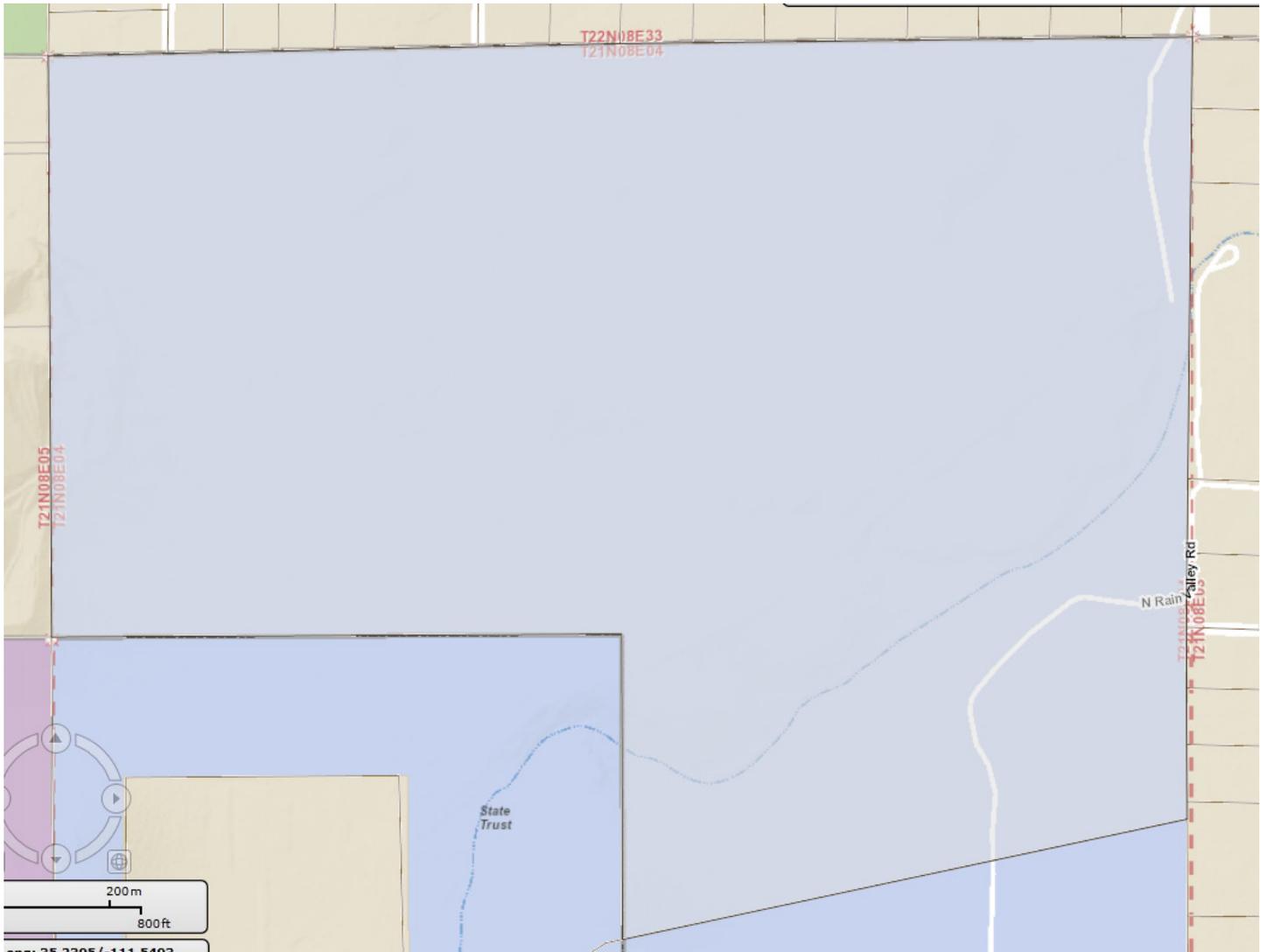
The Heritage Preservation Commission (HPC) meeting serves as the Citizen Participation event associated with the pending Re-zone Application. The meeting was advertised in the Daily Sun and notices were mailed to all properties within 300 feet of the property.

ATTACHMENTS:

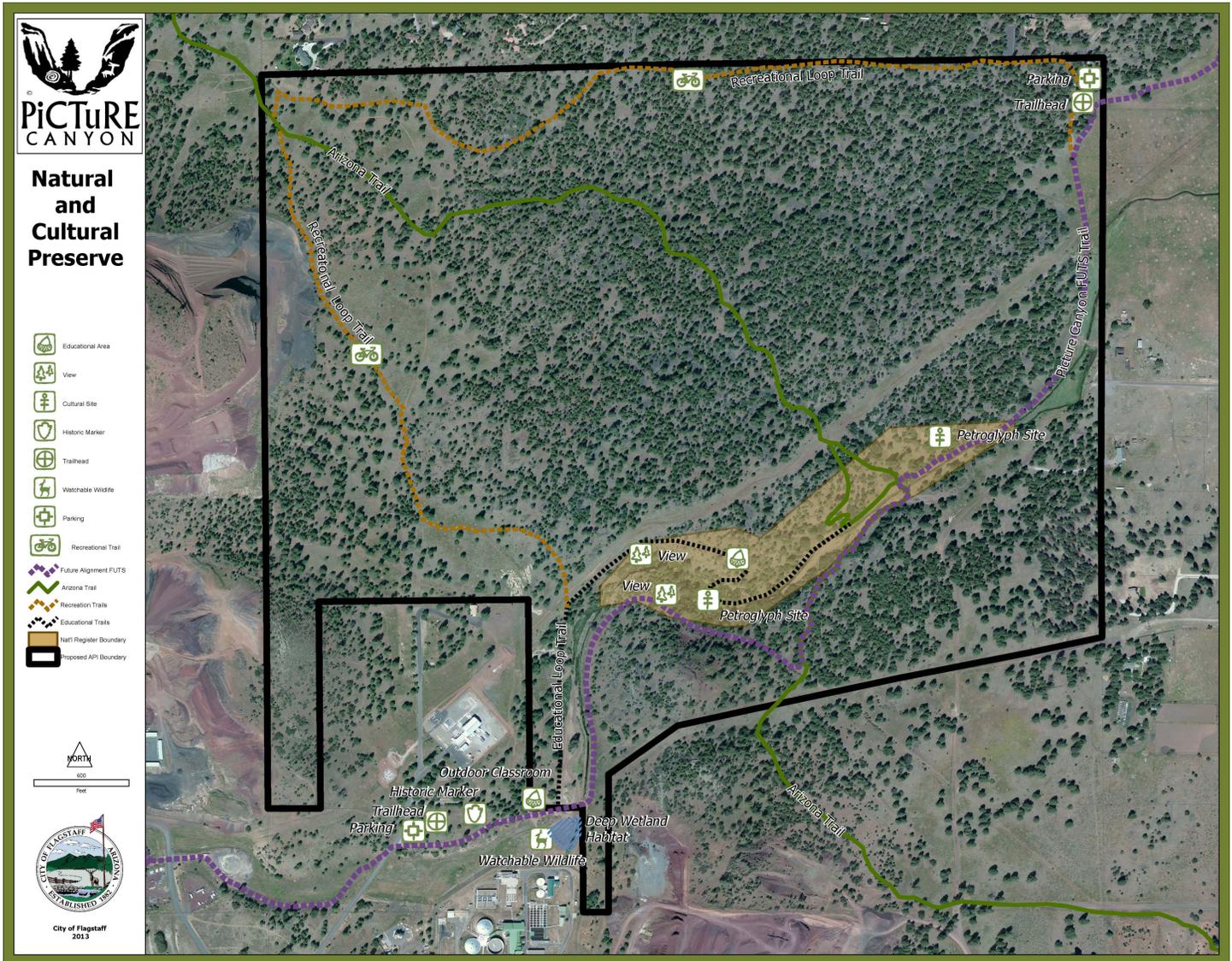
1. Site Layout
2. Trails Map
3. Various Pictures

Attachment 1

Site Layout



Attachment 2 Trails Map



Attachment 3

Various Pictures



Examples – Not from Picture Canyon