

PLANNING AND DEVELOPMENT SERVICES REPORT
ZONING MAP AMENDMENT

PUBLIC HEARING
PREZ 2013-0003

DATE: December 20, 2013
MEETING DATE: January 8, 2014
REPORT BY: Tiffany Antol

REQUEST:

A Zoning Map amendment request from the City of Flagstaff Heritage Preservation Commission, on behalf of the property owner Jacqita Bailey, for approximately 0.16 acre located at 515 N. San Francisco Street to add Landmarks Overlay (LO) Zone to the existing zoning classification of Single-Family Residential Neighborhood (R1N) Zone.

STAFF RECOMMENDATION:

Staff recommends the Planning and Zoning Commission forward the Zoning Map amendment to the City Council with a recommendation for approval.

PRESENT LAND USE:

Single-family residence.

PROPOSED LAND USE:

No modifications are proposed.

NEIGHBORHOOD DEVELOPMENT:

North: Single-family residences; High Density Residential (HR) Zone
East: Single-family residence; Single-Family Residential Neighborhood (R1N) Zone
South: Single-family residence; Single-Family Residential Neighborhood (R1N) Zone
West: Single-family residence; Single-Family Residential Neighborhood (R1N) Zone

REQUIRED FINDINGS:

STAFF REVIEW. An application for a Zoning Map amendment shall be submitted to the Planning Director and shall be reviewed and a recommendation prepared. The Planning Director's recommendation shall be transmitted to the Planning Commission in the form of a staff report prior to a scheduled public hearing. The recommendation shall set forth whether the Zoning Map amendment should be granted, granted with conditions to mitigate anticipated impacts caused by the proposed development, or denied; and shall include an evaluation of the consistency and conformance of the proposed amendment with the goals of the General Plan and any applicable specific plans; and a recommendation on the amendment based on the standards of the zones set forth in Section 10-40.20 "Establishment of Zones" of the Zoning Code (Page 40.20-1).

FINDINGS FOR REVIEWING PROPOSED AMENDMENTS. All proposed amendments shall be evaluated as to whether the application is consistent with and conforms to the goals of the General Plan and any applicable specific plans; and the proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City of Flagstaff (the "City") and will add to the public good as described in the General Plan; and the affected site is physically suitable in terms of design, location, shape, size, operating characteristics, and the provision of public and emergency vehicle access, public services, and utilities to ensure that the requested zone designation and the proposed or anticipated uses and/or

development will not endanger, jeopardize, or otherwise constitute a hazard to the property or improvements in the vicinity in which the property is located. If the application is not consistent with the General Plan and any other applicable specific plan, the applicable plan must be amended in compliance with the procedures established in Chapter 11-10 of the City Code (Title 11: General Plans and Subdivisions) prior to considering the proposed amendment.

STAFF REVIEW:

Introduction/Background

The Applicant, the City of Flagstaff Heritage Preservation Commission, on behalf of the property owner Jacqita Bailey, is requesting a Zoning Map amendment for approximately 0.16 acres located at 515 N. San Francisco Street to the Landmarks Overlay (LO). An overlay zone is a special zoning district placed over an existing zoning district, part of a district, or a combination of districts. Overlay zones build on the underlying zoning, by establishing additional requirements. In this case the overlay zone would be in addition to the existing Residential Single Family Neighborhood (R1N) Zone.

The site is known as the “Yeager Residence - Outbuilding”. The structure was constructed in 1908 at its current location as an accessory building for Harlow Yeager who had a residence at 15 E. Fine Avenue. The structure was later converted to quarters for the chauffeur, and then later served as Harlow’s home. This site is listed on the National Register of Historic Places as a contributing structure in the North End Residential National Register Historic District.

At its meeting of November 20, 2013 the City’s Heritage Preservation Commission reviewed this proposal and unanimously recommended that the City Council approve this rezoning request. Attached to this report are copies of the HPC report and minutes.

Proposed Development Concept Plans

No new development is proposed as part of this application.

General Plan – Flagstaff Area Regional Land Use and Transportation Plan

The proposed Zoning Map amendment meets several policies of the Flagstaff Regional Land Use and Transportation Plan. Specifically, the plan calls for greater efforts at heritage preservation and for the preservation of Flagstaff’s existing traditional neighborhoods. The following RLUTP policies are relevant to this application:

Policy CD2.4 - Preserve Cultural and Historic Resources

“The quality of life in the Flagstaff area shall be enhanced by the preservation of historic resources and inclusion of heritage in the development of the city and region. Historic buildings shall be considered for preservation and reused to provide a sense of connection with the past.” (Regional Plan, Page 5-5)

Policy CD2.7 – Protect the Character, Quality, Historic and Architectural Patterns of the Historic Districts and Other Neighborhoods.

“The planning and design of changes to neighborhoods should respect traditions, identifiable styles, proportions, shapes, streetscapes, relationships between buildings and yards and roadways; use historically appropriate and compatible building and structure materials for the historic district.” (Regional Plan, Page 5-8)

Policy CD2.8 – Promote Restoration of Historic Buildings, Sites and Districts.

“Preserve and improve the quality of housing and other buildings, structures and neighborhoods through their restoration and rehabilitation.” (Regional Plan, Page 5-8)

Policy CD2.9 – Collaborate with Residents to Stabilize, Protect and Improve Historic Districts and Other Neighborhoods While Maintaining Affordability and Viability.

“Involve residents in the process of planning and obtaining financial and technical assistance for the protection, stabilization, affordability and viability of their neighborhoods.” (Regional Plan, Page 5-8)

Policy NCRI.10 – Protect Archeological and Cultural Resources.

“Historical, archeological, and cultural resources shall be identified and preserved through restoration or adaptive reuse, as links between past, present and future generations.” (Regional Plan, Page 6-6)

The Landmarks Overlay (LO) Zone implements all of the above noted policies within the current General Plan. The primary intention of this overlay is to preserve cultural and historic resources. Applying the Landmarks Overlay (LO) Zone to the subject property will provide specific guidelines for preservation of the site and will require an additional level of oversight through the Heritage Preservation Commission. This Zoning Map amendment application is a collaboration between the Heritage Preservation Commission and the property owner to achieve the preservation goals of this community.

Zoning – City of Flagstaff Zoning Code

The requirements of the Landmarks Overlay (LO) Zone are intended to promote the preservation and unique character of all structures within the zone. Properties within the Landmarks Overlay (LO) Zone are subject to the Landmark Design Review Overlay District Design Standards and Guidelines and design review by the Heritage Preservation Commission. The subject property currently has Single Family Residential Neighborhood (R1N) Zoning. The Landmarks Overlay (LO) Zone does not change the requirements of the underlying zoning but does change the architectural design standards for which any development on site would need to meet. If there is any conflict between the requirements of the Landmarks Overlay and the requirements of the underlying zoning district, the requirements of the Landmarks Overlay (LO) Zone shall control.

PUBLIC SYSTEMS IMPACT ANALYSIS:

Traffic and Access

No analysis is required.

Water and Wastewater

A water and sewer impact analysis has not been required by staff. This site currently is served by both City utility systems. No modifications to the current services are proposed.

Stormwater

No stormwater improvements have been required.

Parks and Recreation

This Zoning Map amendment is not anticipated to have any impact to the City’s parks or recreation systems.

OTHER REQUIREMENTS:

Resources

The subject property is not located within the Resource Protection Overlay (RPO) Zone as defined by Section 10-50.90.020.A of the Zoning Code (Page 50.90-2). Further, this application does not anticipate any physical modifications to the existing structure or site. No impact to resources is anticipated.

Citizen Participation

All property owners within 300-feet of this site were notified via mail of the zoning map amendment and asked to attend the November 20, 2013 HPC meeting. Additionally, a notice was run in the Daily Sun, which discussed the zoning map amendment and identified the HPC meeting as a venue for discussion. No one from the public attended the meeting other than the applicant to make comment on the zoning map amendment. Those meeting minutes are attached.

DISCUSSION:

The application of the Landmarks Overlay (LO) Zone to the subject property adds an additional layer of preservation requirements and review for all development. The intention of the zone is to recognize, preserve and enhance attributes having historic, architectural, archeological, cultural or aesthetic significance. Section 10-30.30.040.B.2.a of the Zoning Code states that "an individual property...may be designated as a Landmark if it is significant... and the Development Standards and Guidelines of the Landmarks Overlay Zone are applicable." Section 10-30.30.050.B.1 of the Zoning Code defines a cultural resource significant if it is eligible for the National Register of Historic Places. The Yeager Residence-Outbuilding was listed on the National Register as a contributing property to the North End Residential National Register Historic District. A full detail of how this site meets the standards of significance can be found in the attached Heritage Preservation Commission report dated July 22, 2013.

RECOMMENDATION:

Staff believes that the proposed Zoning Map amendment has been justified and would recommend in favor of amending the Zoning Map for 0.16 acre to the Landmarks Overlay (LO) Zone in addition to the existing Single-Family Residential Neighborhood (R1N) Zone.

ATTACHMENTS

- Zoning Map Amendment Application
- Current City of Flagstaff Zoning Map
- HPC Staff Report
- HPC minutes, of November 20, 2013
- Public Hearing Legal Advertisements
- Citizen Participation Plan Waiver



City of Flagstaff

Community Development Division

211 W. Aspen Ave
 Flagstaff, AZ 86001
 www.flagstaff.az.gov

P: (928) 213-2618
 F: (928) 213-2609

PREZ/PGM

Date Received DEC 09 2013	Application for Zoning Map Amendment and/or Regional Plan Amendment	File Number DEV13-053	
Property Owner(s) Jacqita Bailey	Title	Phone 779-3180	Email
Mailing Address 515 N. San Francisco Street		City, State, Zip Flagstaff, AZ 86001	
Applicant(s) CoF - Heritage Preservation Commission	Title	Phone 213-2969	Email keberhard@flagstaffaz.gov
Mailing Address 211 W. Aspen Avenue		City, State, Zip Flagstaff, AZ 86001	
Project Representative) Karl Eberhard	Title HPO	Phone 213-2969	Email keberhard@flagstaffaz.gov
Mailing Address 211 W. Aspen Avenue		City, State, Zip Flagstaff, AZ 86001	
Requested Review <input checked="" type="checkbox"/> Zoning Map Amendment <input type="checkbox"/> Regional Plan Amendment <input type="checkbox"/> Continued			

Site Address 515 N. San Francisco Street	Parcel Number(s) 101-09-006B	Subdivision, Tract & Lot Number North End Addition
Existing Zoning District R1N R1H	Proposed Zoning District: R1N w/ LO	Existing Regional Plan Land Use Category
Existing Use		Proposed Use
Property Information:	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Located in an existing Local/National Historic District? (Name: North End Addition) <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Existing structures are over 50 years old at the time of application? <input type="checkbox"/> Yes <input type="checkbox"/> No Subject property is undeveloped land?	
Requested Urban Growth Boundary Change (If Applicable)	State Reason for Request Preservation of the property.	

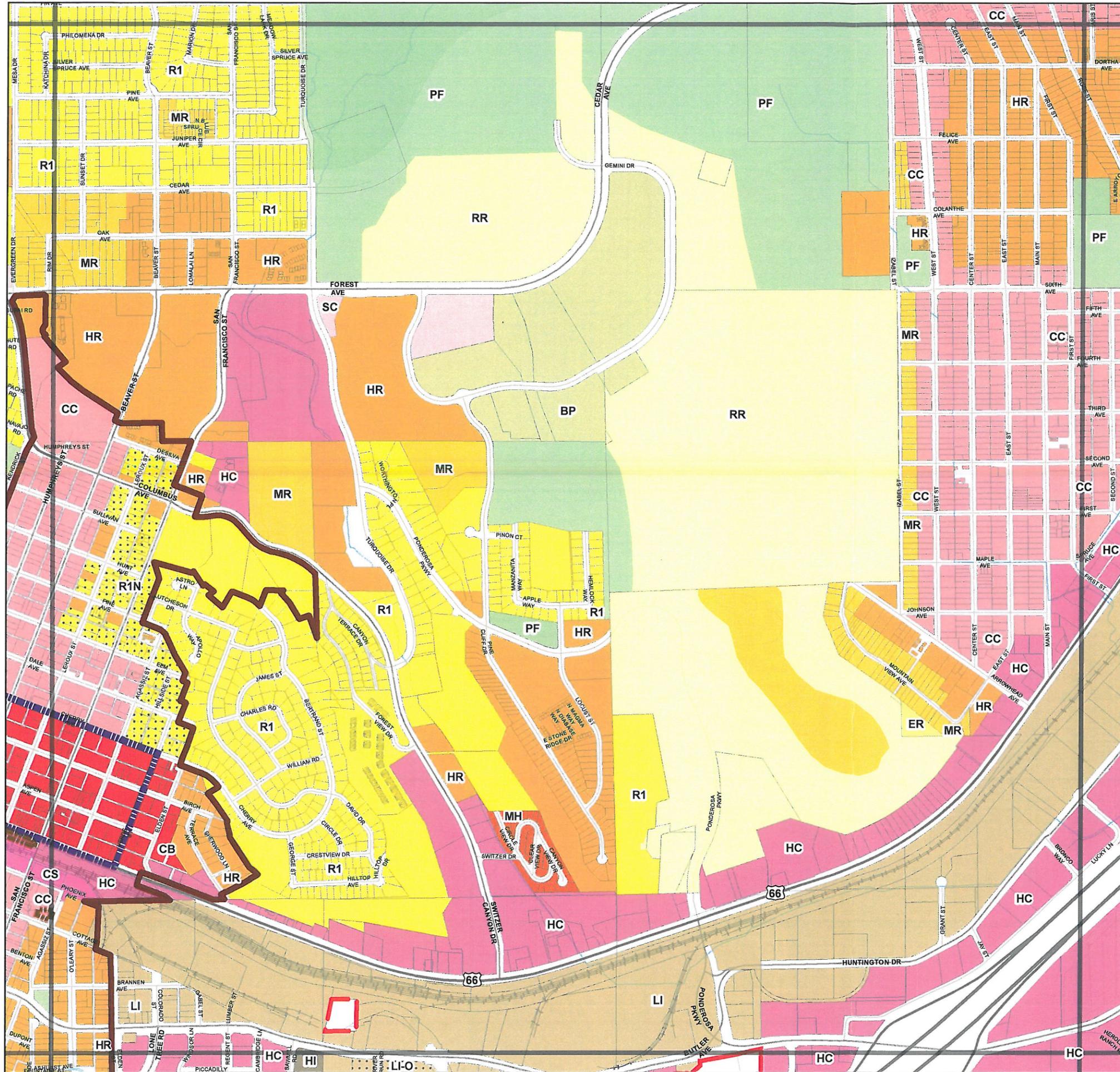
Note: Indicate how the change of zone will not be detrimental to the majority of persons or properties in the surrounding area, or to the community in general. If modification to the Regional Plan is requested, clearly state reason(s) for modification. (Attach separate sheets as necessary). **Incomplete submittals will not be scheduled.**

Property Owner Signature(required) <i>Jacqita Bailey</i>	Date: 12-6-13	Applicant Signature <i>[Signature]</i>	Date: 12/6/13
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For City Use			
Date Filed:	File Number(s): PREZ2013 003	Type of Zoning Map Amendment:	
P & Z Hearing Date:	Publication and Posting Date:	<input type="checkbox"/> Small-scale <input type="checkbox"/> Medium-scale <input type="checkbox"/> Large-scale	
Council Hearing Date:	Publication and Posting Date:		
Fee Receipt Number:	Amount:	Date:	

Action by Planning and Zoning Commission:			Action by City Council:		
<input type="checkbox"/> Approved			<input type="checkbox"/> Approved		
<input type="checkbox"/> Denied			<input type="checkbox"/> Denied		
<input type="checkbox"/> Continued			<input type="checkbox"/> Continued		
Staff Assignments	Planning <i>Tiffany</i>	Engineering	Fire	Public Works/Utilities	Stormwater

City of Flagstaff Zoning Map 9



Residential Zones:

- Rural Residential (RR)
- Estate Residential (ER)
- Single-family Residential (R1)
- Single-family Residential Neighborhood (R1N)
- Medium Density Residential (MR)
- High Density Residential (HR)
- Manufactured Housing (MH)

Commercial Zones:

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

Industrial Zones:

- Business Park (BP)
- Light Industrial (LI)
- Light Industrial Open (LI-O)
- Heavy Industrial (HI)
- Heavy Industrial Open (HI-O)

Resource and Open Space:

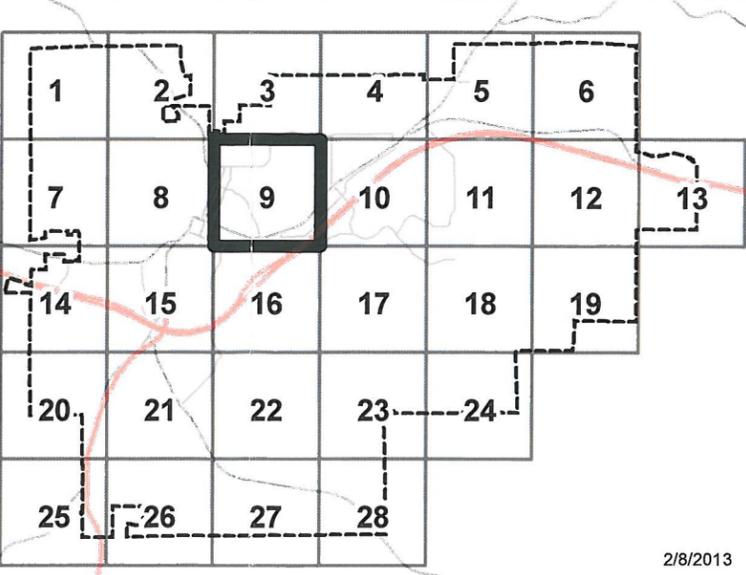
- Public Facility (PF)
- Public Lands Forest (PLF)
- Open Space (OS)

Other Symbols:

- Airport Overlay Zone
- Downtown Overlay Zone
- Townsite Overlay Zone
- Landmark Overlay Zone
- Regulating Plan Boundary
- City Limits
- Parcels

0 500 1,000 1,500 2,000 Feet

This map is known as the "City of Flagstaff Official Zoning Map" or the "City of Flagstaff Official Regulating Plan," and is intended to implement the City of Flagstaff Zoning Code per Ordinance 2011-20 adopted on 11/01/2011 and all subsequent amendments. These maps are based on the most accurate graphic information available at the time they were produced. The City of Flagstaff furnishes these maps "as is" and assumes no responsibility for their accuracy. All zoning information should be verified by legal description whenever possible.





City of Flagstaff

Community Development Division

211 W. Aspen Ave
Flagstaff, AZ 86001
www.flagstaff.az.gov

P: (928) 213-2969
F: (928) 779-7684

HPC

Date Received 9/24/13	Application to Heritage Preservation Commission	File Number
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Property Owner(s) Jacqita Bailey	Title	Phone (928) 779-3180	Email jacqita_bailey@yahoo.com
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Mailing Address 515 N. San Francisco Street	City, State, Zip Flagstaff, AZ 86001
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Applicant Heritage Preservation Commission	Title	Phone (928) 213-2969	Email keberhard@flagstaffaz.gov
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Mailing Address 211 W. Aspen Avenue	City, State, Zip Flagstaff, AZ 86001
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Property Interest of Applicant(s) (Owner, contractual interest, or agent)
Agent

Site Address 515 N. San Francisco Street	City, State, Zip Flagstaff, AZ 86001
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Parcel Number(s) 101-09-006B	Zoning District(s) HR (High Density Residential)
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Type of HPC Application Requested:

- Historic Overlay District Designation (If new, Name: _____)
- Landmark Overlay District Designation
- Certificate of Appropriateness
- Certificate of No Effect
- Certificate of Economic Hardship
- Cultural Resource Study Review
- Historic Facades and Signs Grant

Property Information:

- Yes No Listed on the National Register of Historic Places? (Name: North End NRHD)
- Yes No Listed on the Arizona Register of Historic Places? (Name: _____)
- Yes No Located in an existing City of Flagstaff Historic District? (Name: _____)
- Yes No Non-residential development; structure is over 50 years old at the time of application?
- Yes No Residential development; structure is pre-World War II housing?
- Yes No Subject property is undeveloped land?

Note: Applications which are incomplete or not accompanied by the required information will not be accepted.

Property Owner Signature: <i>Jacqita J. Bailey</i>	Date: 10-28-13	Applicant Signature: <i>[Signature]</i>	Date: 10/10/13
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For City Use

Date Filed: _____	HPC Hearing Date: _____
Fee Receipt #: _____	Amount: _____ Date: _____

Action by HPC:

- Consent Approval by HPO
- Approved
- Approved with Conditions
- Denied
- Continued

Staff Initial: _____ Date: _____

Summary Statement of Significance:

National Register of Historic Places documentation or a Cultural Resource Study can be submitted in lieu of completing this page to demonstrate significance (Attach additional pages as necessary).

The significance of a resource is generally based on its potential to contribute to our understanding of the past. An object, structure, site, place, or area is significant if:

- a. 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 of Flagstaff, the State of Arizona, or the United States of America.
- b. 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, if it represents the work of, or for, an important individual.
- c. A resource is generally not significant if it is less than fifty (50) years old, or, if the features, materials, patterns, and relationships that establish its significance are no longer present or no longer have integrity. The integrity of a resource is judged by how evident the general character of the significant period is, the degree to which the characteristics that define its significance are present, and the degree to which incompatible elements are reversible.

Original Construction Date:

See attached Staff Report _____

Describe Major Alterations (Include dates and changes of use):

See attached Staff Report _____

Describe the Significance of the Resource (In terms of a. or b., and c., above):

See attached Staff Report _____

Source(s) of Information Used:

See attached Staff Report _____

Describe the Level of Integrity of the Resource (Existing and proposed):

See attached Staff Report _____

B-1 10/1 100%

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



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

TITLE: Consideration of Landmarks Designation for:
Yaeger Residence - Outbuilding
(Formerly a part of 23 E. Fine Avenue)
515 N. San Francisco Street
Parcel 101-09-006B

REQUEST:

This is a request to rezone a .16 acre parcel, Assessor's Parcel Number 101-09-006B, located at 515 N. San Francisco Street, to the Landmarks Overlay (LO) Zone. The LO zone is an overlay, meaning that the current HR (High Density 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 summarized as having two general parts. The first is "The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings". The second is a series of "Design Compatibility" requirements that have since been incorporated into the Zoning Code (10-30.60.080).

STAFF REVIEW:

Background:

The subject property, 515 N. San Francisco Street, was once an outbuilding of 23 E. Fine Avenue. That property also includes 15 E. Fine Avenue. The subject property has been separated from 23 E. Fine Avenue by means of a lot split. See Site Layout (Attachment 1) for arrangement of buildings referenced in this report.

Significance:

The property is listed on the National Register of Historic Places as a contributing structure in the North End Residential National Register Historic District. Significance Criterion "a" has been met. While this is sufficient for designation, decision-makers may also be interested in the following:

Significance Criterion "b" and "c" are also applicable; the historical background being briefly summarized as follows: The home was constructed for Harlow Yaeger as an accessory structure and then served as quarters for the chauffeur, and then later still, served as Harlow's home.

Harlow Yaeger was one of four brothers, who along with their father, Henry Yaeger, were significant sheep ranchers as H. C. Yaeger & Sons beginning in 1896. Through the years, Harlow Yaeger also partnered with Fletcher Bly in the Yaeger & Bly Sheep Company (with offices in the Arizona Central Bank building at the corner of Sante Fe Avenue and Leroux Street). Their sheep herding enterprises encompassed most of Northern Arizona, including around Jerome, Prescott, Williams, Winslow, and the Grand Canyon, and they had ranches on Anderson Mesa, in Bellemont, Canyon Diablo, and the ghost town of Anita¹. The Yaegers were one of a handful of successful sheep herders in Northern Arizona, known as and considered one of the wealthiest families in town.

Henry Yaeger came to Phoenix in 1894 from St. Louis, having operated the successful Yaeger Milling Company there. Following a brief enterprise at milling in Arizona, he turned to sheep herding. He declined a nomination for Mayor of Phoenix (April 1906) at a time when "nomination" meant "election"² and later served as Alderman of the First Ward.

The move of the Yaeger family to Arizona was precipitated by Louis Dozie Yeager (Brother) in 1893. His parents and siblings followed and the younger generation moved to Flagstaff. On May 25, 1908, Louis was elected to the Eighth Common Council of the Town of Flagstaff and in November of that year he was elected to the Coconino County Board of Supervisors. On May 9, 1911, he was murdered near Humboldt, Arizona by a drunken ranch hand, Alejandro Gallegos³, in a dispute over a mixed herd of sheep. Flagstaff citizens were outraged by the murder (and another that also occurred that spring). In spite

¹ Nagiller Dam - along Grand Canyon Railroad.

² Some resources refer to him as having been the Mayor.

³ A man with whom Yaeger had had prior disagreements and in the employ of C.C. Hutchison at the time.

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Consideration of Landmarks Designation
Yaeger Residence - Outbuilding
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of Louis' father and wife pleading for the sentence to be commuted, in the summer, Gallegos was hung at the territorial prison in Florence, Arizona.

In December of 1910 Harlow Yaeger was appointed to Executive Committee of the then new, Flagstaff Chamber of Commerce. Following his brother's murder, he was appointed to the Coconino County Board of Supervisors. Initially the citizens of Williams objected, but he was elected to another term in 1914. In 1912, Harlow was elected to the Tenth Common Council of the Town of Flagstaff. He was a Mason, served on the Advisory Board of the Arizona Wool Growers Association, and belonged to many civic groups.

On May 29, 1921, his wife Rose gave birth to a son, whom they named Harlow. The house at 23 E. Fine Avenue was his childhood home until his mother was moved to a sanatorium where she died in 1924. As was common at the time, the children were sent to live with relatives and the son graduated from high school in Litchfield, Illinois in 1939. For three years, starting in 1942, he was a prisoner of war in Manchuria, China, providing slave labor for Mitsubishi Heavy Industries in the former Ford plant. Harlow (son) ends up working for the Forest Service, and in 1950 rescues a bear cub from the aftermath of a wildfire in the Gila National Forest, New Mexico. He names the bear cub Smokey, and that bear serves as the mascot of the Forest Service's Smokey the Bear wildfire prevention campaign⁴ until the bear died in 1976.

By 1927, Harlow (father) had moved into the subject house. In January 1935, he is found by his attorney at the base of the stairs, lying on top of his rifle, dead of a gunshot wound. Based on the garage interior door being unlocked, contrary to his known habit, and that act believed to have been done to accommodate discovery, the death was deemed a suicide by a coroner's jury.

Yaeger was a contemporary of Ashurst, the Babbitt brothers, Doney, Greenlaw, Lockett, Riordan, Switzer, and many other well known Flagstaff names. He worked with the Babbitts on the formation of the Chamber of Commerce. Switzer was the Clerk of the Board of Supervisors during Yaeger's term. Some years after his brother's death, his sister-in-law was teaching school at the Greenlaw Mill.

Significance Criterion "d" is also applicable; the distinctive characteristics being briefly summarized as follows – starting with a more detailed account of the development:

In 1907, Harlow Yaeger purchased the northeastern quarter of Block 63 of the 1894 Atlantic and Pacific Railroad Addition to the Flagstaff Townsite, a portion of the plat later known as the "Northeast Addition"⁵. By 1908⁶, he either built, or more likely caused to be built, a small home known as 15 E. Fine Avenue as well as two other buildings on what is now 515 N. San Francisco Street. One outbuilding was a small outhouse and the other a single story accessory structure that may have served his sheep herding needs. His

⁴ The Smokey the Bear advertising campaign was already ten years old at the time.

⁵ The A&P RR Addition encompassed various areas around the original Townsite and naming the various portions differently was probably a convenience.

⁶ No permit or other records were found but the taxes increased that year from \$90 to \$300.

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Yaeger Residence - Outbuilding
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neighbor's oral history (recorded in 1976) and his tax records indicate that he kept certain animals on the property. The 1910 Sanborn Fire Insurance Map of Flagstaff shows the original buildings (Attachment 2). Until 1917 when the Northeast Addition was annexed, Fine Avenue⁷ was beyond the northern boundary of the City of Flagstaff.

The residence at 23 E. Fine Avenue was built on the same property by contractor Gum & Solberg⁸ for Harlow and Rose Yaeger, probably starting in late 1915. At that time, the neighborhood was referred to by Flagstaff residents as "Nob Hill" – a direct reference to Knob Hill in San Francisco, California. By January of 1916, all four buildings appear on the Sanborn Fire Insurance Map which shows the two principle buildings of the 1910 map, and the outhouse, as having been expanded (Attachment 3). 15 E. Fine Avenue, the original home, probably then served as servants quarters for the new home. The subject house having had a garage added was likely converted to serve as chauffeur's quarters. It had another floor added as well as the garage addition on the north side. Sadly, it is noted on the 1916 Sanborn Map as just an accessory structure and not a dwelling, and more disappointingly, the map does not specifically indicate the "garage" function of the ground floor addition.

However, the residential use and the garage use appear to have been established by the modifications that appear on the 1916 map, and are probably associated with the construction of 23 E. Fine Avenue. The small ground floor contains only a living room, a dining room, and a kitchen, while the second floor contains all of the bedrooms. In the field, one notes that the fireplace and chimney were clearly added; the garage has a concrete floor at grade; the garage windows are at the standard height relative to the floor; and there are no alterations in the masonry at the garage windows or overhead door location. We know that Harlow Yaeger individually, and the Yaeger & Bly Sheep Company, each owned cars at that approximate time since the tax assessment for each automobile was increased by the Town Council in June of 1917. It is also notable that the construction of 23 E. Fine Avenue being "underway" and providing construction work for the season was celebrated in a June 1916 Coconino Sun Newspaper, while the Sanborn Map is dated January⁹.

1915 was still very much the early days of automobiles, more so in Arizona, and more so in Flagstaff. Note that the first automobile road to the Grand Canyon (from Ash Fork) was constructed in 1900. In 1909, Flagstaff businesses were pushing for a Flagstaff to Grand Canyon road¹⁰. A found photo of a car in tow on Aspen Avenue, dated 1910, indicates that it is the second automobile in Flagstaff. The first service garage was established in that year. Automobile registration in Arizona started in 1912. Flagstaff was advocating for the proposed National Highway, future Route 66, to be routed along the Old

⁷ Originally Fir Avenue.

⁸ Gum & Solberg was the contractor for the Flagstaff Armory, the Armory Livery, and other notable buildings in Flagstaff and other places around Arizona.

⁹ Clearly, it was under construction when the map was made and thus the new uses may not have been apparent yet.

¹⁰ San Francisco Street ends up being the second road to the Grand Canyon.

Santa Fe Trail in 1913, and it doesn't come to pass until 1919. Henry Ford's Model T, the car that made cars common, started production in 1914. Debate and allocations for paving some main streets in Flagstaff were just getting started in 1915.

The 1916 Sanborn Fire insurance Map indicates only seven garages in Flagstaff. As this garage is not noted as such on the map, and as the map excludes outlying areas, there may have been more than seven garages in Flagstaff in 1916. None-the-less, it is still one of the earliest.

In the early days of automobiles, garages were mostly converted stables or cheap sheds - 12' x 18' rectangular boxes architecturally unrelated to the house. Purpose built garages, such as this one, aren't common until the 1920s. This garage is also unique in that it is small, like garages of the 1920s and 1930s when improvements in automobile design and construction made large garages with repair areas and special machinery unnecessary. Finally, garages with apartments¹¹ were very unusual until the 1920s as automobile storage was generally separated from living quarters due to the fire hazards associated with early automobiles. This garage was purpose built, smaller in size, attached to living quarters, and in place by January of 1916.

In an era when fire was a constant fear of auto owners, and promoted by the National Board of Fire Underwriters, many garages were built with fireproof materials. As such, the masonry used for the subject garage is not unusual. However, the second floor framed walls were clad with asbestos, which was unusual. Notably, asbestos cement first came into use as an exterior cladding after 1907 when Austrian engineer Ludwid Hatschek came up with a way to shape the material into sheets, allowing it to be manufactured as siding and shingles. At the time this garage was built, asbestos cladding was a relatively new and high-tech building materials choice.

The circumstance of the asbestos siding presents something of a mystery. The current owner states that when the asbestos siding was removed at her direction, there were wood shingles, in good condition, underneath¹². The asbestos siding is noted on the 1916 Sanborn Map and the second floor is believed to have been added at that time. So, why both layers of siding? The best suggestion came out of an interview about the house with Paul Babbitt who suggested it may have been for insulating purposes. This makes a lot of sense given the thermal properties of cement, and it is a reasonable explanation for the condition of the wood shingles when they were removed.

Finally, the use of malpais basalt as veneer is noteworthy. Malpais is one of five building stones native to Flagstaff¹³. In many communities, stone used for veneer is

¹¹ One early "garage attached to Chauffer's quarters" arrangement was designed by New York architects Whitfield & King for Andrew Carnegie In 1906. Notably, when this came to be more common in the 1920s, this arrangement reflected the driver's relatively high social standing among domestic servants.

¹² The condition of the wood shingles being so good that they could have remained except for the need of access to install insulation.

¹³ Moenkopi sandstone, Malpais basalt, Kaibab limestone, pumiceous dacite and olivine basalt lava.

imported, whereas these came from within the immediate area. In the context of the general development of garage design, this is consistent with goals to make garages more like "garden structures" and to use features bold enough to have impact from the street, yet simple enough to let the house dominate¹⁴. Locally, the use of malpais stone reflects early settlement building practices. These buildings are among the most architecturally revered buildings in the community and are now also recognized as having used sustainable building materials. In addition, the front yard property line fence¹⁵ is made of malpais stone, a rare feature, even in Flagstaff.

The malpais veneer at the first floor creates a unique architectural detail that is disconcerting at first glance. As the second floor walls are set back, the first floor veneer was capped with sloped flagstone transitioning back to the upper walls. Usually the exterior faces of walls are made to align, and more often when there is a change of cladding, the second floor cladding is set out from the face of the masonry as a waterproofing measure. Initially one might guess that the veneer was added, but we know that actually the second floor was added. Secondarily, one might wonder why the second floor wasn't made to overhang the veneer¹⁶, but the pattern of simplicity of construction in 1916 readily explains this unusual detail being used for the second floor addition.

Integrity:

The upper floor is currently clad with corrugated tin. The current owner removed the asbestos shingles, and a layer of wood shingles, replacing them with insulation and the corrugated steel siding. In a small way, this siding choice takes away from the integrity, but it is a reversible alteration. Notably, the 1910 Sanborn Map indicates that the original roofing was tin, probably corrugated.

The frame and sash of the living room window facing San Francisco Street are made of steel. The window may be original and if so it is an early example of the use of steel windows. However, there are indications that the stone veneer has been patched around the window suggesting that it may have replaced an older window. It is again a minor detail relative to the overall integrity and one that could be reversed.

While this parcel has been split off from the original quarter block parcel, three of the four original buildings are still present and only a light wood fence separates this building from the others. The main house appears to have experienced little or no exterior alterations¹⁷. The other outbuilding, 15 E. Fine Avenue, has seen the porches enclosed and other less careful alterations. The fourth building, now gone, was a large framed

¹⁴ However, recall that this trend generally comes into being in the 1920s and 1930s.

¹⁵ The side yard fence, also malpais, was recently built to match the older front property line fence.

¹⁶ Requiring a cantilever in two directions and a shift in the roof load lines.

¹⁷ Newspaper articles indicate that there were (unspecified) alterations when Yaeger rented it out, and there were probably more when it was converted to an office. However, except for the veneer at the entry, the exterior appears correct to the period.

Heritage Preservation Commission
Consideration of Landmarks Designation
Yaeger Residence - Outbuilding
July 22, 2013

outhouse that replaced the original small outhouse, located in the present backyard of the subject house. The setting generally retains its integrity.

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 Design Compatibility requirements were developed to ensure compatibility within individual designs and within neighborhood designs, and as such, are inherently appropriate for the protection of this resource. Furthermore, the inclusion of Design Compatibility requirements within the Zoning Code overall will help prevent adjacent development from jeopardizing the setting of this resource.

Basis of Report:

The information in this summary report was derived from interviews with and information from the current property owner, an exhaustive review of Flagstaff and Arizona newspapers from the 1880s to 1928, and a short interview with Paul Babbitt. At the Northern Arizona University Cline Library, historic photographs, Coconino County Plat Maps, 1895, 1901, 1910, and 1916 Sanborn Maps, Harlow Yaeger's papers, and various oral histories were reviewed. City of Flagstaff records included 1901 and 1916 Sanborn Maps, with addendum thru 1948, as well as ordinance records. Additional information was found on the internet, primarily related to Harlow Yaeger's son and advance review of materials available at the Cline Library. Finally, on-site observations were made by an Arizona licensed architect with professional experience with historic structures (author).

STAFF CONCLUSION:

Staff believes that multiple criteria for Landmarks designation have been met.

CITIZEN PARTICIPATION:

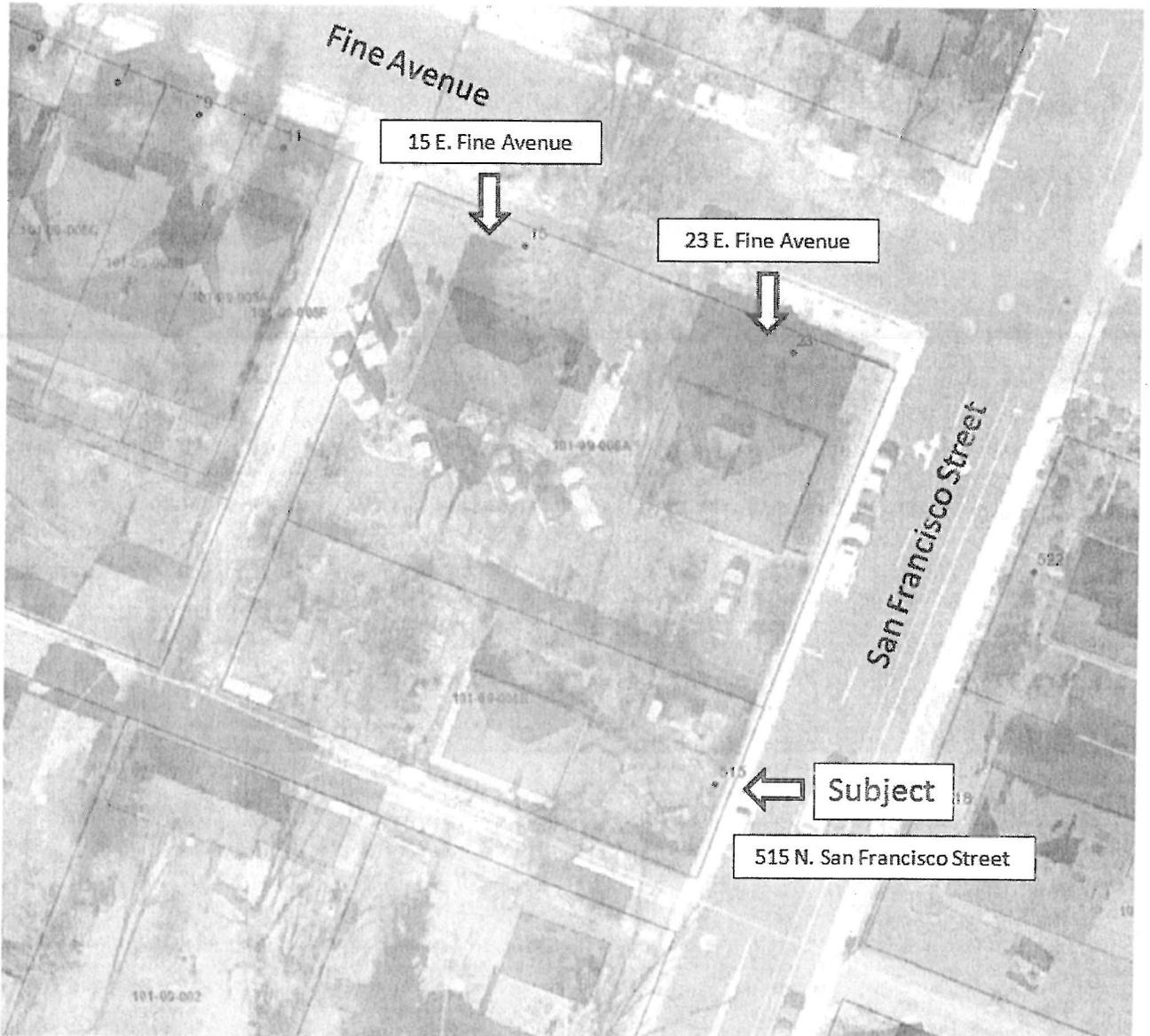
The Heritage Preservation Commission (HPC) meeting serves as the Citizen Participation event associated with the pending Re-zone Application. The meeting was advertised in the Daily Sun and notices were mailed to all properties within 300 feet of the property.

ATTACHMENTS:

1. Site Layout
2. Portion of January 1910 Sanborn Fire Insurance Map - Flagstaff
3. Portion of January 1916 Sanborn Fire Insurance Map - Flagstaff

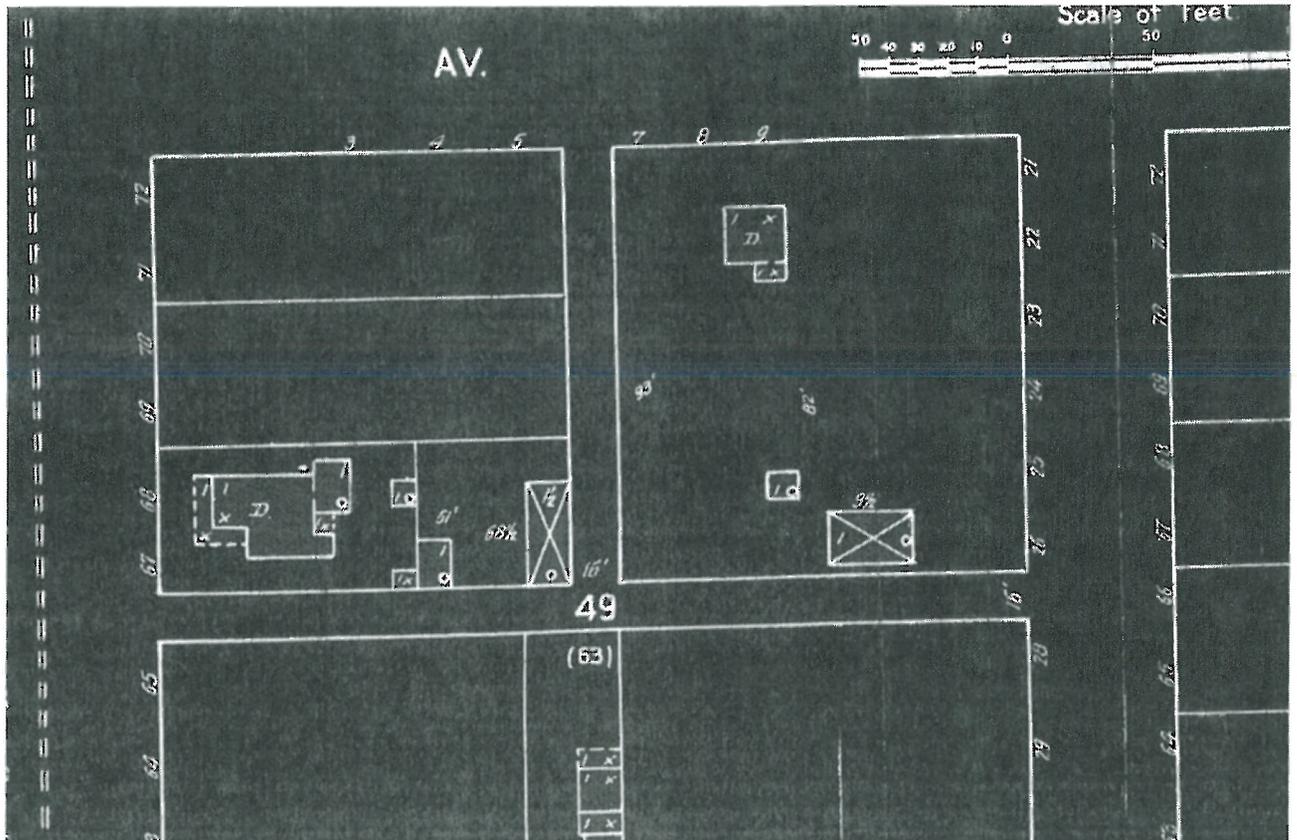
Attachment 1

Site Layout



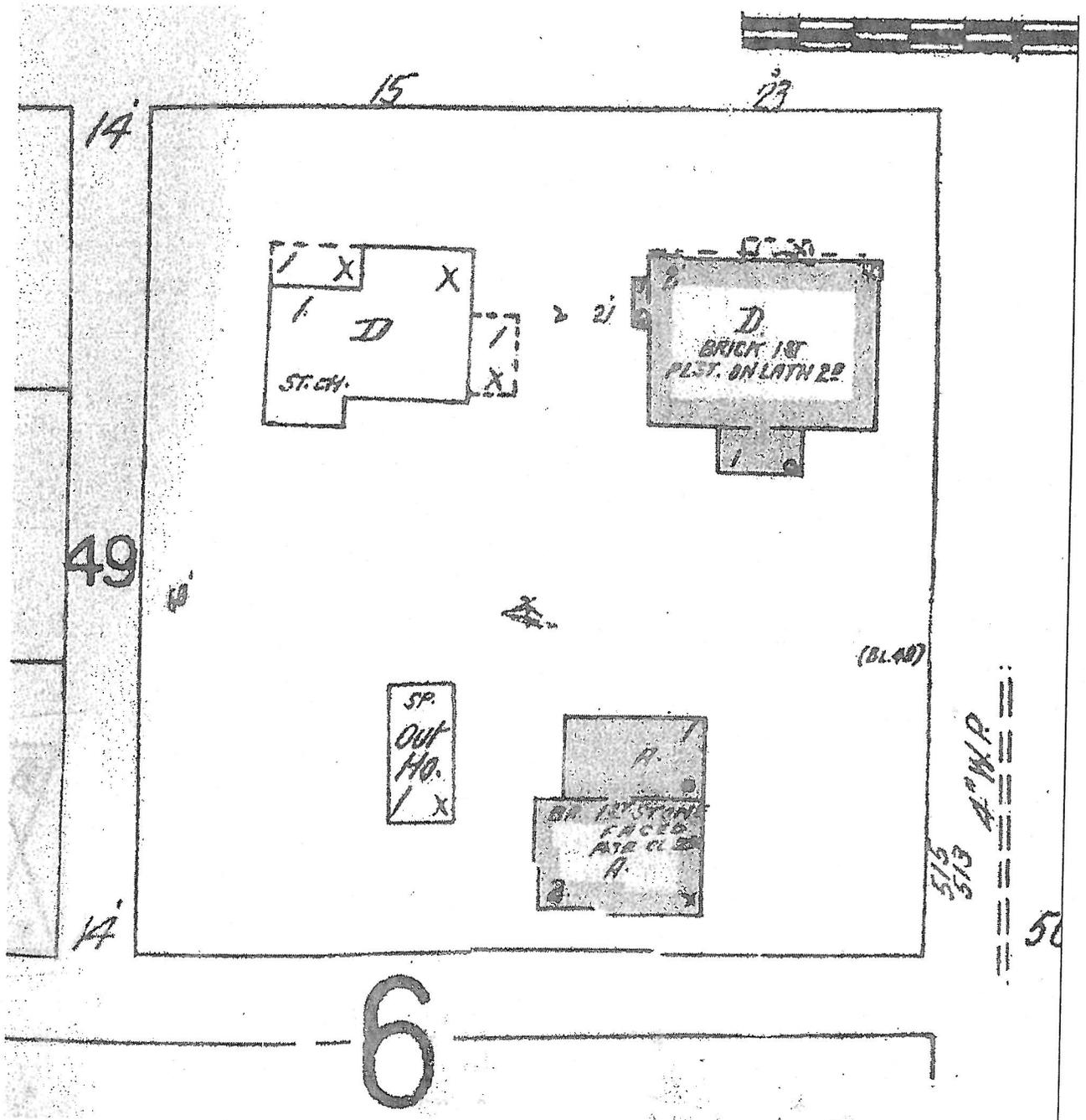
Attachment 2

Portion of January 1910 Sanborn Fire Insurance Map – Flagstaff



Attachment 3

Portion of January 1916 Sanborn Fire Insurance Map – Flagstaff



This is a request to rezone parcel 100-41-014 (DeBeau Motel and Sign) to the Landmarks Overlay Zone. This would make future development on the property subject to the Design Standards and Guidelines of the Landmarks Overlay Zone and subject to approval by the Heritage Preservation Commission. The property is a contributing structure of the Flagstaff Southside National Register Historic District. The recommendation of the Heritage Preservation Commission, along with a recommendation from the Planning and Zoning Commission, will be presented to the City Council for use in their review and consideration of the rezoning request. A Staff Report has been prepared for this item; was distributed to the Commission under separate cover; and is available for public review at the Historic Preservation Office (City Hall). This Public Hearing was noticed by mail and newspaper advertisements and serves as the Public Participation Meeting of the re-zoning process.

RECOMMENDED ACTION: Recommend that the City Council apply the Landmarks Overlay Zone to parcel 100-41-014.

See item 3 for motion.

3. Landmark Designation – Yaeger Residence Outbuilding

Address:	515 N. San Francisco Street
Assessor's Parcel Number:	101-09-006B
Property Owner:	Jacquita Bailey
Applicant:	Heritage Preservation Commission
City Staff:	Karl Eberhard, HPO

REQUESTED ACTION: Recommend that the City Council apply the Landmarks Overlay Zone to parcel 101-09-006B.

This is a request to rezone parcel 101-09-006B (Yaeger Residence Outbuilding) to the Landmarks Overlay Zone. This would make future development on the property subject to the Design Standards and Guidelines of the Landmarks Overlay Zone and subject to approval by the Heritage Preservation Commission. The property is a contributing structure of the North End Residential National Register Historic District. The recommendation of the Heritage Preservation Commission, along with a recommendation from the Planning and Zoning Commission, will be presented to the City Council for use in their review and consideration of the rezoning request. A Staff Report has been prepared for this item; was distributed to the Commission under separate cover; and is available for public review at the Historic Preservation Office (City Hall). This Public Hearing was noticed by mail and newspaper advertisements and serves as the Public Participation Meeting of the re-zoning process.

RECOMMENDED ACTION: Recommend that the City Council apply the Landmarks Overlay Zone to parcel 101-09-006B.

MOTION:

Commissioner Corbin made a motion to recommend that the City Council apply the Landmarks Overlay Zone to the following parcels:

NOTICE OF PUBLIC HEARINGS

NOTICE IS HEREBY GIVEN that the Flagstaff Planning and Zoning Commission will hold a Public Hearing on January 8, 2014, at 4:00 p.m. and the Flagstaff City Council will hold a Public Hearing on February 4, 2014, at 6:00 p.m. to consider a Zoning Map amendment request.

A. Explanation of Matters to be Considered:

A proposed Zoning Map amendment to apply the Landmarks Overlay Zone (LO) to the site. The LO is an overlay, meaning that the current R1N, Single-Family Residential Neighborhood zoning applicable to the site will remain in place. The site location is described in Part B below and is highlighted on the map.

The site currently consists of one, single-family residential unit on a 0.16 acre parcel.

B. General Description of the Affected Area:

Approximately 0.16 acre located at 515 N. San Francisco Street, Coconino County Assessor's Parcel Numbers 101-09-006B, within the Southwest Quarter of Section 15, Township 21 North, Range 7 East, of the Gila and Salt River Base and Meridian, City of Flagstaff, Coconino County, Arizona.

The Council hearing for these items may be continued if the Planning and Zoning Commission has not given a recommendation.

Interested parties may file comments in writing regarding the proposed amendments or may appear and be heard at the hearing dates set forth above. Maps and information regarding the proposed amendments are available at the City of Flagstaff, Planning and Development Services Section, 211 West Aspen Avenue.

Unless otherwise posted, all Planning and Zoning Commission and City Council meetings are held in the Council Chambers of City Hall, 211 West Aspen Avenue, Flagstaff, Arizona.

PROPOSED ZONING MAP AMENDMENT
Applying the City of Flagstaff's Landmark Overlay Zone over the site at 515 N. San Francisco Street which is currently zoned Single-Family Residential Neighborhood (R1N)

APN: 101-09-006B
ADDRESS: 515 N. San Francisco Street
ACRES: ~0.16

FOR FURTHER INFORMATION CONTACT

Tiffany Antol
Planning Development Manager
Planning & Development Services
211 West Aspen Avenue
Flagstaff, Arizona 86001
(928) 213-2608
tantol@flagstaffaz.gov



Publish: December 20, 2013

NOTICE OF PUBLIC HEARINGS

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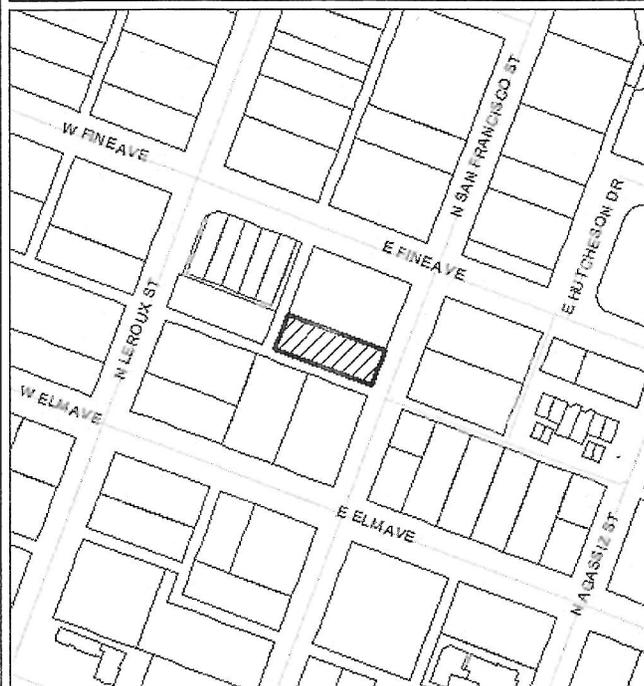
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Applying the City of Flagstaff's Landmark Overlay Zone over the site at 515 N. San Francisco Street which is currently zoned Single-Family Residential Neighborhood (R1N)



APN: 101-09-006B
ADDRESS: 515 N. San Francisco Street
ACRES: ~0.16



FOR FURTHER INFORMATION CONTACT

Tiffany Antol
Planning Development Manager
Planning & Development Services
211 West Aspen Avenue
Flagstaff, Arizona 86001

(928) 213-2608
tantol@flagstaffaz.gov



Mail: December 20, 2013



October 8, 2013

Jim Cronk, Planning Director
City of Flagstaff
211 W. Aspen Avenue
Flagstaff, AZ, 86001

Re: Waiver of Neighborhood Meeting Requirement
Landmarks Designations – Du Beau Motel, Picture Canyon, and Yaeger Residence

Dear Mr. Cronk,

At the request of the property owners, the Heritage Preservation Commission is proposing Landmarks designation of these historic properties per Zoning Code 10-30.30.040.B. This request is a re-zoning of the properties, adding the LO overlay zone to the existing zoning.

The re-zoning process requires a Neighborhood Meeting which can be waived by the Director "if it can be demonstrated that there are a limited number of property owners adjacent to the subject property and that other techniques of informing them of the application would be more effective, such as direct mailing with information on the application or one-on-one meetings with affected property owners."

The Du Beau Motel has three adjacent properties, one of which is vacant; Picture Canyon has roughly 30 adjacent parcels; and the Yaeger Residence has one adjacent parcel.

In addition to standard processes, notices, and public meetings for re-zoning, prior to the Heritage Preservation Commission, we will prepare a Public Meeting Notice with information on the application that will be direct mailed to more property owners than are adjacent and to nearby HOAs. That notice will be published in the newspaper. And, the Heritage Preservation Commission will conduct a Public Hearing for the purpose of receiving input from adjacent or affected property owners, and other interested parties.

Pursuant to Zoning Code 10-20.30.060.A, the Heritage Preservation Commission respectfully requests a waiver of the Neighborhood Meeting Requirement.

Sincerely,

Karl Eberhard
Heritage Preservation Commission Staff Liaison

Attached: Public Hearing Notice for HPC Public Hearing

Approved
10-5-13
James Eberhard

NOTICE OF PUBLIC HEARING

NOTICE IS HEREBY GIVEN that at the request of the property owners, the City of Flagstaff Heritage Preservation Commission will hold a Public Meeting to consider the designation of the following properties to the Landmarks Overlay District:

- **The Du Beau Motel**
19 W. Phoenix Avenue (APN 100-41-014)
- **Picture Canyon**
A portion of Section 4, Township 21 North, Range 8 East (APN 113-06-003)
- **The Yaeger Residence**
515 N. San Francisco Street (APN 101-09-006B)

Per the Flagstaff Zoning Code, Section 10-30.30.040.B, designation would impose preservation standards and require Heritage Preservation Commission approval for any future development on the designated properties. Interested persons are invited to participate by filing comments in writing or by attending and being heard at the Public Hearing. Heritage Preservation Commission Staff Reports are available with additional information.

Public Hearing

Regular Meeting of the

HISTORIC PRESERVATION COMMISSION

NOVEMBER 20, 2013 at 4:00 pm in the Staff Conference Room at City Hall;

211 West Aspen Avenue, Flagstaff, Arizona

Further Actions

This application will also be considered by the Planning and Zoning Commission and the City Council, with Public Hearings and noticed separately.

For further information contact:

Karl Eberhard
Historic Preservation Officer
211 West Aspen Avenue, Flagstaff, Arizona
(928) 213-2969

Publish Date: Sunday, November 3, 2010