



# La Plaza Vieja Neighborhood

NEIGHBORHOOD SPECIFIC PLAN – PUBLIC REVIEW DRAFT

FLAGSTAFF, ARIZONA

SPRING 2015

The La Plaza Vieja Neighborhood Specific Plan (Specific Plan or Plan) is a planning document that serves as a roadmap to implement the community's vision. This Plan is not intended to require or preclude any particular action and does not provide specific criteria. Development criteria and standards are located in other documents, such as the Flagstaff Zoning Code (Zoning Code).

This Plan should be viewed as a guide to better understand the community's future vision for the area. The goals, policies, maps, and illustrations within the Plan do not preclude any property owner from exercising their private development rights.

## ACKNOWLEDGMENTS

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## PREFACE

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All people desire to live in a **safe, attractive, and welcoming neighborhood**. Great cities, and the wonderful neighborhoods within them, don't just happen. Cities constantly grow and change, and we can work to ensure positive changes through good planning. Neighborhood plans provide a means for residents to:

- Identify, preserve, and build on the positive qualities of their neighborhoods;
- Add sense of place, culture, and history;
- Acknowledge and mend existing issues or problems; and,
- Set goals and priorities that will shape the future of the neighborhood.

The **intent** of the La Plaza Vieja Neighborhood Specific Plan is to provide a clear and comprehensive guide for focused reinvestment that preserves and enhances the neighborhood character through encouraging:

- Preservation of historic buildings;
- Quality urban design;
- Enhanced connections between the corridors, activity centers, and the neighborhood; and
- Improved access to services and jobs.

City staff and the Board of La Plaza Vieja Neighborhood Association (LPVNA) have created this Plan together in order to capture the neighborhood's historical and cultural identity, and address threats and opportunities in its present and future. The Plan includes goals and policies for City government and LPVNA, and implementation strategies that have the potential to be funded in the next 20 years. This Plan is a tool for all partners to accomplish a shared vision for the community and the built environment.

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## TABLE OF CONTENTS

Index of Tables.....	iii
Index of Maps .....	iii
Index of Figures .....	iv
Executive Summary .....	i
Introduction.....	ii
A Specific Plan.....	iii
Neighborhood History .....	iii
Chapter 1: Site and Area Analysis.....	1
Neighborhood Boundaries.....	1
Surrounding Area.....	2
Demographics and Housing .....	4
People .....	4
Market Analysis .....	5
Housing.....	6
Historic Resources .....	8
Land Use .....	10
Regional Plan .....	10
Zoning.....	12
Transportation.....	15
Roads .....	15
Transit.....	17
Pedestrian Environment .....	18
Bicycling .....	19
FUTS – Flagstaff Urban Trail System .....	19
Pedestrian and Bicycle Crash Data .....	20
Infrastructure and Neighborhood Services .....	21

Water and Wastewater .....	21
Public Safety .....	22
Stormwater.....	22
Chapter 2: Concept Plan .....	24
Streetscapes: McCracken Street Extension .....	27
Illustration 1: West Side Infill Redevelopment .....	28
Illustration 2: Mobile Home Park Reinvestment .....	29
Illustration 3: McCracken Extension Block .....	30
Illustration 4: Commercial Edge Reinvestment .....	32
Illustration 5: Transition Area Adaptive Reuse .....	33
Illustration 6: Park Street Apartments.....	34
Chapter 3: Neighborhood Goals and Recommended Policies.....	35
Neighborhood Empowerment.....	36
Parks and Community Spaces.....	37
Preserving Neighborhood Character .....	38
Preserving Historic Identity .....	42
Transportation .....	44
Economic Development.....	46
Chapter 4: Implementation Strategies .....	47
Neighborhood Empowerment.....	47
Parks and Community Spaces.....	48
Preserving the Neighborhood Core .....	49
Preserving Historic Identity .....	50
Transportation .....	51
Economic Development.....	52
Definitions .....	53
Appendix 1 – Prioritization of Implementation Strategies .....	60

Appendix 2 – Methodology .....	64
Appendix 3 – Zoning Background .....	66
Density and Intensity .....	66
Summary of Zoning Relevant to La Plaza Vieja.....	67
Appendix 4 – Bibliography.....	69

## INDEX OF TABLES

Table 1: Neighborhood Businesses by Street .....	5
Table 2: La Plaza Vieja Households by Income .....	7
Table 3: Current Density/Intensity and Build-out Potential by Zoning Category .....	13
Table 4: Location of Pedestrian and Bicycle Crashes.....	20
Table 5: Severity of Crashes.....	20

## INDEX OF MAPS

Map 1: Aerial of the La Plaza Vieja Neighborhood Showing the Specific Plan Boundary.....	1
Map 2: Surrounding Neighborhood, Corridor, and Master Plans .....	3
Map 3: Historic Subdivisions and Buildings Inventoried for Eligibility.....	9
Map 4: Future Growth Illustration (From <i>FRP30</i> ).....	10
Map 5: Zoning Map of Neighborhood and Surrounding Area .....	12
Map 6: Transect Overlay Map of the Neighborhood.....	14
Map 7: Close-Up of Future Road Network (from the <i>FRP30</i> ) .....	15
Map 8: Road and Sidewalk Condition (2014) .....	16
Map 9: Close-Up of FUTS Trails (from <i>FRP30</i> ) .....	19
Map 10: Water and Sewer Utilities .....	21
Map 11: Floodplain and Floodway .....	23
Map 12: La Plaza Vieja Neighborhood Policy Areas .....	38

## INDEX OF FIGURES

Figure 1: Planning Pyramid .....	iii
Figure 2: Old Town Flagstaff, 1882 .....	iii
Figure 3: Atlantic and Pacific Railroad Depot .....	iv
Figure 4: Old Town Spring Marker .....	v
Figure 5: Arizona Lumber Co., 1890 .....	vi
Figure 6: Kimberly Melchor (left) and Mr. Baca (right).....	4
Figure 7: Population by Age in La Plaza Vieja     Figure 8: Race and Ethnicity in La Plaza Vieja .....	5
Figure 9: Business Types by Sector .....	6
Figure 10: Existing Home Built in 1920 and Infill Housing on Tombstone Avenue.....	7
Figure 11: Malpais Facade Typical of Historic Single Family Cottages.....	8
Figure 12: Adaptive Reuse of the Historic Armory on Clay Avenue .....	9
Figure 13: Illustration of the Relationships between Activity Centers and Place-making .....	11
Figure 14: Illustration of Build-out Using Current Standards .....	13
Figure 15: Examples of NAIPTA Bus Shelter .....	17
Figure 16: Clear Sidewalk and Neighborhood Traffic Circles Improve Walkability on Florence Avenue.....	18
Figure 17: Example of Poor Walkability along South Milton Road .....	18
Figure 18: Clay Avenue Wash at Malpais Lane and Entrance to Arrowhead Village Mobile Home Park .....	22
Figure 19: Cross-Section of Proposed McCracken Street Extension.....	27
Figure 20: Overview of West Side Infill Site.....	28
Figure 21: Attached Single-Family Townhomes Block View .....	28
Figure 22: Single-Family Attached Townhomes .....	28
Figure 23: Example of Single-Family Detached Home .....	28
Figure 24: Mobile Home Park Reinvestment Overview.....	29
Figure 25: Entrance to Apartments .....	29
Figure 26: View Heading North on Blackbird Roost.....	29
Figure 27: Closest Apartment Building to Route 66 .....	29

Figure 28: Overview of the Block South of Clay Avenue .....	30
Figure 29: Commercial Building at Neighborhood Entrance .....	30
Figure 30: Office Building at Blackbird Roost and McCracken Street.....	31
Figure 31: Apartment Houses Facing Clay Avenue .....	31
Figure 32: Apartment Buildings South of the School along McCracken Street Extension.....	31
Figure 33: Reduced Impact Mixed-Use Development .....	32
Figure 34: Pedestrian Level View from Milton Road .....	32
Figure 35: Overview of Site.....	32
Figure 36: Rear Architectural Treatment Facing Malpais Lane.....	32
Figure 37: Adaptive Reuse of Old Fire Station along Malpais Lane .....	33
Figure 38: Alternate View of Adaptive Reuse from Milton Road .....	33
Figure 39: Birdseye View of Apartments Backing Milton Commercial .....	34
Figure 40: Overview Showing Shared Parking with Milton Commercial .....	34
Figure 41: Bungalow 4-Unit Apartment Building.....	34

## EXECUTIVE SUMMARY

La Plaza Vieja neighborhood (La Plaza Vieja) is a community that grew literally and physically around the railroad, a transcontinental lifeline that would revolutionize important local industries such as lumber and sheep raising. After a devastating fire in 1884, La Plaza Vieja reestablished itself and evolved into a residential community that was home to the area's working middle class. A diverse demographic of Hispanic and Basque heritage, the residents of La Plaza Vieja labored to foster the growth of the local lumber and timber trade, until the closure of the nearby sawmill in 1954. Spanish for "The Old Square" (or "Old Town"), La Plaza Vieja encompasses portions of the original Flagstaff Townsite, the Normal School Addition, and the Riordan Addition. Located in central Flagstaff, the community is west of the downtown commercial district and northwest of Northern Arizona University (NAU). It is roughly bounded by Milton Road/U.S. Route 66 to the east and south, Arrowhead Village and the residences along the south side of West Clay Avenue to the west, and the alley that parallels West Coconino Avenue and West Grand Canyon Avenue to the north.

La Plaza Vieja consists of approximately 108.7 acres with 527 housing units that shelter roughly 1,000 people. The housing density of the area is relatively sparse given its central location. Many of the commercial uses currently south of Clay Avenue are lower intensity than allowed under their current zoning, which is not typical given its proximity to one of the busiest commercial intersections in town. These factors illustrate that La Plaza Vieja is well placed for focused reinvestment. The Specific Plan for La Plaza Vieja is designed to help ensure that as reinvestment occurs, La Plaza Vieja's culture, history, and values are recognized and residents benefit from it.

The goals of this Plan can be achieved through adjustments to existing City policies, obtaining grants, and funding capital improvements. Essential to the effort is City planning and coordinated programs for: funding capital improvement projects to support the development that is compatible with the neighborhood character; programs that bring City services to residents; and historic preservation guidance and incentives to preserve valued buildings and cultural assets. Through this Plan, La Plaza Vieja leads the way in achieving the Plan's vision in partnership with City government. Notably, all these goals are supported by the ***Flagstaff Regional Plan 2030 (FRP30)*** which promotes compact, mixed-use development, neighborhood preservation, complete streets, and citizen engagement.

## INTRODUCTION

Flagstaff is a northern Arizona city of approximately 65,000 people at an elevation of 7,000 feet. The climate, environment, and architecture draw influences from the Colorado Plateau tradition with a history steeped in lumber, sheep, and cattle. Indigenous settlers were attracted to the region and settled here because of the abundant wildlife and availability of water. Later, La Plaza Vieja developed around a naturally occurring spring named “Old Town Spring,” which still runs today. The goal of this document is to produce a Specific Plan for La Plaza Vieja and the surrounding area which defines future urban patterns identified by the **Flagstaff Regional Plan 2030** and the community itself, expressed through maps, drawings, goals, and policies.

The La Plaza Vieja Neighborhood Specific Plan is desired for three main reasons:

**LOCATION**—The proximity of the historic community to Flagstaff’s downtown area and the Northern Arizona University campus attracts residents and businesses seeking a central and walkable location;

**CONNECTION**—Residents of La Plaza Vieja “feel cutoff” from the rest of Flagstaff due to the railroad tracks bisecting the neighborhood to the north, as well as the main arterials of Route 66 and Milton Road creating a psychological and physical barrier into and out of the neighborhood. Efforts to reconnect La Plaza Vieja to the adjacent areas will inject new life and economic opportunities into the community; and

**SENSE OF IDENTITY**—The residents and businesses express a desire to remain a “neighborhood” in the true sense of the word—a friendly, culturally diverse place for all ages to live, work, and enjoy life.

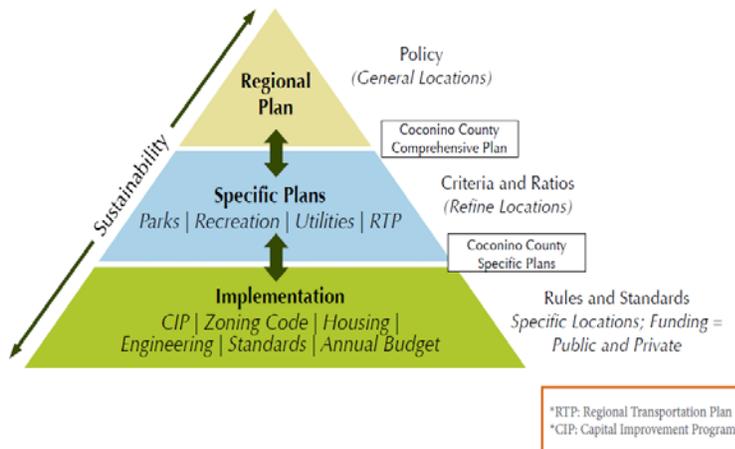
The planning process included a core planning team that guided multiple public meetings with LPVNA and stakeholders. The community meetings identified challenges, opportunities, goals, and projects to implement the Plan. City divisions and other agencies helped develop the feasibility studies and policies to implement the community’s goals (see the Public Participation Plan on the project website for more details).

### VISION STATEMENT

To update the specific plan for La Plaza Vieja neighborhood so that it is a clear and comprehensive guide for focused reinvestment that preserves and enhances the neighborhood character through:

- **THE PRESERVATION OF HISTORIC BUILDINGS,**
- **QUALITY URBAN DESIGN,**
- **ENHANCED CONNECTIONS BETWEEN THE CORRIDORS, ACTIVITY CENTERS, AND THE NEIGHBORHOOD, AND**
- **ACCESS TO SERVICES AND JOBS.**

## A SPECIFIC PLAN



**Figure 1: Planning Pyramid**

A Neighborhood Plan is a Specific Plan that provides a bridge between the strategic goals and policies in **Flagstaff Regional Plan 2030 (FRP30)** and the site specific guidelines and standards of the Zoning Code, Engineering Design Standards and Specifications, and other City codes. Its role in development review is similar to the Regional Plan. The Specific Plan only applies in discretionary decisions and does not impact existing entitlements. At the same time, the Plan is also a vision for compatible reinvestment, and is a tool for all developments within the Plan boundaries to preserve and enhance the neighborhood character.

## NEIGHBORHOOD HISTORY

**La Plaza Vieja, “Old Town,”** in the City of Flagstaff is located in northern Arizona near the southwestern edge of the Colorado Plateau, along the western side of the largest contiguous ponderosa pine forest in the continental United States. The history of La Plaza Vieja settlement begins with a mixture of events and people involved with the westward expansion of the railroad after the Mexican and Indian Wars.<sup>1</sup>



**Figure 2: Old Town Flagstaff, 1882**

### *American Expansion and Influence upon the Settlement of Old Town*

- 1846 - End of the Mexican War and signing of The Treaty of Guadalupe Hidalgo; Mexico confers territories between Texas and California to the United States.
- 1848 - The U.S. Congress began to explore the new territories, sending out various parties to find resources, make maps, and locate paths.
- 1849 - The discovery of gold in California adds fuel to the American expansion westward.
- 1853 - Army Lieutenant Amiel Weeks Whipple arrives in Flagstaff with survey crews in Antelope Spring.
- 1870s - After the Apaches had been driven out to southeastern Arizona, more Europeans began settling the area.

<sup>1</sup> The information in this section is based on a 2015 Report on historical Context prepared by Annie Lutes. Historical information was also taken in part from “The Story of Flagstaff,” with permission by authors - Richard and Sherry Mangum.

## EARLY HISTORY OF LA PLAZA VIEJA COMMUNITY SETTLEMENT

La Plaza Vieja centered around a water spring and wagon road that was once well-traveled by emigrants going to California. Between 1857 and 1860, these travelers began to settle in the area because the beautiful landscape was rich in resources of grasslands, water, timber, and game. Eventually, sheep and cattle ranchers drawn to the area established ranches. The first permanent settlement was built in 1876, when Thomas F. McMillan built a cabin at the base of what is now called Observatory Mesa (or Mars Hill). In 1880, the Atlantic and Pacific Railroad began to lay track westward from Albuquerque and a settlement began to take shape by a small spring on the slope of Mars Hill—the location of the current La Plaza Vieja neighborhood. The small settlement underwent several name changes beginning with Antelope Spring, then Flagstaff, and finally Old Town after the establishment of a new “town” one half-mile east.

In early 1881, entrepreneurial merchants built businesses along the future railroad for the advance parties of lumber workers who were coming to grade and cut ties in the abundant ponderosa forest. By fall of 1881, Flagstaff boasted a population of 200 and swiftly became a wild railroad town filled with saloons, dance halls, and gambling houses. With the arrival of the Atlantic and Pacific Railroad (now the Burlington Northern Santa Fe Railway) in August 1, 1882, Old Town consisted of ten buildings and became an established stop for water. Sheep ranchers used the railroad to transport wool, and cattle ranchers, drawn by the prospect of free or inexpensive land, could now affordably ship their beef to the eastern market.

In advance of completion of the railroad track and subsequent arrival of the train, businessmen such as E. E. Ayers constructed Flagstaff’s largest lumber mill and began shipping lumber within days after the rails arrived. By winter 1882, Flagstaff was a firmly established town with railroad, livestock, and lumber industries, as well as supporting service industries of merchants, cafes, hotels, and saloons to serve the sheepherders, cowboys, lumberjacks, and train travelers.



**Figure 3: Atlantic and Pacific Railroad Depot**

In the early 1880s, the area north of the railroad right-of-way along West Coconino Avenue had served as Flagstaff’s first commercial row. As these early entrepreneurs tended to live near their businesses, residences were constructed here as well, primarily in the areas north (behind) the south-facing businesses (Cline 1976). With the establishment of the Ayer Lumber Company around the same time, Old Town was set to develop as a center of commerce for the area.

In 1883, the railroad moved their depot about a half-mile east of the Flagstaff settlement so their trains

didn’t have to start up on the steep hillside. Local merchants followed the train depot, building a strip of shops, saloons, and hotels along what became known as Front Street. When a post office was established near the new train depot, the settlement assumed the name of “Flagstaff.” As a result, Flagstaff became two settlements: the original site called “Old Town” and the site near the new depot named “New Town.” Old Town had water, but New Town continued to grow with commerce and soon outgrew the older settlement. A catastrophic fire in 1884 practically wiped out all of Old Town, creating a new slate for growth. The mill escaped the devastation and continued to operate, and, combined with the permanent relocation of Flagstaff’s business district with the railroad depot, the void left in Old Town was quickly filled by new homes. With the establishment of the Arizona

Lumber and Timber Company (AL&T) by 1890, the Old Town area would begin to evolve into La Plaza Vieja, a diverse community of the working middle class that would foster the economic and social growth of Flagstaff.

By the early 1890's, Flagstaff's population reached 1,500 and it became the seat of the newly created Coconino County. In the early days water was provided from the Old Town spring and other small area springs, but there was



**Figure 4: Old Town Spring Marker**

not enough supply to fight several large fires that took a hefty toll. A logical solution was to tap the springs in the San Francisco Peaks, but the cost and logistics were not feasible. After a petition was circulated among the citizens, on May 26, 1894, by action of the Coconino County Board of Supervisors, Flagstaff became an incorporated town. This allowed for the sale of municipal bonds to pay for the water project. Lumber quickly grew into the main industry creating local wealthy entrepreneurs, notably lumber magnate Michael Riordan. Three brothers by the names of Michael, Tim, and Denis Riordan formed the Arizona Lumber and Timber Company. Though Denis would soon move on to California, Michael and Tim would remain in the community making essential contributions to Flagstaff's development, including bringing electricity and building nearby Lake Mary, a reservoir servicing the city. In the late 1800's, the lumber mills operating in Flagstaff were the Saginaw Mill, located at Holiday Inn's current location; the Southwest Mill, at its present location; the Babbitt Mill, a small mill operation on the site of the Town and Country Motel; as well as the Arizona Lumber and Timber Company, located on West Coconino Avenue.

As a result of the various industrial developments that occurred during the 1880s, Flagstaff possessed a diverse cultural and ethnic composition by the late nineteenth and early twentieth centuries. The end of World War I revealed a Flagstaff Townsite developed into distinct socioeconomic and ethnic areas with the neighborhoods north of Santa Fe Avenue housing the working and middle class Anglo families. The areas north and south of the railroad right-of-way in the original Flagstaff Townsite (the northern portions of La Plaza Vieja) had developed into a community of primarily New Mexican families, with a few Mexican and Basque immigrants as well. This diverse cultural element represents an important characteristic of Flagstaff's historic legacy.

## LA PLAZA VIEJA COMMUNITY IN THE 20<sup>TH</sup> CENTURY

The Old Town settlement on either side of the railroad tracks became a neighborhood of principally Hispanic families of New Mexico origin. A sizable population of Mexican immigrants was residing in Flagstaff by 1920, as well as a Basque colony—primarily brought to Flagstaff by the sheep trade.

The Hispanic population and its influence upon Flagstaff is well documented. In the 1920 United States Census, of the 784 families in Flagstaff, 245 families, or 30%, were Hispanic. With only two exceptions, all of the Hispanic families resided in the Southside or Old Town areas of Flagstaff. Today, Old Town, or La Plaza Vieja, faces the challenges of older housing stock, many without owner-occupants to care for them, along with an aging infrastructure and rising land costs, which make infill and redevelopment challenging. The families that still own and live in their homes are active community members, desiring the close-knit "family" and neighborhoods of the twentieth century—one of community festivals, Mexican-American cultural gatherings, and interactive neighbors.

## Introduction

One of the earliest La Plaza Vieja families to come to Flagstaff from New Mexico was the Castillo family. Coming to the area in the 1890s, Senin and Genoeba Castillo had four sons in the sheepherding industry. Building their family home at 415 West Tucson Avenue in 1911, Castillo later built a rental home behind the main residence around 1925. The year 1911 also marked Nicholas Baca making his residence at 504 West Tucson Avenue. Baca had traveled from New Mexico in 1905 to become a successful sheep raiser in the Flagstaff area. Also residing in La Plaza Vieja were other families with New Mexican heritage including: Paul Rodriguez, Francisco Gallardo, Abencio



**Figure 5: Arizona Lumber Co., 1890**

Anaya, Andres Chavez, Santiago J. Nuñez, Ambrosio Armijo, Manuel Velasco, Francisco Saiz, Rafael Samora, Benigno Trujillo, and Francisco Gurule (Woodward Architectural Group 1993).

The lumber mills brought many workers to Flagstaff, including a sizeable Mexican population, who first settled in “Los Chantes” or Shantytown, where the current Safeway shopping center on Plaza Road stands. The population of Mexican immigrants in La Plaza Vieja for the first half of the twentieth

century depended largely on the employment needs of the AT&L Company. The Great Depression hit this community and the company hard. Many Mexican immigrants in the neighborhood and larger Flagstaff community returned to Mexico during the 1930s (Vance 1992). Other Mexican families then settled and built homes within the current La Plaza Vieja neighborhood, primarily along West Clay Avenue. One of these families was that of Juan Valdivia and his wife, Rosa, who emigrated from Mexico with their four children in 1908 and constructed a home at 802 West Clay Avenue (Woodward Architectural Group 1993). Many of the homes are still present today and belong to the same family many generations later.

Basques families, rather than living in boarding houses, resided in modest homes, sometimes constructed in a vernacular style inspired by the folk habitation of their homeland in the Pyrenees. While none of the residences in La Plaza Vieja appear to demonstrate this Basque tradition, there were Basque residents living in the neighborhood. One unique example may have been Leandro Archuleta, whose surname is traditionally linked to the Basque province of Guipuzcoa, representing a distinctly New Mexican Basque legacy going back to Juan de Oñate’s 1598 expedition (Pearce 1965). It is believed that Archuleta may have built the residence at 519 West Tombstone Avenue in 1912 (the other possibility is Manuel Velasco, whose last name is also Basque-derived). If Archuleta was the builder of this house, he represents both the Basque heritage and New Mexican legacy prominent in Flagstaff at the time. Maximo Jauregui, also of Basque heritage, was another longtime resident of the area, residing in a house he built in 1930 at 611 West Tombstone Avenue. (Woodward Architectural Group 1993).

**CHAPTER 1: SITE AND AREA ANALYSIS**

*General Vicinity:* La Plaza Vieja is located in central Flagstaff, west of historic downtown, northwest of Northern Arizona University, and bound by the original Route 66. The Burlington Northern Santa Fe Railway (BNSF) bisects the neighborhood. This area includes 108.7 acres.

La Plaza Vieja falls within Marshall Elementary’s school boundaries, and Haven Montessori Charter School, a private preschool and charter elementary school, is located within the neighborhood itself. Middle school students attend Mount Elden Middle School, and high school students attend Flagstaff High School.

**NEIGHBORHOOD BOUNDARIES**

Citizens and businesses involved in the planning process identified and defined their neighborhood boundaries. The group’s consensus of La Plaza Vieja boundaries are identified in Map 1 and generally described as follows: Beginning at Milton Road and Route 66; North to West Coconino Avenue; West on West Coconino Avenue—including the properties on the north side of West Coconino Avenue; South across the railroad tracks and along property boundaries; East along West Chateau Drive to Blackbird Roost; South down Blackbird Roost—including the mobile home park on Blackbird Roost—to Route 66; and then West on West Route 66 to South Milton Road.



**Map 1: Aerial of the La Plaza Vieja Neighborhood Showing the Specific Plan Boundary**

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## SURROUNDING AREA

La Plaza Vieja’s central location relative to downtown Flagstaff (Downtown), Northern Arizona University (NAU), and the Southside neighborhood means that the surrounding area has been the subject of numerous plans and policies. All of these efforts have had different focuses and scope, but they all influence the physical, social, and economic characteristics of the La Plaza Vieja neighborhood.

The proximity of the railroad, South Milton Road, Route 66, and Northern Arizona University present obstacles for maintaining the integrity of La Plaza Vieja. Their influence has always been a part of the neighborhood’s history, and has consistently presented challenges. It is, therefore, essential that this Plan serve the entire neighborhood and the community-at-large. The staff and participants who worked on this Plan acknowledge that there are trade-offs inherent in this effort and that differing opinions may not be completely resolved. Some issues may require future studies to resolve differences and gather more information. Alternatively, they may be left out of the Plan so they can be addressed through a separate city-wide effort.

The effort to develop a Specific Plan for the La Plaza Vieja neighborhood is influenced by planning efforts of the surrounding neighborhoods, corridors, and areas. Transportation connections, land use regulations, and other city policies for these areas need to be compatible and at the same time be tailored to the specific needs of each area. The shaded areas on Map 2 already have an existing master plan, overlay zone, or area plan. Information about overlay zones can be found in the Zoning Code, whereas other items listed are stand-alone plans. The orange line represents a study of the Milton Corridor that has been proposed and is waiting for funding. The Regulating Plan Boundary determines whether property is subject to regulation by a form-based code for a Traditional Neighborhood Community Plan under the Zoning Code (see Land Use for more information).

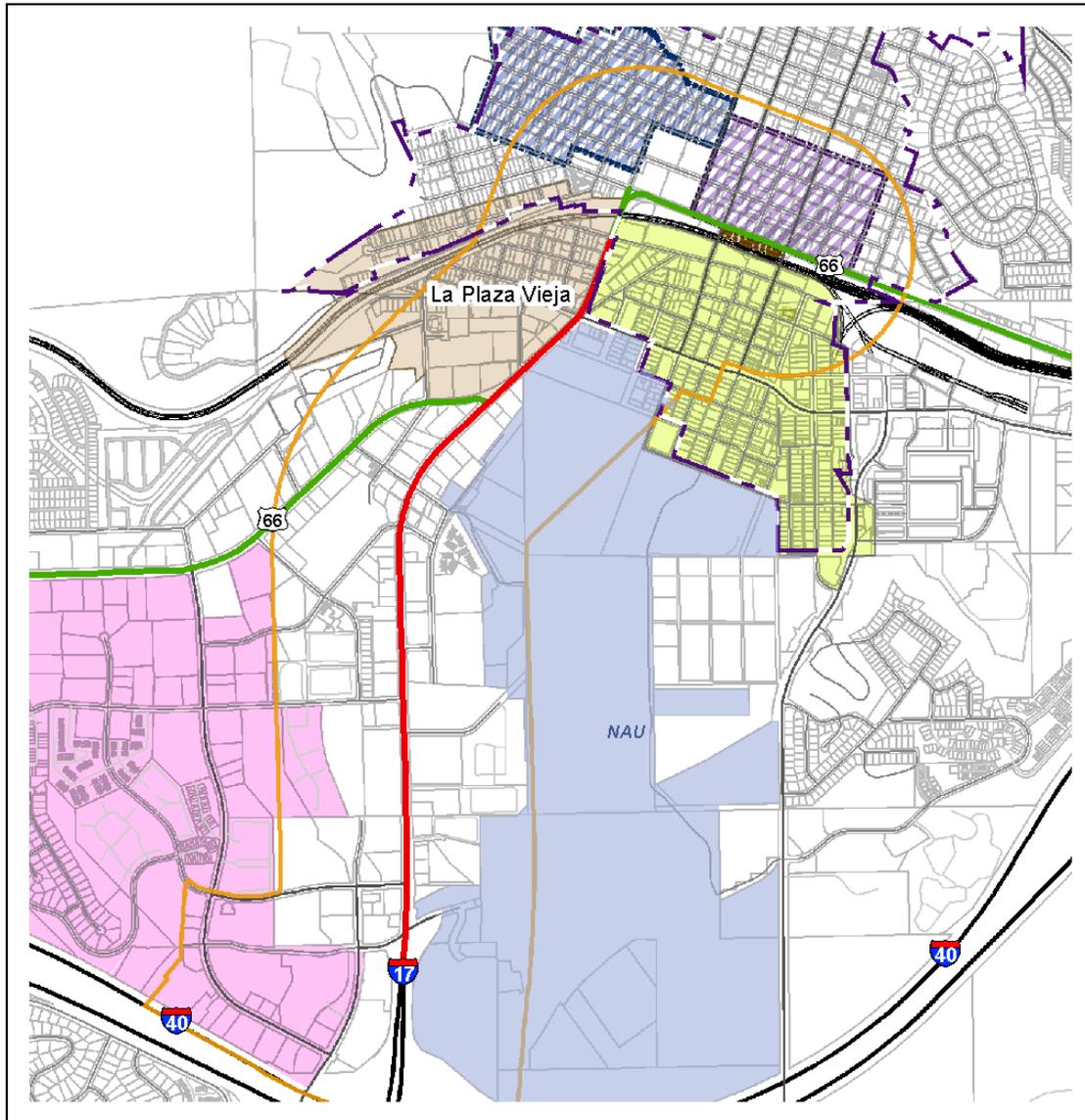
All of these area plans and overlay zones must work in concert to ensure the **Flagstaff Regional Plan 2030**’s goals of compact development, walkable communities, a healthy business environment, affordable housing, and a safe and efficient transportation system for all modes. South Milton Road and West Route 66 are major gateways into the City and are economic engines for the commercial and retail sectors of our economy. These areas provide housing and services that support NAU. Within this modern framework, the neighborhoods in and around the central business district are the foundation of neighborhood character and historic preservation in our City. Holding these in balance is a responsibility of all planning efforts in this area of Flagstaff, not just the La Plaza Vieja Neighborhood Specific Plan.

### Surrounding Area Plans:

Not all of the listed plans are adopted by the City and they have varying degrees of regulatory authority. They are worth listing here because they all provide vision and direction in some way to the area surrounding La Plaza Vieja.

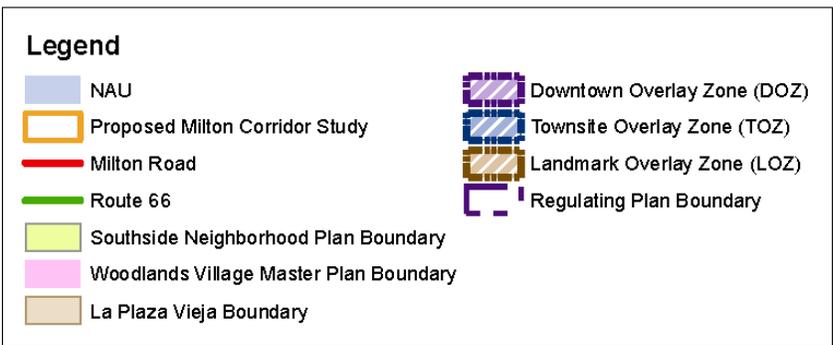
- 2005 Southside Master Plan
- Downtown Management Plan
- Woodlands Village Master Plan
- NAU Master Plan
- ADOT Route 66 Corridor Management Plan
- Townsite Historic District - Historic Overlay District
- Burlington Northern Santa Fe Railway (BNSF)—plans for a third rail and for underpass for pedestrians and bicycles at Florence
- Rio de Flag Flood Control Project – Clay Avenue drainage improvements

Map 2: Surrounding Neighborhood, Corridor, and Master Plans



1:20,000

0 0.25 0.5 1 Miles



## DEMOGRAPHICS AND HOUSING

### QUICKFACTS

2010 Estimated  
Population: 1,072<sup>1</sup>

Population Change since  
2000 Census: decreased by  
12%<sup>2</sup>

Total Housing Units: 572

Average Household Size:  
3.0<sup>1</sup>

Renter Occupied: ~80%<sup>2</sup>

Owner Occupied: ~6%<sup>2</sup>

Vacant: ~14%<sup>2</sup>

Median Household Income  
(family of four): \$31,549<sup>2</sup>

Neighborhood Area: 108.7  
acres

Number of Businesses: 80

#### FOOTNOTES

1. These estimates are made based on extrapolation of Census data for all three tracts that overlap the project area.
2. These estimates are based on the population of Census Block 53452, which incorporates the residential core of the neighborhood. This block excludes Arrowhead Village and the area north of the railroad.

La Plaza Vieja consists of approximately 572 housing units, which are characterized by a high ratio of renter-occupied housing to owner-occupied housing (4 to 1). The low average household income within the neighborhood could be attributed to a combination of retired older generation residents (most likely owner-occupied) and a high percentage of Northern Arizona University students. Census information also reports that a number of units do not have kitchen or bathroom facilities.

### PEOPLE



Figure 6: Kimberly Melchor (left) and Mr. Baca (right)

La Plaza Vieja has a higher percentage of Hispanic residents than Flagstaff as a whole. Within the Hispanic community, there is a mix of families that are new to Flagstaff who were drawn to the neighborhood for affordability, location, and cultural similarities, as well as families that have lived in the neighborhood for generations. Often, in the latter group, multiple generations have occupied the same residence. This network of cultural and family relationships is essential to maintaining La Plaza Vieja's character.

The demographics of La Plaza Vieja show a younger population (over 50% under 24 years old). The bulk of younger residents are likely renters, but a majority of homeowners are older residents.

Figure 7: Population by Age in La Plaza Vieja

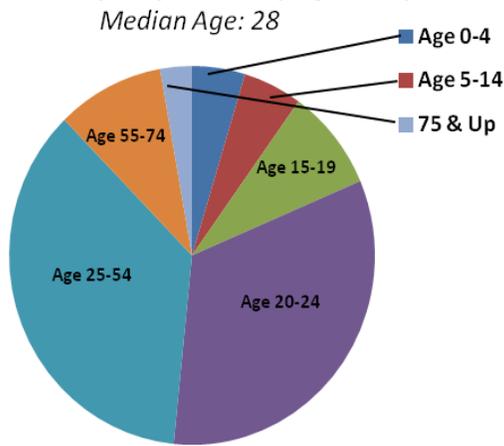
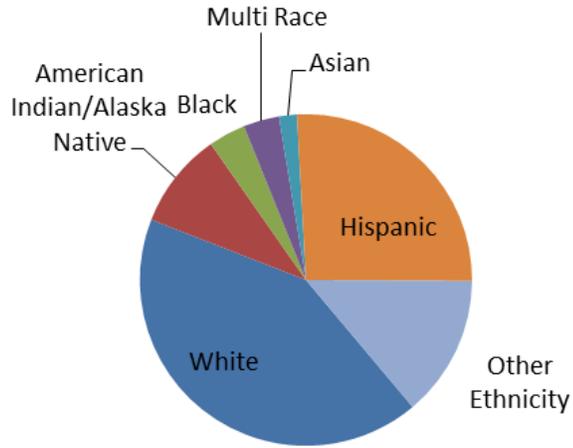


Figure 8: Race and Ethnicity in La Plaza Vieja



*Data was taken from Central La Plaza Vieja, giving it a rough estimate for entire neighborhood*

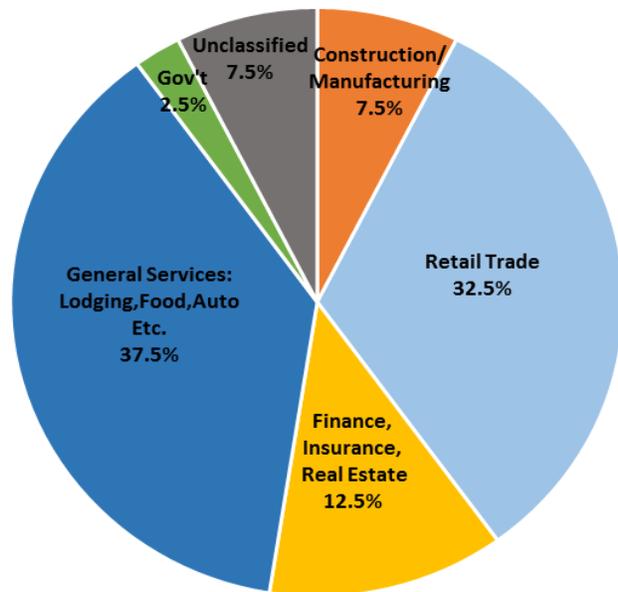
MARKET ANALYSIS

According to the City’s records, there are approximately 80 businesses within La Plaza Vieja and the surrounding area. A number of these businesses could be home-based businesses, or businesses that no longer exist. Businesses have employees, customers, and vehicular access needs, from large delivery trucks to motorcycles. Customer parking currently does not cause conflicts, although there are infrequent reports of ballpark traffic that interferes with Clay Avenue businesses, and the distinction between Chateau Lane and Blackbird Roost business parking is unclear.

Table 1: Neighborhood Businesses by Street

<b>Clay Avenue</b>	Natural Grocers; Highland Country Inn; Haven Montessori Charter School; Canyon Explorations Expeditions; Shine & Clean Janitorial; Clay Avenue Car Wash
<b>Malpais Lane</b>	Dept. of Economic Security; College America; Smoketree Ranchers; McCracken Realty
<b>Blackbird Roost</b>	Aspen Landscape; Pro Clean; Eurogeek Motorsports; Vintage Off-Road; Rick’s Custom Cycles & Graphics; Ace Automotive; Route 66 Auto Body; Auto Rehab; Mountain Toppers Campers; University Roost Apartments; PLS Stone Masonry Inc.; Consolidated Investment
<b>West Route 66</b>	Batteries Plus; Ogden’s Cleaners; Cash Advance; Super 8 Motel/Conference Center; Barnes & Noble
<b>Milton Road</b>	Mike & Rhonda’s “The Place”; Golden Memories Antiques; Overdrive Printing Services; Summit Divers; Papa John’s Pizza, The “L” Motel; Canyon Inn; Jack-in-the-Box; Dairy Queen; Rodeway Inn; Northern Arizona Stone Creations
<b>Coconino Avenue</b>	Mountain Country Tools; Aspen Digital Printing; Northland Research Inc.

The two largest business sectors in La Plaza Vieja are retail trade and general services, which include lodging, food/dining, and automotive and automotive service. Other business types and subsectors in the area include



**Figure 9: Business Types by Sector**

finance, insurance, real estate, construction, small-scale manufacturing, government services, and some businesses that are listed as “unclassified.” There is a large quantity of home-based businesses and businesses for rental properties in the interior of La Plaza Vieja that do not have store fronts. A number of businesses have recently completed renovations or have been redeveloped, including Natural Grocers and College America. The largest business sector within the neighborhood is general services. The businesses located along Route. 66 and the south end of Blackbird Roost and Milton Road are primarily fast food restaurants and diners, hotels, and automotive services, along with a few other household and retail services. Due to flooding and the age of the structures, several of the historic inns have water damage or have suffered from lack of maintenance. The interior commercial areas of Blackbird Roost, Clay Avenue, Malpais Lane, and Coconino Avenue have a variety of retail,

government services, construction, real estate, and insurance businesses. The existing diversity of uses defines the character of La Plaza Vieja as an established traditional mixed-use neighborhood.

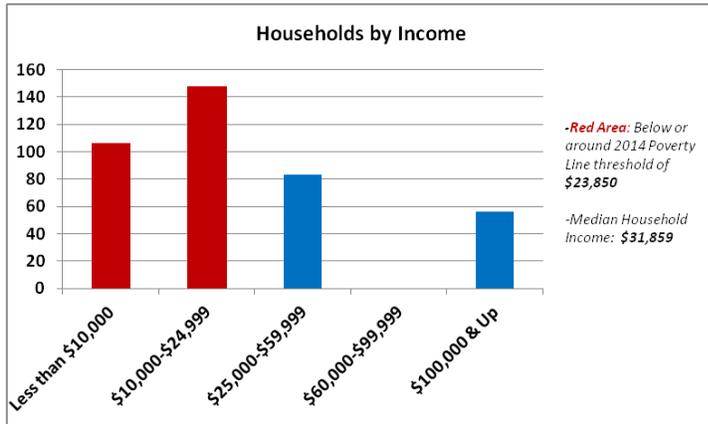
Most daily needs for residents are within a convenient walking distance from the neighborhood. Natural Grocers acts as the local grocery store due to its close proximity. Haven Montessori Charter School is located within La Plaza Vieja, providing a convenient walk for students attending. Other businesses easily accessed from the area include a variety of restaurants, fast food, automotive stores, general retail, and personal services. Although other retail and general services are within a quarter mile walking distance, pedestrians coming from La Plaza Vieja will sometimes have to cross either Milton Road or West Route 66. Crossing these roads can be frustrating and perceived as unsafe due to traffic congestion, lack of sidewalks or crosswalks, and poor maintenance of walkways. Making left turns into and out of the neighborhood except at Clay Avenue and Milton Road, which is a controlled intersection, can also be difficult for residents and customers (for more on walkability and traffic, please see Transportation). Therefore, businesses that depend on convenience as a factor to attract customers are less likely to use the interior commercial areas of La Plaza Vieja.

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## HOUSING

La Plaza Vieja has some of the oldest housing units in Flagstaff in varying conditions. Of the current 480 units, the owner-occupancy rate for the neighborhood is 6% while the rental-occupancy rate is 80% (see Quick Facts - page 4). This data shows a 14% vacancy rate in these units in addition to vacant lots from buildings that were once demolished. This high vacancy rate was determined in 2010 at the time of the housing crisis. A 14% vacancy rate is historically unusual for La Plaza Vieja given its proximity to the university. However, there are also newer apartment buildings and ranch style homes dispersed throughout the neighborhood.

**Table 2: La Plaza Vieja Households by Income**



While its location would be ideal for the building of new homes, apartments, and affordable housing, the cost of land in this neighborhood has made it difficult to develop in the past. The medium income for a family of four in La Plaza Vieja is lower than the City of Flagstaff as a whole; \$31,549 and \$60,200 respectively (2010 Census). La Plaza Vieja would greatly benefit from more affordable housing. There are several open lots within this neighborhood, but they have been priced above the market value, need rezoning to allow the development of housing, or they border the train tracks and prove difficult to

develop because of noise mitigation requirements if federal or state funding is utilized (a common occurrence in the creation of affordable housing).

La Plaza Vieja faces very unique housing challenges largely linked to its location and historic importance to Flagstaff. Much of the existing housing stock has had ownership passed down from generation to generation and is considered historic (over 50 years old), but the condition of the buildings is sometimes poor.

The other challenge faced by La Plaza Vieja is its proximity to the large rental market in Flagstaff that surrounds the Northern Arizona University campus. Most of the newly built housing is not for sale, but rather becomes rental units to fit the needs of the increasing number of students concentrated within this area of Flagstaff.

Over 50% of the population of La Plaza Vieja is under 24 years of age, and over half of that is between the ages of 20-24 (see Quick Facts – page 4). The proximity to Northern Arizona University’s campus has made La Plaza Vieja appealing to developers for future student-housing development. Although this type of development is enticing to developers, residents of La Plaza Vieja have voiced concerns about its negative potential impact on the preservation of this historic area and influence on the current community character.

**Figure 10: Existing Home Built in 1920 and Infill Housing on Tombstone Avenue**



## HISTORIC RESOURCES

La Plaza Vieja presents a unique historic environment as at least twelve of the historic residences have been moved from their original locations to where they stand today. Eight of these houses were built around the turn of the century and served as employee housing for the Arizona Lumber and Timber Company, which was historically located outside the current boundaries of the neighborhood. The eight residences, one of which has been demolished since the original inventory in 1993, were moved after the closing of the mill in the early 1950s and placed along the south side of West Clay Avenue. Additionally, one residence was moved within the neighborhood on the same street (West Tucson Avenue), with another possibly moved sometime after its construction in the mid-1940s, but from where is unknown (Woodward Architectural Group 1993).

The styles of architecture represented in La Plaza Vieja are similar to those in other areas of Flagstaff that historically coincided with large-scale, national trends. In particular, these style movements included the national or vernacular folk tradition (1850–1930), the Craftsman bungalow (1905–1930), and the Minimal Traditional type (1935–1950) that became a popular design of post-World War II houses (McAlester 2013). Locally, these style trends appeared in La Plaza Vieja between ca. 1901 to ca. 1954.

In 1992, the portion of La Plaza Vieja south of the railroad tracks was inventoried for historic resources as part of an application to the State of Arizona for a National Register Historic District. Based on information gathered at that time, 53 properties were inventoried as having historic potential; however, there may presently be additional buildings that qualify for historic designation. Significant remodeling or alterations of the structures and lack of maintenance have contributed to the State Historic Preservation Office ruling that the area does not rise to the level of a historic district. Since the 1992 inventory some of the properties have been destroyed, some have been restored, and some further altered. Map 3 shows the location of the remaining structures that were part of the 1992 inventory and identifies other structures that may potentially be historic resources but need further evaluation.

Two areas of La Plaza Vieja stand out as residential streets with contiguous historic and compatible structures: Clay Avenue and Tucson Avenue. Both streets have at least one block where the majority of the structures have been inventoried and have historic integrity, but their condition is variable.



**Figure 11: Malpais Facade  
Typical of Historic Single  
Family Cottages**

The homes on Clay Avenue were moved from their original locations in the early 1950's and are the last remaining examples of AL&T workforce housing in the City. All built between 1892 and 1901, these residences are primarily national/vernacular cottages, designed with a T-shaped layout, intersecting gable roof with enclosed eaves, and weatherboard or clapboard siding. Stucco was applied to some of the residences. A few of these residences experienced alterations that added Craftsman-style details, such as exposed rafters, with California-style bungalow inspirations of offset entryways and stucco exteriors (McAlester 2013).

One of these AL&T company houses is an example of an early vernacular cottage, built around 1892. A basic house with simple form, it is a unique example of the “double-ell” cottage popular in other neighborhoods in Flagstaff at the end of the nineteenth century. The symmetrical front gables are separated by a shed-roofed porch between the modestly styled ells (Woodward Architectural Group 1993). Another house unique in its design is the AL&T company house now at 907 West Clay

Avenue. With its massed-plan layout, this box-shaped residence has a hipped pyramidal roof, demonstrating the pyramidal family of the national folk housing tradition (McAlester 2013).



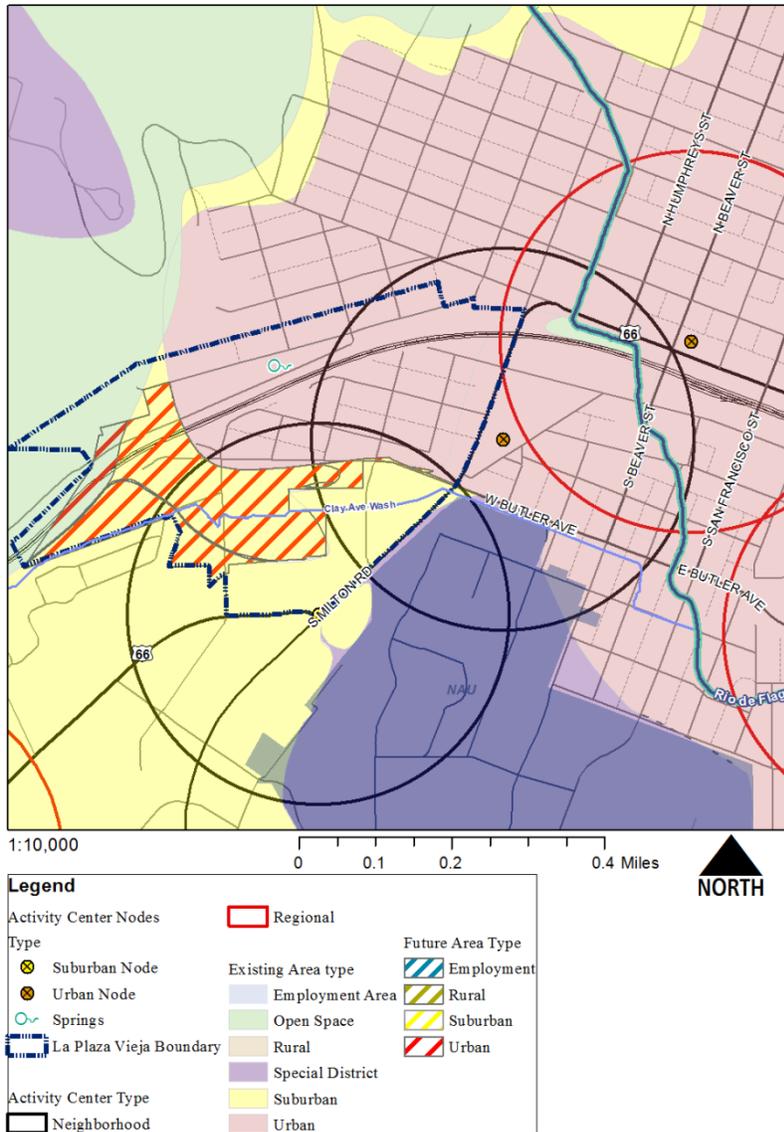
Map 3: Historic Subdivisions and Buildings Inventoried for Eligibility



Figure 12: Adaptive Reuse of the Historic Armory on Clay Avenue

LAND USE

REGIONAL PLAN

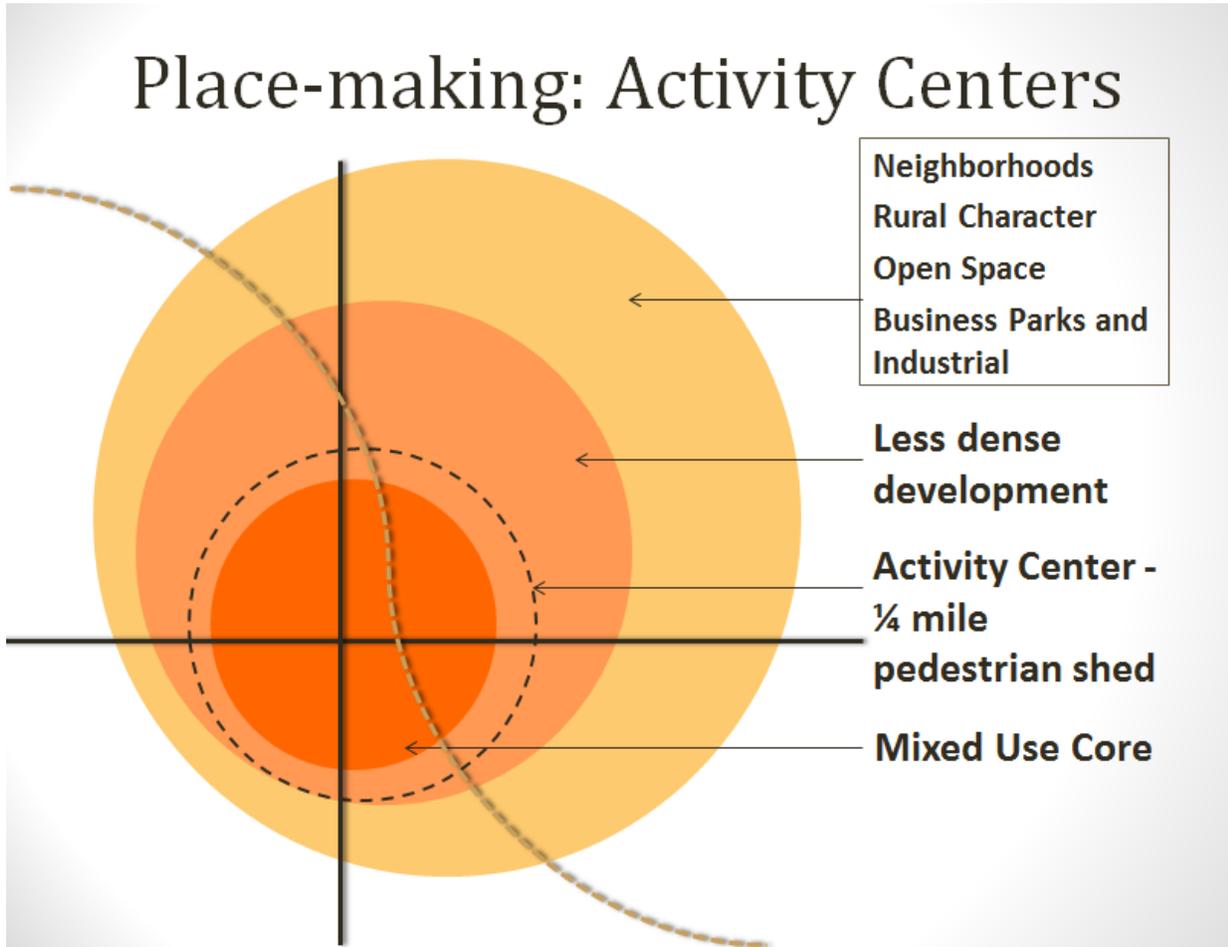


Map 4: Future Growth Illustration (From FRP30)

La Plaza Vieja is an established mixed-use neighborhood. Existing land uses include commercial, residential, institutional, and parks. The diversity of land uses enhances the organic feel of a “neighborhood” in the interior of the area; however, the parcels that front Route 66 and South Milton Road are commercial and highway-oriented businesses, such as automotive, tourism, food, and hotel businesses. The part of the neighborhood north of Clay Avenue has a gridded street system and south of Clay Avenue there is a larger block road system.

In the *Flagstaff Regional Plan 2030*, two activity centers were identified adjacent to La Plaza Vieja. The juxtaposition of these two environments is beneficial and allows for residents to be within walking distance of their daily needs. The current configuration of these land uses and connectivity between them, however, needs to be reexamined in order to meet the desired conditions of an activity center that provides a pedestrian-oriented environment. The corner of Butler Avenue and South Milton Road is identified in the Plan as a neighborhood-scale urban activity center, and the intersection of South

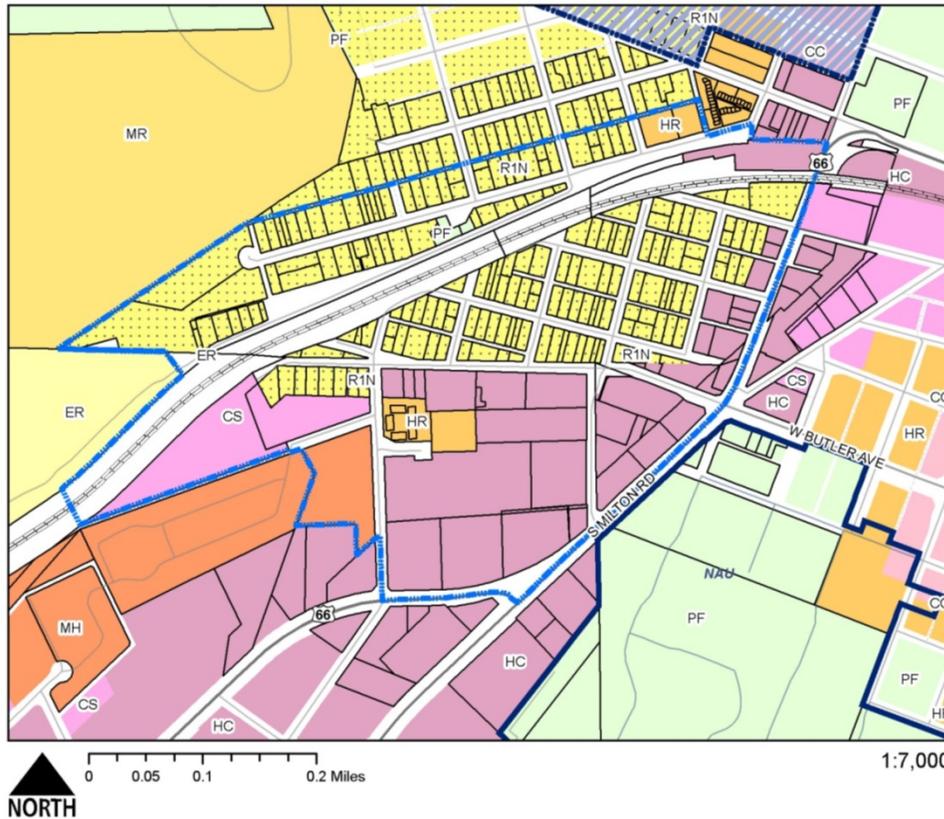
Milton Road and West Route 66 is identified as a neighborhood-scale suburban activity center. Each activity center is made up of a commercial core that can be extended along corridors (South Milton Road and Route 66), and a pedestrian shed (the circle). Within the commercial core and along corridors, mixed use and higher densities are encouraged and are expected to transition to the characteristics of the surrounding neighborhood within a quarter mile of the activity center (see Figure 13). Almost all of La Plaza Vieja falls within a quarter mile of these activity centers, except for the western ends of lower and upper Coconino Avenue.



**Figure 13: Illustration of the Relationships between Activity Centers and Place-making**

The Future Growth Illustration in *FRP30* also identifies a future urban area type in the western half of Clay Avenue and along Blackbird Roost, which would transition into a more urban building form and street pattern as the area is redeveloped. These area types in the Regional Plan indicate that La Plaza Vieja has been identified as an area of the City that is expected to transition into a more urban place. Typically, this would be achieved by moving buildings closer to the street with more building frontage and lot coverage, and breaking up large suburban blocks into a smaller block size with public streets and possibly on-street parking. The transition to urban and mixed use is not intended to replace the distinctive neighborhood context or identity, but to identify areas where there is potential to meet the Regional Plan goals and policies. Achieving these goals within the context of La Plaza Vieja's character is a major objective of the Specific Plan.

ZONING



Map 5: Zoning Map of Neighborhood and Surrounding Area

The current zoning for La Plaza Vieja is primarily Single-Family Residential Neighborhood (R1N) and Highway Commercial (HC) Zoning. There are two areas with High Density Residential (HR) Zoning, one designated for Commercial Services (CS) and one Manufactured Home (MH) park.

R1N allows single-family attached and detached houses at a slightly higher density and with smaller setbacks than the R1 zone. It allows building heights up to 35 feet. Commercial uses except for home occupation are very limited in this zone.

HR allows 13 to 29 units per acre and building heights up to 60 feet. MH allows up to 11 units per acre and building heights up to 30 feet.

HC is intended to promote a full range of automobile-oriented services and residential development above and behind commercial buildings. This zone permits the widest variety of commercial uses of any commercial zone. The zone allows small setbacks, a Floor Area Ratio (FAR)<sup>2</sup> of 3.0 (see Appendix 3 for explanation of FAR) and building heights up to 60 feet. Buildings over 60 feet in height can be approved with a conditional use permit (CUP).

<sup>2</sup> Floor Area Ratio is a measure of intensity for non-residential buildings. It is the total useable area of the building divided by the gross area of the lot.

CS is intended to promote service industries and support activities necessary to maintain viable commercial retail trade centers. It allows for residential development above and behind commercial buildings. CS zone allows small setbacks, a Floor Area Ratio of 2.0, and building heights up to 60 feet. Buildings over 60 feet in height can be approved with a conditional use permit. Residential uses located above commercial are not included in the allowed FAR or building heights for commercial zones.

**Table 3: Current Density/Intensity and Build-out Potential by Zoning Category**

Zone	Acres	Current Density/Intensity	Potential Build-out Density/Intensity
HC	23.2	0.27 FAR	3.0 FAR
CS	6.2	0.1 FAR	2.0 FAR
R1N	31.4	7.12 units per acre	2-14 units per acre
HR	2.5	12.8 units per acre	13-29 units per acre
MH	3.1	17 units per acre	11 units per acre
Other	42.2	NA	NA

The entitlements associated with these zoning categories come into conflict along Clay Avenue where the north side of the street is R1N and the south side is HC. The current uses on the south side of Clay Avenue are a grocery store, a school, an outfitter-guide business, a City park (that has not been rezoned), and a few single-family homes. All of these current uses

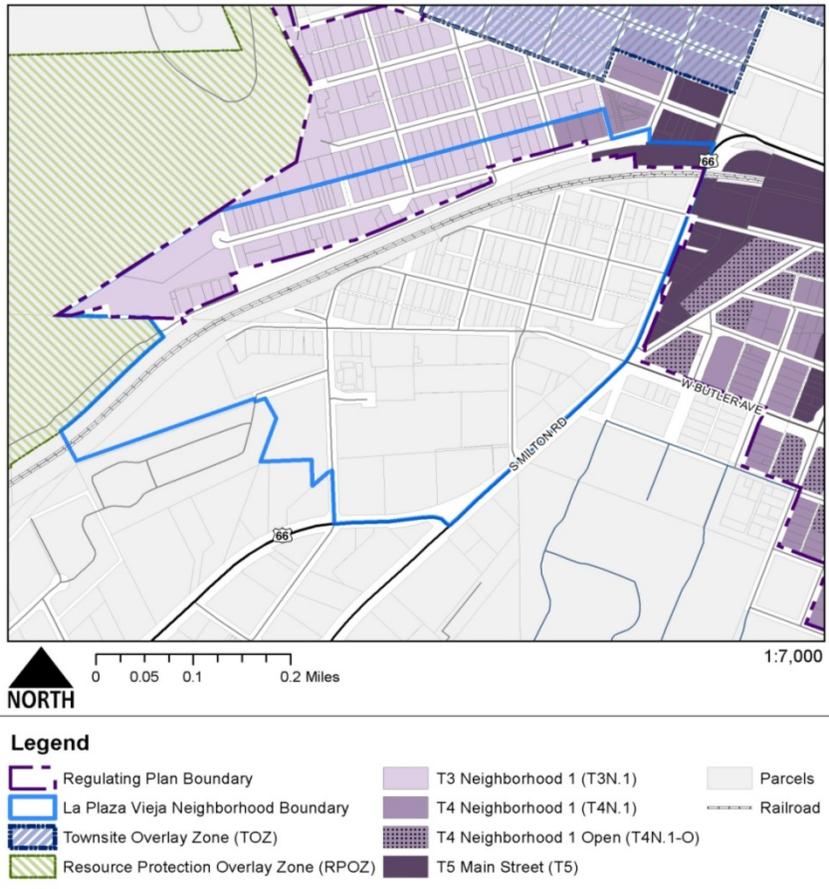
are appropriately scaled for the neighborhood character. If they were redeveloped using most of their existing entitlements, the buildings and forms on the north and south sides of the street would be incongruous. For instance, the FAR of the Highway Commercial properties in La Plaza Vieja is currently 0.27, and in evidence there are very few two-story commercial buildings located in the neighborhood. This means that generally about 25% of the lot is covered by existing buildings. The Zoning Code allows for approximately 20% of the neighborhood area to be developed up to an FAR of 3.0 (see Table 3). The potential twelve fold-increases in commercial area within La



**Figure 14: Illustration of Build-out Using Current Standards**

Plaza Vieja have been limited because of construction requirements within the 100-year floodplain. Once the larger Rio de Flag Flood Control Project is completed, the entire 100-year flood event would be confined to the underground culvert and channel, and this would allow for greater commercial and mixed-use intensities to be developed in La Plaza Vieja using existing entitlements. Figure 14 exemplifies a development project that has maximized the HC zoning entitlements.

Residential densities in La Plaza Vieja are generally in line with what is allowed by current zoning; except for the Arrowhead Village Mobile Home Park on Blackbird Roost, which is higher density than what is allowed under current zoning. This mobile home park predated the Zoning Code and is therefore able to operate at this density.



**Map 6: Transect Overlay Map of the Neighborhood**

to increased density. However, the T3N.1 zone only allows for a limited number of residential building types and would not allow duplexes unless the use existed on the property prior to enactment of the Zoning Code. Transect zoning more heavily regulates the layout and appearance of structures. For example, front porches are required in T3N.1 and accessory units and parking must be behind the primary structure.

In 2011, the City of Flagstaff updated its Zoning Code and provided an option for some areas to use “transect zones” for redevelopment projects. Transect zones are part of a form-based code which focuses on the physical design of buildings on a property instead of uses. Each transect zone has its own unique rules for physical design that address such issues as building placement, streetscape design, and setback requirements. The transect zones apply to properties within the Regulating Plan Boundary. The part of La Plaza Vieja that is north of the tracks is within this boundary, which means that property owners who want to redevelop may elect<sup>3</sup> to use a transect zone rather than conventional (“non-transect”) zoning.

Transect zoning allows for smaller lot sizes, which can generally lead

<sup>3</sup> Once a property uses transect zoning for infill or redevelopment, it cannot use conventional zoning at a later time.

## TRANSPORTATION

### ROADS

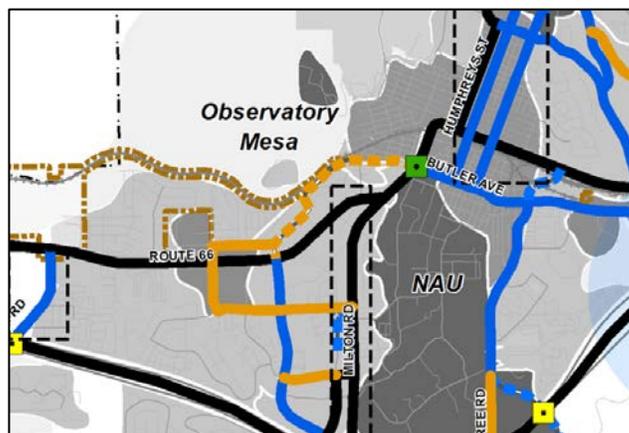
The existing road system in and around La Plaza Vieja consists of major arterials (South Milton Road and Route 66), minor collectors (Clay Avenue, Malpais Lane, Blackbird Roost), local neighborhood streets (i.e., Tombstone and Tucson Avenues), and alleys.

Both South Milton Road and West Route 66 are Arizona Department of Transportation (ADOT) jurisdictional roads, and the intersection is one of the most congested in Flagstaff. The congestion on these roads has impacted the ability of La Plaza Vieja residents to move in and out of the neighborhood on foot and by vehicle. Blackbird Roost and West Route 66 is not a signalized intersection but is frequently used in conjunction with Clay Avenue as a bypass when the intersection at Milton Road and West Route 66 is congested. This intersection is also frequently used as a pedestrian crossing by residents going to the pharmacy, shopping, restaurants, or grocery stores.

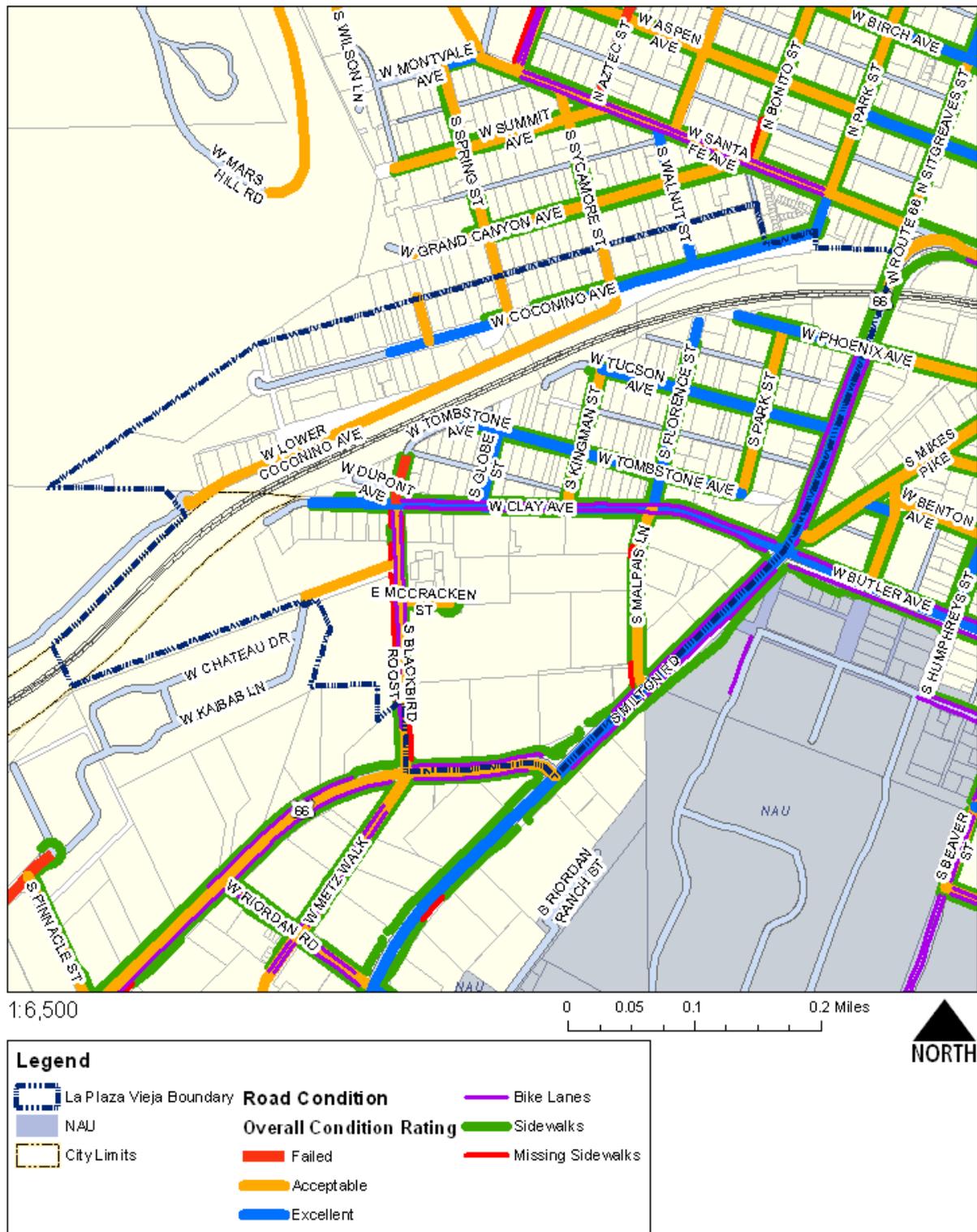
In the interior of La Plaza Vieja, road conditions have recently been improved by the water and sewer project funded by the 2010 tax collection ballot which also updated water and sewer lines (see Map7). Through this project, neighborhood traffic circles were installed at four intersections to slow traffic cutting through La Plaza Vieja's residential areas. Traffic overall is fairly light, but there have been concerns raised about providing a safe crossing near the school and park for residents.

### The Regional Plan Road Network

Because of the congestion issues and evidence of cut-through traffic, the Flagstaff Regional Transportation Plan and Flagstaff Regional Plan 2030 have proposed a road extension that connects the intersection of Butler Avenue and South Milton Road to Kaibab Lane and Woodlands Village Boulevard. The Flagstaff Metropolitan Planning Organization's Regional Transportation Plan identifies this as a conditional future road, which means that it needs further analysis before the City decides to pursue it or not. LPVNA has opposed this concept because they are concerned that the challenges for bicyclists and pedestrians on Milton Road and Route 66 would be extended further to the interior of the neighborhood by making this connection. In conjunction with a package of transportation improvements that are being considered on Milton Road, the FMPO conducted modeling of Clay Avenue. The modeling was inconclusive as to whether the extension would relieve congestion, but further study is needed to confirm whether or not the road would benefit the regional transportation system and if the traffic volumes that would be moved to Clay Avenue could be mitigated.



**Map 7: Close-Up of Future Road Network (from the FRP30)**  
*Black roads denote freeways; Blue denotes Circulation; and Orange denotes Access. Dashed lines are future roads.*



Map 8: Road and Sidewalk Condition (2014)

## TRANSIT

In the past, Clay Avenue and Blackbird Roost were frequently used for area bus routes because the connection center was located on Malpais Lane. Complaints about the frequency and noise caused by bus traffic and the relocation of the connection center to Southside resulted in buses being routed along Milton Road and West Route 66. La Plaza Vieja still benefits from relatively close proximity to the Downtown Connection Center, without the impacts associated with the connection center being within the neighborhood boundaries. Currently there are three bus routes that use Milton Road between Butler Avenue/Clay Avenue and West Route 66, with frequencies between 20 and 60 minutes. It may be possible to move one of these lines to Clay Avenue to provide better transit access for the Haven Montessori Charter School, ballpark, and neighborhood residents. This would also provide a better car-alternative to NAU students, who are tenants in the neighborhood but have classes on central and south campus.



**Figure 15: Examples of NAIPTA Bus Shelter**

## FUTURE TRANSPORTATION OPTIONS IN LA PLAZA VIEJA

An important step in any transportation planning process is a robust consideration of alternatives. Congestion in and around La Plaza Vieja has been a concern for decades and many options have been considered. As part of updating the Regional Transportation Plan, the Flagstaff Metropolitan Planning Organization is conducting traffic simulations for options in this area, including:

- **Widening of Milton Road to six general purpose lanes;**
- **Adding outside lanes for bus, bike, and left/right turns;**
- **A traffic signal at West Route 66 and Blackbird Roost;**
- **McCracken Street connection and extension as an alternative to the Clay Avenue extension; and**
- **Clay Avenue configuration alternatives using various mitigation techniques.**

Traffic simulations test the assumptions and possible outcomes of these alternatives. La Plaza Vieja's Neighborhood Specific Plan may also be considered; but ultimately, decisions about transportation alternatives are made in corridor plans and studies.

Northern Arizona Intergovernmental Public Transportation Authority (NAIPTA) is also looking at options to improve transportation service in La Plaza Vieja and regionally. Transit improvements along Clay Avenue may include shelters and bus pullouts. Shelters may be located close to the curb and street or setback behind the sidewalk depending on the site and landscaping. Bus pullouts may be shared space with travel lanes, or they may be dedicated right turn and bike lanes if there is additional shoulder space. A bus pullout may also be located where there is currently on-street parking. The relocation of a bus route and associated improvements is not dependent on a Clay Avenue extension. Improvements to the pedestrian and bicycle network also strengthen transit access as they increase mobility to and from bus stops.

## PEDESTRIAN ENVIRONMENT

Sidewalks are present along both sides of most streets in La Plaza Vieja. Exceptions include:

- The west side of Blackbird Roost between Clay Avenue and Route 66;
- The north side of Phoenix Avenue for the first half-block west of Route 66;
- Two short segments on the west side of Malpais Lane, south of the Haven Montessori Charter School driveway and across the frontage of Dairy Queen; and
- At the ends of several streets – Clay Avenue, Tombstone Avenue, Phoenix Avenue, and Florence Street – where the street dead-ends into BNSF right-of-way.



**Figure 16: Clear Sidewalk and Neighborhood Traffic Circles Improve Walkability on Florence Avenue**



**Figure 17: Example of Poor Walkability along South Milton Road**

- None of the sidewalks within La Plaza Vieja or on perimeter streets have a parkway strip between the street and the sidewalk. Curb ramps are present at most intersections and have been recently replaced to better conform to Americans with Disabilities Act (ADA) standards. In 2008, the City and ADOT conducted a walkability audit in La Plaza Vieja with residents and community leaders from the neighborhood. The audit yielded a number of significant observations about the neighborhood's pedestrian environment.
- There is a significant difference in walkability between the streets on the interior of La Plaza Vieja and streets on the perimeter. Milton Road and Route 66 carry a lot of traffic, which can move quickly at times, and the absence of parkways places pedestrians uncomfortably close to the traffic. Walkability on streets within La Plaza Vieja is generally good.
- Crossing Milton Road and Route 66 is difficult and creates a barrier for pedestrians on two sides of the neighborhood: both streets are wide, and large curb radii at intersections adds to crossing distance; there are only two intersections along the perimeter streets with crosswalks and traffic/pedestrian signals (Clay Avenue/Butler Avenue/Milton Road and Milton Road/Route 66), and at both of those intersections pedestrian crossing is prohibited on one leg of the street; distances between crossings are long and it is difficult for pedestrians to cross mid-block or at non-signalized intersections.
- The crossing for pedestrians at Route 66 and Blackbird Roost/Metz Walk is difficult as a result of the speed and volume of traffic, a high number of turning vehicles, the width of the road, and the lack of crossing facilities for pedestrians. The problem is complicated because there is a large retail area south of Route 66 that is a draw for La Plaza Vieja residents and would otherwise be within easy walking distance.



alignment for the trail through the neighborhood. As a result, on-street links are planned to connect trail segments and create a continuous route. All of the streets – Florence, Malpais, and McCracken – are low-volume, low-speed residential streets that are suitable for cyclists and have sidewalks for pedestrians.

## PEDESTRIAN AND BICYCLE CRASH DATA

Between 2001 and 2012 there were a total of 11 crashes involving pedestrians and 23 crashes involving bicycles in La Plaza Vieja and on the perimeter streets.

**Table 4: Location of Pedestrian and Bicycle Crashes**

	<i>Pedestrian</i>	<i>Bicycle</i>
Milton/Butler	2	6
Route 66/Milton	4	2
Milton/Malpais	1	5
Route 66/Blackbird	1	1
Milton/Phoenix	1	1
Milton/Tucson	0	1
Florence/Tombstone	1	0
Milton (mid-block)	0	6
Route 66 (mid-block)	0	1
Blackbird (mid-block)	1	0

Locations with the most crashes include the intersection of Milton Road and Butler Avenue (eight total pedestrian/bicycle crashes), Route 66 and Milton Road (six total crashes), and Milton Road and Malpais Lane (six total crashes). There were also six bicycle crashes at mid-block locations along Milton Road adjacent to La Plaza Vieja.

Crashes were more likely to occur at intersections than mid-block, and on busy perimeter streets rather than on the interior of La Plaza Vieja. Ten of 11 pedestrian crashes, and 16 of 23 bicycle crashes, were at intersections. Only two of 11 pedestrian crashes, and none of the bicycle crashes, occurred on interior streets in La Plaza Vieja.

**Table 5: Severity of Crashes**

	<i>Pedestrian</i>	<i>Bicycle</i>
Fatal	0	0
Incapacitating	1	1
Non-incapacitating	3	8
Possible injury	4	5
No injury	3	9
<b>Totals</b>	<b>11</b>	<b>23</b>

Injuries resulting from these crashes were typically fairly minor; seven of the 11 pedestrian crashes were reported as possible or no injury, as were 14 of the 23 bicycle crashes. Three pedestrian crashes and eight bicycle crashes reported non-incapacitating injuries. Incapacitating injuries occurred in one pedestrian crash at the intersection of Route 66 and Blackbird Roost, and one bicycle crash at Route 66 and Malpais Lane. There were no fatal pedestrian or bicycle crashes in La Plaza Vieja.

\*

INFRASTRUCTURE AND NEIGHBORHOOD SERVICES

Supplying water, treating wastewater, controlling stormwater, and providing electric, gas, and fiber optic cable are essential for urban neighborhoods.

WATER AND WASTEWATER



Map 10: Water and Sewer Utilities

Through a 2010 tax initiative, water and sewer lines within La Plaza Vieja have been up-sized, in many cases replacing infrastructure that was 50-75 years old. La Plaza Vieja is not piped for reclaimed water use; therefore, landscaping must use either rainwater harvesting or drinking water for irrigation. With the below ground improvements, sidewalks and streets were replaced with new curb, gutter, and sidewalk. The project also included three mini-traffic rounds in the neighborhood that are designed to slow down cut-through traffic on residential streets (see Transportation for more information). The remaining utility issue in La Plaza Vieja is that the parcels of land that are immediately west of upper and lower Coconino Avenue, due to the elevation of the parcels, would require an extension of the Zone “A” water line from the Flagstaff Mesa development to the west in order to be developed.

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## PUBLIC SAFETY

In terms of public safety and service districts, La Plaza Vieja is part of:

- Police – North of tracks: Beat 20; South of tracks: Beat 11.
- Fire – Fire Station #1 serves south of tracks; Fire Station #2 serves north of tracks. Response times are approximately four minutes from dispatch.
- Trash collection – Trash is picked up once per week. Curbside recycling is picked up once per week. Curbside glass pick-up is available for an additional fee. Glass recycling is located within one half mile of most residences at 116 West Phoenix Avenue. Bulk pick-up occurs once per month, except in **February**.

The entire La Plaza Vieja neighborhood is within Flagstaff's Wildland-Urban Interface. Homeowners are requested to maintain a clean property and adhere to recommended FireWise principles and practices to help ensure a reduced fuel source for fires and increased overall community protection.

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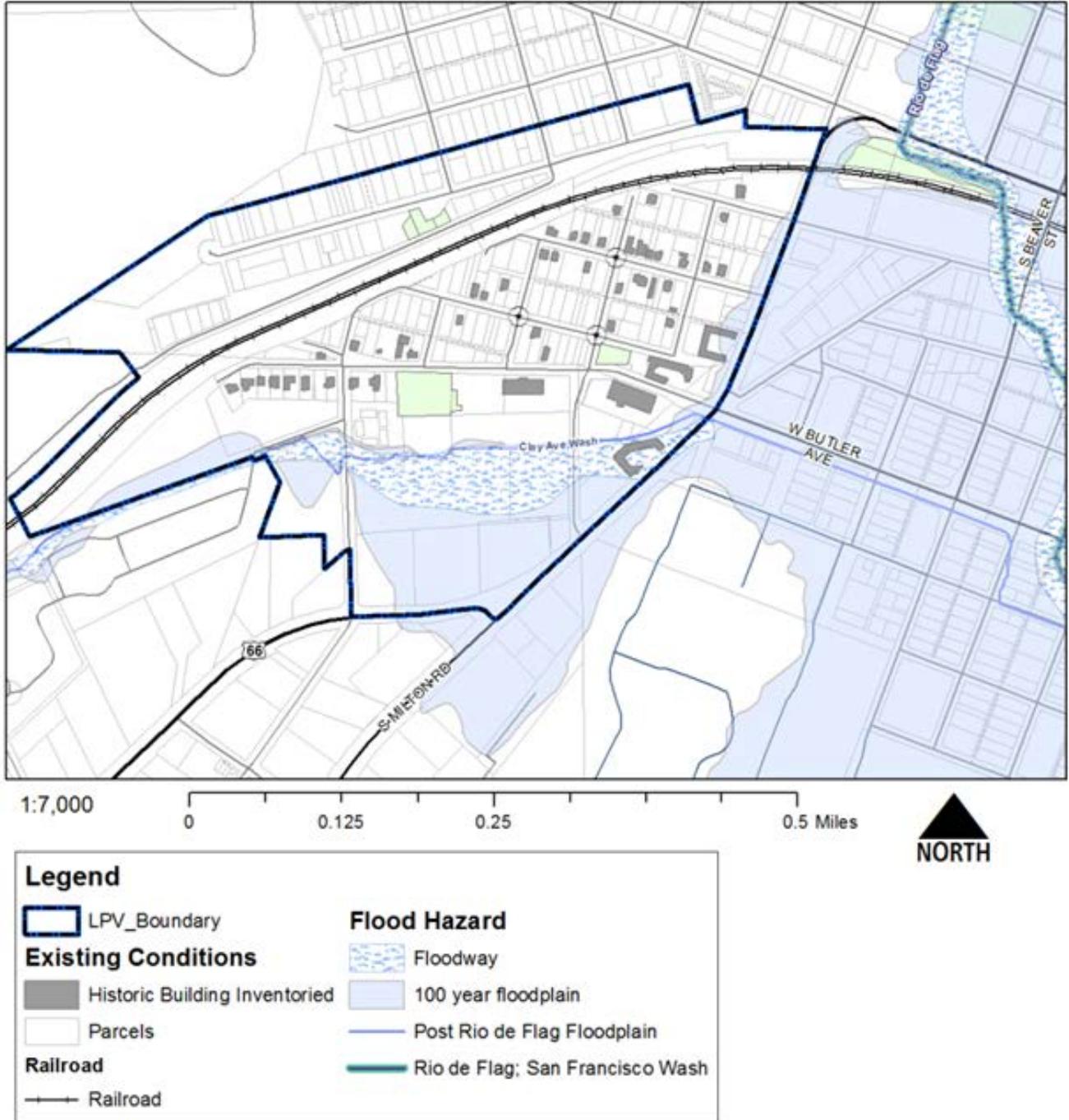
## STORMWATER

A majority of the commercial properties in La Plaza Vieja lie in the regulated floodway or the 100-year floodplain. Buildings located in these flood zones have restrictions on their development, redevelopment, and improvement. These regulations are intended to prevent one property owner through their actions from increasing the flood hazard to other properties

In 2015, the City began working on a phase of the Rio de Flag Flood Control Project that will increase the capacity of the Clay Avenue Wash. While this will ameliorate flooding issues in La Plaza Vieja, it will not change the floodplain delineations until the entire Rio de Flag Flood Control Project from north of the Townsite neighborhood through the Southside neighborhood is completed. Currently, the Clay Avenue Wash is an open floodway with a ditch to convey smaller storm floods. The properties and buildings in the floodway, including the Arrowhead Village Mobile Home Park and other properties shown on Map 11, continue to flood regularly in the summer. With the floodplain regulations regarding substantial improvements for structures in the floodway, the ability of property owners of older structures to improve their buildings has been limited. The project to improve the Clay Avenue Wash will entail increasing the capacity of the drainage by burying a stormwater pipe beneath the existing ditch alignment. At completion of the project, the floodway and floodplain will be reduced to a very narrow band around the Clay Avenue Wash.



**Figure 18: Clay Avenue Wash at Malpais Lane and Entrance to Arrowhead Village Mobile Home Park**



Map 11: Floodplain and Floodway

## CHAPTER 2: CONCEPT PLAN

The Concept or Illustrative Plan is an illustration of the land use and transportation concepts in the document with accompanying descriptive text. A concept plan does not encumber private land or limit the ability of a private land owner to develop in accordance with City standards. It does provide an illustration of compatible reinvestment within the Plan boundary, intended to help with the interpretation of the Plan’s goals and policies. The Concept Plan takes into account feedback from public meetings as well as comments for this Plan and The Standard proposed student housing development rezoning case held between 2011 and 2015. The feedback and comments were used to develop the Concept Plan and related goals and policies in Chapter 3. The Future Growth Illustration in the Flagstaff Regional Plan 2030 and some development standards from the Zoning Code were also considered in developing the Concept Plan.

The Concept Plan includes a map of potential land uses, a map of streetscapes, and six 3D illustrations. These illustrations are indicative of a desired “build-out” condition, and some would require a rezoning or conditional use permit in order to be built in the location they are shown. They do meet the parking ratio and general site-design requirements in the Zoning Code and the Plan’s policy for compatible development in each Neighborhood Policy Area (Map 12). These build-out illustrations have not been taken through the review process that an actual development application would be subject to and therefore do not represent “pre-approved” projects.

The Concept Plan for La Plaza Vieja shows a desirable build-out scenario for the area; however, it assumes that the floodplain issues associated with the Rio de Flag Flood Control Project have been resolved. Therefore, reinvestment that takes place in the interim may have to be laid out differently because of floodway and floodplain issues. Due to regulatory limitations on the substantial improvement of properties in the floodplain, it is anticipated that most large-scale reinvestment in that area will occur after the Rio de Flag Flood Control Project is completed. The Concept Plan does not take into account utility easements and other deed restrictions.



# 2015 La Plaza Vieja Draft Concept Plan Concept Map 2: Streetscapes



The possibility of extending McCracken Street to Kaibab Lane is being considered as part of the Draft Specific Plan. A more detailed corridor study would be needed before pursuing this option.

**Legend**

- Neighborhood Boundary
- Roundabouts
- Proposed Gateway
- Street Trees
- ⚠ Proposed Crossings
- Proposed Roads

**FUTS**

- On-street connection
- Future
- Existing City Park
- Parcels

**STREETSCAPES: MCCRACKEN STREET EXTENSION**

The Concept Plan shows an extension of McCracken Street to Malpais Lane and connects it to Chateau Lane as an extension of the existing urban street grid (Policy 6T.2). The Regional Transportation Plan and the Flagstaff Regional Plan 2030 show the need for a collector that extends from Kaibab Lane to the intersection of Milton Road and Butler Avenue. This conceptual route has often been referred to as the Clay Avenue Extension and has been a source of controversy. The FRP30 also calls for the portion of La Plaza Vieja that is north of McCracken Street/Chateau Lane and south of Clay Avenue as a “Future Urban” area, including a gridded street system. This change in land-use policy presents an opportunity to consider an alternative route for creating connectivity in the regional transportation system (Policy 13.1). The McCracken Street/Malpais Lane alignment has been identified as an alternate to the Clay Avenue Extension by the LPVNA.

The Flagstaff Metropolitan Planning Organization (FMPO) and the City are currently testing the feasibility and benefits of using McCracken Street as the collector route up until Malpais Lane through modeling exercises being done for the Regional Transportation Plan update. The obvious benefits of this strategy are the creation of more commercial frontage for property owners, and a mixed-use street that reduces traffic volume on Clay Avenue. The challenges are determining if the route can be effective at its stated purpose, how it might be timed (it is conditioned on the Rio de Flag Flood Control Project), and how the City could pay for it. The La Plaza Vieja Neighborhood Specific Plan is not the appropriate mechanism for fleshing out all of those details, but it can provide input towards the corridor planning process, what residents desire in a new road and surrounding land uses, its impact on the built environment, and capture how the neighborhood sees this option.

**Figure 19: Cross-Section of Proposed McCracken Street Extension**

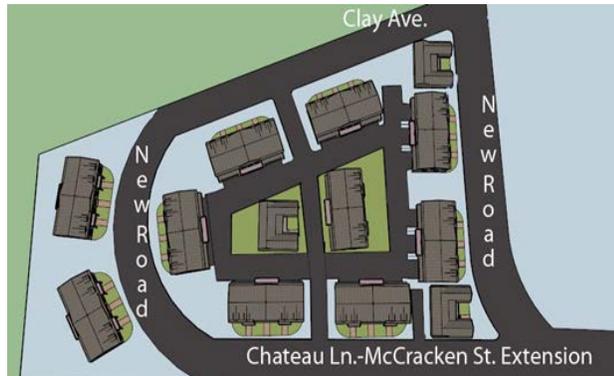


Source: [www.streetmix.net](http://www.streetmix.net)

**ILLUSTRATION 1: WEST SIDE INFILL REDEVELOPMENT**

The parcel shown in this illustration is currently vacant and used for stormwater retention. The south side of the 4-acre property is in the Rio de Flag floodway and floodplain. This illustration shows how single-family townhomes can be made compatible with the neighborhood character (Policy 6T.1). Under the existing CS zoning, this building type could be achieved through the Planned Residential Development process. Grouping the townhomes into attached buildings of 3-4 units allows the buildings to have more residential scale in relation to the street, but allows for a higher density than individual single-family lots would allow. Townhomes need to be alley loaded according to Flagstaff’s Zoning Code, which is consistent with the alleys seen throughout the Neighborhood Core policy area (Policy 6T.2). Single-family townhomes can be managed as either a rental property or an owner-occupied condo development. They are particularly appropriate in the context of this parcel because of the scale of single-family homes east of the lot on Clay Avenue and the Mill Pond neighborhood to the south. Two-story townhomes provide a compatible medium density alternative to apartment-style housing seen along Blackbird Roost.

**Figure 20: Overview of West Side Infill Site**



**Figure 21: Attached Single-Family Townhomes Block View**



**Figure 22: Single-Family Attached Townhomes**



**Figure 23: Example of Single-Family Detached Home**



ILLUSTRATION 2: MOBILE HOME PARK REINVESTMENT

**Figure 24: Mobile Home Park Reinvestment Overview**



The reinvestment illustrations for the parcel that is currently the Arrowhead Village Mobile Home Park show the scale that would be needed to replace all the units currently on the site with multi-family units that meet City standards. The tallest building is located furthest from the Neighborhood Core and the design is influenced by the lumber company history within La Plaza Vieja (Policy 6T.1). Building closer to the street provides a more urban streetscape along Blackbird Roost (Goal 12) and there is adequate room for a playground and community room (Policy 5.2). This could easily be a design for affordable housing units as well as market-rate units (Policy 7.5). The east side of Blackbird Roost is primarily apartments and commercial services and a larger 2-3 story set of apartment buildings fits the context of the other developments along the street. Aside from the floodplain on the property, the other limitation to reinvestment on this parcel is providing adequate parking for each unit.

**Figure 25: Entrance to Apartments**



**Figure 27: Closest Apartment Building to Route 66**



**Figure 26: View Heading North on Blackbird Roost**



**ILLUSTRATION 3: MCCRACKEN EXTENSION BLOCK**

McCracken Street currently dead ends about 250 feet east of Blackbird Roost. After the completion of the Rio de Flag floodplain improvements, it may be possible to connect the road through and create a mid-block connection to Clay Avenue (Policy 6T.2). This would create the opportunity to have commercial, mixed-use buildings, and apartments throughout the reconfigured block and not just along Malpais Lane and Blackbird Roost (Policy 6T.1). This would also greatly increase the amount of on-street parking for special events at the school, park, or commercial buildings (Policy 6T.3 and Policy 3.1). Shared parking and driveways within this block will also increase the parking capacity for commercial businesses that would typically occupy parking spaces during the day, and apartments that would use the parking at night. Proximity to transit and bicycling opportunities will improve the parking situation within this block (Goals 10, 12, and 14).

**Figure 28: Overview of the Block South of Clay Avenue**



The buildings illustrated in this block along the McCracken Street Extension include (from west to east) an office building, a mixed-use building with commercial and residential uses, two apartment buildings with stoops on the street, and a commercial building at the corner of Malpais Lane and the new McCracken Street Extension that enhances the entrance into the neighborhood. Features that make these designs compatible with the character of La Plaza Vieja are their use of materials, paseos to allow views into interior courtyards from the street, gables and hipped roofs, the use of residential features in the design (dormers, stoops, balconies), and landscaping (Policy 6T.1). All buildings are tallest along McCracken Street and step back as they approach Clay Avenue. Buildings in the

**Figure 29: Commercial Building at Neighborhood Entrance**



adjacent Commercial Edge may be taller in the future. The office building at the corner of Blackbird Roost and the McCracken Street Extension has a roofline that mimics the historic school at the opposite corner of the block, including copulas (Policy 6T.1).

**Figure 30: Office Building at Blackbird Roost and McCracken Street**



At the southeast corner of Blackbird Roost and Clay Avenue, two four-unit apartment houses are illustrated. The front of the buildings has a single entrance, mimicking the single-family homes across the street (Policy 6T.1). Half of their parking is covered and shielded from view along Clay Avenue. The buildings also face the street instead of the side yard, which makes their exterior more in keeping with single-family homes along the block.

**Figure 31: Apartment Houses Facing Clay Avenue**



**Figure 32: Apartment Buildings South of the School along McCracken Street Extension**



ILLUSTRATION 4: COMMERCIAL EDGE REINVESTMENT

**Figure 33: Reduced Impact Mixed-Use Development**



**Figure 34: Pedestrian Level View from Milton Road**



**Figure 35: Overview of Site**



Architectural techniques can be used to improve the appearance of large commercial and mixed-use buildings (Policy 6C.1). Large structures with long, unbroken facades and box-like forms have a negative impact on the pedestrian environment. Variation in roof forms and heights, and in planes of walls and facades, improve the aesthetics of large buildings. A sense of entry and pedestrian scale can be enhanced by stoops, awnings, street trees, and landscaping (Goals 6, 6C, Policy 6C.1). Authentic local building materials at street level can further improve the appeal of these buildings (Policy 8.2). The illustrations for Commercial Edge reinvestment within this area show how large sidewalks and minimal building setbacks create an urban neighborhood environment even on a high traffic volume road like Milton. Placing windows and entries along sidewalks better integrates these commercial buildings with the nearby neighborhoods.

**Figure 36: Rear Architectural Treatment Facing Malpais Lane**



## ILLUSTRATION 5: TRANSITION AREA ADAPTIVE REUSE

Figure 37: Adaptive Reuse of Old Fire Station along Malpais Lane



This illustration shows a potential repurposing of the former firehouse building, playing off the firehouse history but adding architectural features such as patios, low walls, and other features that make it relate better to human scale and the new uses (Goals 6, 6T, 8, Policy 8.4). It also shows the possibility of a second floor that contains four residential units (Policy 6T.1). This space could potentially be offices if parking could be secured (Policy 6T.3).

Figure 38: Alternate View of Adaptive Reuse from Milton Road



ILLUSTRATION 6: PARK STREET APARTMENTS

**Figure 40: Overview Showing Shared Parking with Milton Commercial**



**Figure 39: Birdseye View of Apartments Backing Milton Commercial**



**Figure 41: Bungalow 4-Unit Apartment Building**



On the east side of Park Street, a local residential road, there is a block between Tucson Avenue and Tombstone Avenue of Highway Commercial zoning that could alter the neighborhood character significantly, if developed to its maximum potential. This block is important because of the abutting historic Route 66 Hotel, views of Our Lady of Guadalupe Church and NAU (Policy 6C.2), and the small-scale residences on the opposite side of the street. This block would be an important area to consider implementing Policy 6T.6 by encouraging reduction in entitlements to preserve neighborhood character. The illustration of four multi-family buildings shows how this block could be developed as a compatible mixed-use area (Policy 6T.1). The multi-family buildings are bungalow style similar to the two houses across the street and can contain two to four units. They also have parking shared with the businesses along Milton Road (Policy 6T.3) and landscaping that is appropriate for the single-family character of the street. If they were built in this manner along with reinvestment of the smaller building along Milton Road, this would be an example of horizontal mixed-use. They could be developed independently with a conditional use permit or rezoning.

## CHAPTER 3: NEIGHBORHOOD GOALS AND RECOMMENDED POLICIES

Goals and policies in the La Plaza Vieja Neighborhood Specific Plan are area-specific ways of advancing the goals and policies of the **Flagstaff Regional Plan 2030 (FRP30)**. They are written broadly because they are intended to be viable for a 10- to 20-year planning horizon. During the next 20 years, physical, financial, political, and social environments may change, but the goals and policies should provide consistency in the path forward for reinvestment in the Plan area.

Any City staff review of projects to determine consistency with the *FRP30* must also take into account the Specific Plan when it pertains to projects within the Plan boundary. If an *FRP30* goal or policy is tied to a goal in the Specific Plan, then it should be weighted more heavily in future decision-making than a goal that is not listed in this chapter. The exception to this is if a Corridor Plan for South Milton Road or Route 66 comes to a different conclusion than the Specific Plan, then that Corridor Plan would take precedence in transportation and infrastructure decisions.

The Specific Plan is used in the regulatory decision-making process by the City Planning and Zoning Commission, City Council, and City staff. The Commission and the Council are responsible for making development decisions such as zoning map amendments or annexations, approval of which depends, in part, on whether the proposed changes or projects are consistent with the Specific Plan's goals and policies. When reviewing development proposals, City staff, the Planning and Zoning Commission, and the City Council will review applicable goals and policies to determine whether a proposed development is consistent with the Specific Plan. The Concept or Illustrative Plan and the text of the Specific Plan will provide supplemental information for the interpretation of goals and policies. In case of any conflict between the Concept or Illustrative Plan and the Specific Plan's goals and policies, the goals and policies will prevail. The Specific Plan is also used to guide decisions related to the expansion of public infrastructure, for example, the building or improvement of new roads and trails, investment in parks or public buildings, and other facilities. Many initiatives to improve the community start at the grassroots level. Thus, the Specific Plan may be used by all citizens in order to advocate for new development that conforms to the Specific Plan and for assistance in implementing actions that will further the Specific Plan's vision and direction.

The headings and names of the goals are for reference purposes only and should be disregarded in interpreting the language of the goals.

*The Flagstaff Regional Plan 2030 supports the neighborhood [Vision Statement](#) through Policy LU.10.3: Value the Traditional Neighborhoods established around Downtown by maintaining and improving their highly walkable character, transit accessibility, diverse mix of land uses, and historic building form.*

## NEIGHBORHOOD EMPOWERMENT

### GOAL #1: BUILD UPON “NEIGHBORHOOD”

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LPVNA and the community support the goals of the Plan by education, forming partnerships, recruiting volunteers, and seeking out funding for projects.

*Related FRP30 Goals: Policy NH.1.1: Preserve and enhance existing neighborhoods.*

**POLICY 1.1:** Maintain an active partnership between the City staff and LPVNA in order to facilitate grant writing, communication with residents about city programs, public involvement of residents in Commission and Council hearings, and beautification and preservation of La Plaza Vieja.

**POLICY 1.2:** LPVNA acknowledges outstanding contributions to restoration and enhancement of neighborhood yards, houses, and commercial buildings, such as an annual award.

**POLICY 1.3:** LPVNA media outreach highlights outstanding contributions of La Plaza Vieja to the wider Flagstaff community.

### GOAL #2: BOOST ENVIRONMENTAL SERVICES AND NEIGHBORHOOD SAFETY

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La Plaza Vieja Neighborhood Association and City staff cooperate to provide a safe neighborhood and to prevent and address violations of City Code. An awareness of community services and resources is widespread.

*Related FRP30 Goals: Policy NH.1.1: Preserve and enhance existing neighborhoods. Goal NH.4: All housing is safe and sanitary.*

**POLICY 2.1:** LPVNA works closely with City Code Compliance staff to assist with neighborhood clean-up, including vegetation overhanging public rights-of-way and abandoned trash.

**POLICY 2.2:** LPVNA works with property owners and residents to address deferred exterior maintenance to support an attractive and safe neighborhood for all residents.

**POLICY 2.3:** LPVNA and the City support remediation of overgrown vegetation and enforcement of City camping restrictions to improve the appearance of La Plaza Vieja and promote a safe Wildland-Urban Interface.

## PARKS AND COMMUNITY SPACES

### GOAL #3: ENHANCE PARKS MAINTENANCE, DESIGN, AND CONNECTION

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Ensure City parks in La Plaza Vieja provide safe, user-friendly, and interactive neighborhood spaces for gatherings and family activities.

*Related FRP30 Goals: Goal REC.1: Maintain and grow the region's healthy system of convenient and accessible parks, recreation facilities, and trails.*

**POLICY 3.1:** Provide well-designed, attractive, safe, and accessible amenities and entrances at all neighborhood parks.

**POLICY 3.2:** Create opportunities for parks, especially Old Town Springs Park, to showcase La Plaza Vieja's identity and natural and cultural history through the use of native landscaping, and the installation of public art and interpretive signs.

### GOAL #4: COMMUNITY GARDENS

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The neighborhood desires a community garden with irrigation and composting that allows residents to participate as an affordable venue for education about health and local food systems.

*Related FRP30 Goals: Policy NH.1.4: Foster points of activities, services, increased densities, and transit connections in urban and suburban neighborhoods. Policy NH 6.2: Use urban conservation tools to revitalize existing underutilized activity centers to their potential.*

### GOAL #5: COMMUNITY CENTERS AND SPACES

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Provide publicly accessible meeting spaces throughout La Plaza Vieja for education and social events; and provide resources for local children, seniors, and local small businesses.

*Related FRP30 Goals: Goal REC.1: Maintain and grow the region's healthy system of convenient and accessible parks, recreation facilities, and trails.*

**POLICY 5.1:** Create a community bulletin board in a park or other public space for advertising meetings and outreach efforts.

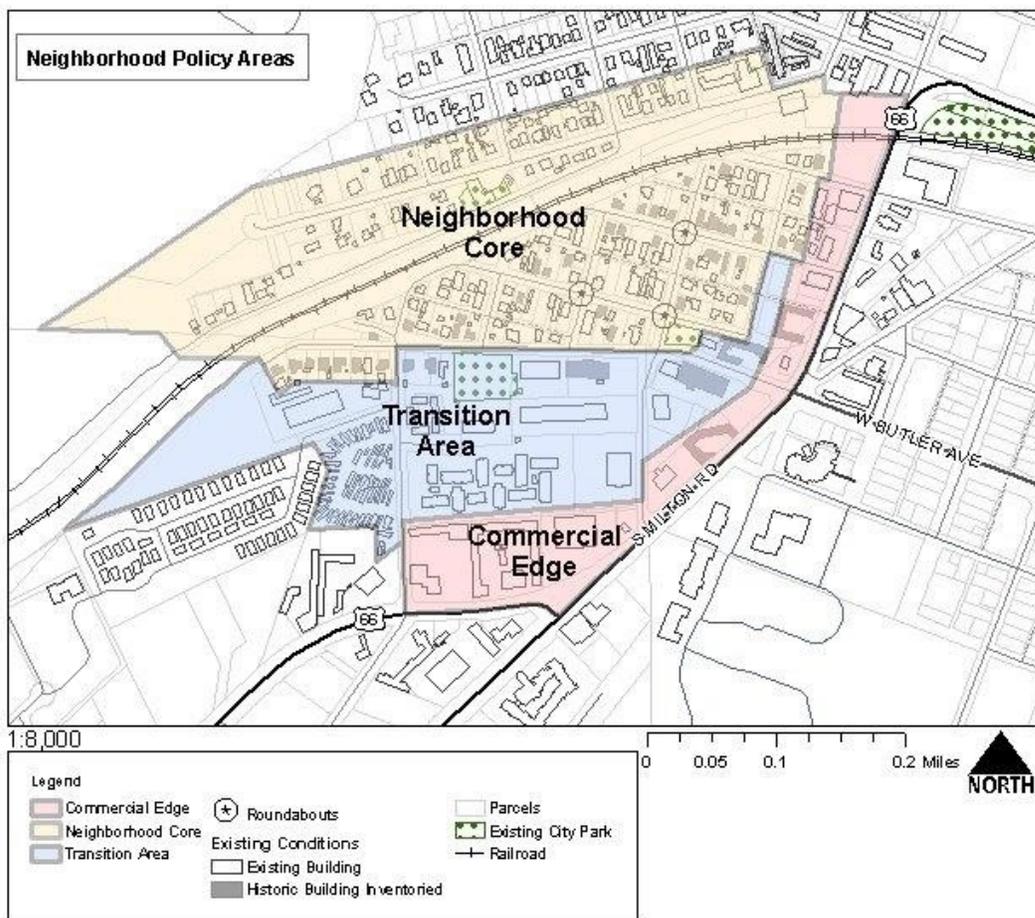
**POLICY 5.2:** LPVNA and the City support development of gathering spaces, such as a community center, meeting rooms, or plaza, that is available to the public in La Plaza Vieja.

PRESERVING NEIGHBORHOOD CHARACTER

GOAL #6: REINVEST AND INFILL CONSISTENT WITH NEIGHBORHOOD CHARACTER

In each area – the Neighborhood Core, Transition Area, and Commercial Edge (see Map 12) - reinvestment and infill development occurs in a manner compatible with the character of the built environment as defined by the scale, pattern, materials, and colors of historic residences and landmarks.

*Related FRP30 Goals: Policy LU.1.2: Develop reinvestment plans with neighborhood input, identifying the center, mix of uses, connectivity patterns, public spaces, and appropriate spaces for people to live, work, and play. Policy LU.1.3: Promote reinvestment at the neighborhood scale to include infill of vacant parcels, redevelopment of underutilized properties, aesthetic improvements to public spaces, remodeling of existing buildings and streetscapes, maintaining selected appropriate open space, and programs for the benefit and improvement of the local residents.*



Map 12: La Plaza Vieja Neighborhood Policy Areas

## GOAL #6N: PRESERVE THE **NEIGHBORHOOD CORE** AS A PREDOMINANTLY SINGLE-FAMILY NEIGHBORHOOD

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Single-family residential cottages are the primary building type in the Neighborhood Core with compatibly-designed accessory dwelling units and duplexes that do not dominate the block or street as an element of the urban neighborhood.

*Related FRP30 Goals: The Flagstaff Regional Plan 2030 identifies the Neighborhood Core (see [Map 12](#)) as an Urban neighborhood within the pedestrian shed of three Activity Centers. Policy NH.1.2: Respect traditions, identifiable styles, proportions, streetscapes, relationships between buildings, yards, and roadways; and use historically appropriate and compatible building and structural materials when making changes to existing neighborhoods, especially in historic neighborhoods.*

**POLICY 6N.1:** Small lot and block sizes are retained north of Clay Avenue to preserve the small cottage feel and open space within La Plaza Vieja.

**POLICY 6N.2:** Combination of residential lots to create a larger lot is compatible with the La Plaza Vieja character when it does not allow for increasing height, proportions, and building massing of permitted development above what is typical for the block or street.

**POLICY 6N.3:** Single family cottages facing the street and an optional smaller “carriage house” in back are the preferred building types in the Neighborhood Core.

**POLICY 6N.4:** Development within the Neighborhood Core is compatible with the single-family residential character. Compatible development includes:

- Buildings with mass bulk and scale at the pedestrian (street) level consistent to adjacent blocks.
- Larger buildings with upper floors stepped back for consistent frontage with adjacent residences.
- Front entrances facing the street as the primary entrance.
- Front porches and facades that are consistent with surrounding context.
- Maintained landscaping in the front yard.
- Locally-appropriate building materials.
- Gabled and hipped roofs.
- Low malpais walls to separate front and side yards from the street.
- Garages designed as a secondary structure or entrance, set back from the house frontage.
- Setbacks consistent with other houses along the street.
- Windows and doors along the building frontage with similar scale, design, and proportions to historic residences.

Examples of incompatible development within the Neighborhood Core include but are not limited to: A-Frame houses, houses with two-car garages that are not set back from the main house, and new mobile homes.

**POLICY 6N.5:** Provide adequate parking on-site for residential units in the Neighborhood Core. It is preferred that on-site parking be located along the alley or behind the main residence.

**POLICY 6N.6:** Improve alleyways when used as the primary access for infill residences.

## GOAL #6T: ENCOURAGE CONTEXT-APPROPRIATE DEVELOPMENT IN THE **TRANSITION AREA** BETWEEN NEIGHBORHOOD AND COMMERCIAL CORRIDORS

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The mass and scale of new development in the Transition Area are in context with the historic commercial buildings and residential structures in the La Plaza Vieja interior with larger mass and scale occurring close to Route 66 and Milton Road.

*Related FRP30 Goals: The Flagstaff Regional Plan 2030 identifies the Transition Area (see [Map 12](#)) as an existing Suburban/Future Urban area within the pedestrian shed of two Activity Centers. Policy NH.1.3: Interconnect existing and new neighborhoods through patterns of development, with complete streets, sidewalks, and trails. Policy NH.1.4: Foster points of activities, services, increased densities, and transit connections in urban and suburban neighborhoods. Policy NH.1.6: New development, especially on the periphery, will contribute to completing neighborhoods, including interconnecting with other neighborhoods; providing parks, civic spaces, and a variety of housing types; and protecting sensitive natural and cultural features. Policy NH.1.7: Develop appropriate programs and tools to ensure the appropriate placement, design, and operation of new student housing developments consistent with neighborhood character and scale. Policy NH.1.8: Prioritize the stabilization of a neighborhood's identity and maintain cultural diversity as new development occurs. Policy LU.18.8: Increase residential densities, live-work units, and home occupations within the activity center's pedestrian shed.*

**POLICY 6T.1:** Development within the Transition Area is compatible with La Plaza Vieja character. Compatible development includes:

- Gabled roofs are strongly preferred to flat roofs consistent with historic buildings (i.e. residences, the school and armory).
- Medium- scale multi-family housing, or commercial and mixed-use development that faces the neighborhood and street.
- Buildings that mimic architectural features of established residences, the school, or the armory, or incorporates elements of the significant historic periods of the railroad and timber industry.
- Buildings that incorporate paseos or walkable courtyards through buildings or a landscaped plaza.
- Civic and gathering spaces and uses, such as community centers, parks, and schools.

Examples of incompatible developments within the Transition Area include but are not limited to: commercial and mixed-use buildings with multiple-level structured parking garages; buildings over three stories in height; metal buildings; buildings without compatible or historically appropriate architectural details; and buildings without doors and windows that face the neighborhood and sidewalks.

**POLICY 6T.2:** Extend the urban street grid from Clay Avenue south and west to McCracken Place in order to provide a smaller block atmosphere in the Transition Area. Public streets and alleys are preferred to culs-de-sac and private driveways.

**POLICY 6T.3:** Connections between parking areas and shared parking and driveways are encouraged in the Transition Area.

**POLICY 6T.4:** Provide bicycle and pedestrian connectivity from the Neighborhood Core to commercial developments within the Transition Area.

**POLICY 6T.5:** Rooming and boarding facilities may be permitted subject to approval of conditional use permits, provided that projects mitigate the effects of these developments on the neighborhood, including

appropriate architecture, increased parking to account for occupancy, landscaping, traffic calming, and street trees.

**POLICY 6T.6:** Support opportunities for willing property owners to reduce entitlements in the Transition Area to ensure future development is appropriately scaled to the Neighborhood Core regardless of ownership.

## GOAL #6C: ENHANCE THE *COMMERCIAL EDGE*

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Plan for and design Milton Road, Route 66, and Malpais Lane as mixed-use and commercial corridors that are compatible with the La Plaza Vieja character and provide services and jobs for Flagstaff residents.

*Related FRP30 Goals: The Flagstaff Regional Plan 2030 identifies the Commercial Edge (see [Map 12](#)) roughly north of the intersection of Malpais Lane and Milton Road as the core of an urban activity center and associated corridor. South of Malpais Lane, the Commercial Edge is the core of a Suburban Activity Center and associated corridor. Policy LU.18.2: Strive for activity centers and corridors that are characterized by contextual and distinctive identities, derived from history, environmental features, a mix of uses, well-designed public spaces, parks, plazas, and high-quality design. Policy LU.18.9: Plan activity centers and corridors appropriate to their respective regional or neighborhood scale.*

**POLICY 6C.1:** Development within the Commercial Edge is compatible with La Plaza Vieja character.

Compatible development includes:

- Buildings with gabled roofs where they face the Transition Area and Neighborhood Core.
- Commercial and mixed-use buildings with architecture and form that enhances the comfort of the pedestrian environment on South Milton Road and interior neighborhood roads (if applicable).
- Commercial and mixed-use buildings that provide commercial services to tourists and residents on the first floor facing the street.
- Commercial and mixed-use buildings with architecture that faces the neighborhood and the corridor.
- Buildings with outdoor seating, paseos, or walkable courtyards through buildings.
- Office uses and residential units above or behind commercial buildings.

**POLICY 6C.2:** Consider impacts to views of Flagstaff's iconic scenery (i.e., the San Francisco Peaks and NAU's Old Main) and landscapes from the Neighborhood Core and the roadway, when reviewing development applications in the Commercial Edge.

**POLICY 6C.3:** Recognize the history of Automotive Tourism along Route 66 by preserving and enhancing National Scenic Byway-related landmarks in good condition, such as the L Motel and the Armory (Natural Grocers building).

## PRESERVING HISTORIC IDENTITY

### GOAL #7: PRESERVE AND ENHANCE EXISTING HOUSING STOCK

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Preserving the existing housing stock in La Plaza Vieja is one of the best ways to maintain the neighborhood character and the affordability of the area for residents.

*Related FRP30 Goals: Policy NH.4.1: Expand the availability of affordable housing throughout the region by preserving existing housing, including housing for very low-income persons. Policy NH.4.2: Reduce substandard housing units by conserving and rehabilitating existing housing stock to minimize impacts on existing residents. Policy NH.4.5: Renovate the existing housing stock to conserve energy and reduce utility and maintenance costs for owners and occupants.*

**POLICY 7.1:** LPVNA will promote the City’s Owner-Occupied Housing Rehabilitation Program through education to address health and safety hazards and promote aging in place.

**POLICY 7.2:** LPVNA will promote the rehabilitation, landscaping, and maintenance of rental properties in La Plaza Vieja to ensure that rental homes and multi-family housing in the neighborhood are well maintained, landscaped, and affordable.

**POLICY 7.3:** Promote sustainability of residential buildings through the City’s Sustainability Program and LPVNA by providing community education and outreach on grants, rebates, updated building codes, and other programs.

**POLICY 7.4:** Promote the incorporation of sustainable building practices, such as passive solar gain, photovoltaic panels, stormwater collection, grey-water plumbing, insulation standards, Energy Star ratings, etc., into new buildings and remodeling.

**POLICY 7.5:** LPVNA and the City will welcome affordable housing development options in La Plaza Vieja.

**POLICY 7.6:** LPVNA will serve as a resource for residents seeking information regarding identifying absent owners of units, and addressing the potential problems from absentee landlords, when appropriate.

### GOAL #8: PRESERVE HISTORIC STRUCTURES AND LANDMARKS

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Increase historic preservation opportunities for property owners who want to receive assistance from City staff to assist in preservation efforts.

*Related FRP30 Goals: Goal CC.2: Preserve, restore, and rehabilitate heritage resources to better appreciate our culture.*

**POLICY 8.1:** Identify, support, and encourage the preservation of eligible historic buildings and landmarks in the Neighborhood Core and along the commercial corridors.

**POLICY 8.2:** Incorporate the historic context of the Hispanic community, Route 66, the railroad, and the lumberyard in the formation and transformations of La Plaza Vieja through the design of future redevelopment projects.

**POLICY 8.3:** Celebrate and preserve the rich history of La Plaza Vieja through partnerships that encourage research and collection, interpretive signs, and programs and education for all ages.

**POLICY 8.4:** Promote adaptive re-use of historic residences, Route 66 hotels, the armory, fire house, and school buildings over demolition. Assist property owners with reinvestment through grants and partnerships.

## GOAL #9: GATEWAYS

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Develop two gateways into La Plaza Vieja with landscaping and a “La Plaza Vieja” sign that reflects the culture of the community.<sup>4</sup>

*Related FRP30 Goals: Policy CC.1.4: Identify, protect, and enhance gateways, gateway corridors, and gateway communities.*

**POLICY 9.1:** Gateway projects should incorporate public art that fits the historic context of La Plaza Vieja by working with local non-profits, the Beatification and Public Art Commission, NAU, and Coconino Community College.

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<sup>4</sup> See implementation strategies for possible locations.

## TRANSPORTATION

### GOAL #10: FLAGSTAFF URBAN TRAILS SYSTEM (FUTS)

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La Plaza Vieja is a refuge for bicycle and pedestrian traffic through off-road trails that safely connect to and through neighborhood roads to the larger bicycle and pedestrian system. FUTS trails support safe routes to and from the elementary school on Clay Avenue and neighborhood parks.

*Related FRP30 Direction: Goal T.5: Increase the availability and use of pedestrian infrastructure, including FUTS, as a critical element of a safe and livable community. Policy T.6.2: Establish and maintain a comprehensive, consistent, and highly connected system of bikeways and FUTS trails.*

**POLICY 10.1:** Plan for FUTS extensions by ensuring that trails and streetscapes are included in the design of redevelopment projects in the Transition Area and Commercial Core, and as part of City infrastructure projects.

**POLICY 10.2:** Enhance existing and future FUTS trails by constructing well-designed and beautiful crossings, bridges, and underpasses; add landscaping along trails through La Plaza Vieja.

### GOAL #11: BICYCLE AND PEDESTRIAN CROSSINGS

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Pedestrian crossings allow residents of La Plaza Vieja to walk and bike safely to businesses and community facilities on the east side of South Milton Road, south side of Route 66, and north side of the BNSF Railroad.

*Related FRP30 Direction: Policy NH.1.3: Interconnect existing and new neighborhoods through patterns of development, with complete streets, sidewalks, and trails. Policy T.2.3: Provide safety programs and infrastructure to protect the most vulnerable travelers, including the young, elderly, mobility impaired, pedestrians, and bicyclists.*

**POLICY 11.1:** Continue to work closely with BNSF and ADOT to create opportunities for pedestrian underpasses and bridges to connect La Plaza Vieja to NAU, Downtown, Townsite, and Southside neighborhoods.

**POLICY 11.2:** When future corridor studies are developed, include improvement of existing crossings and facilities and provide additional pedestrian crossings and facilities on South Milton Road and Route 66 to reduce barriers to walkability for the La Plaza Vieja and Southside neighborhoods and NAU students.

### GOAL #12: INTERNAL NEIGHBORHOOD STREETS

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La Plaza Vieja has a safe and attractive multi-modal streetscape on local streets and minor collectors that provide for the safe movement of traffic. A pedestrian-friendly environment encourages walking and biking, enables attractive views, and supports positive street activity.

*Related FRP30 Direction: Policy CC.4.1: Design streetscapes to be context sensitive and transportation systems to reflect the desired land use while balancing the needs of all modes for traffic safety and construction and maintenance costs. Policy CC.4.4: Design streets and parking lots to balance automobile facilities, recognize human-scale and pedestrian needs, and accentuate the surrounding environment. Policy LU.10.3: Value the Traditional Neighborhoods established around Downtown by maintaining and improving their highly walkable character, transit accessibility, diverse mix of land uses, and historic building form. Policy T.1.2: Apply Complete Street Guidelines to accommodate all appropriate modes of travel in transportation*

*improvement projects. Policy T.1.3: Transportation systems are consistent with the place type and needs of people. Policy T.3.3: Couple transportation investments with desired land use patterns to enhance and protect the quality and livability of neighborhoods, activity centers, and community places. Policy T.3.5: Design transportation infrastructure that implements ecosystem-based design strategies to manage stormwater and minimize adverse environmental impacts. Policy T.3.8: Promote transportation options such as increased public transit and more bike lanes to reduce congestion, fuel consumption, and overall carbon emissions and promote walkable community design. Policy T.4.1: Promote context sensitive solutions (CSS) supportive of planned land uses, integration of related infrastructure needs, and desired community character elements in all transportation investments.*

**POLICY 12.1:** In the event that cut-through traffic is increased as a result of City policy or changes to the management of State highways, provide maximum mitigations to reduce safety risk and provide a comfortable environment for residents, bicyclists, and pedestrians.

**POLICY 12.2:** Phase in traffic calming measures such as roundabouts, curb extensions, bulb outs, and tree plantings on internal neighborhood streets to increase pedestrian comfort, manage speed, and reduce the proportion of cut-through traffic.

**POLICY 12.3:** Incorporate street trees and landscaping plants or public art into traffic calming and sidewalk improvements.

**POLICY 12.4:** Use native drought tolerant plants for streetscapes that will not require ongoing irrigation after the plants have established.

**POLICY 12.5:** Enhance lighting by adding sidewalk level lights on minor collectors within La Plaza Vieja to improve the pedestrian environment, consistent with the City's dark skies standards.

**POLICY 12.6:** Design future sidewalks, streets, and alleys to include low-impact development features in order to manage stormwater runoff.

## GOAL #13: NEIGHBORING GREAT STREETS

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Balance the needs of the regional transportation system and those of residents for safe, multi-modal streets through access and mobility management, intersections and pedestrian improvements, and future studies of the Route 66 and South Milton Road corridors.

*Related FRP30 Direction: Goal T.1: Improve mobility and access throughout the region. Policy T.1.2: Apply Complete Street Guidelines to accommodate all appropriate modes of travel in transportation improvement projects. Policy T.1.3: Transportation systems are consistent with the place type and needs of people. Goal T.2: Improve transportation safety and efficiency for all modes. Policy T.3.3: Couple transportation investments with desired land use patterns to enhance and protect the quality and livability of neighborhoods, activity centers, and community places.*

**POLICY 13.1:** Incorporate into the Regional Transportation Plan update and future corridor studies LPVNA's concerns and comments that the Clay Avenue extension is incompatible with the preservation of La Plaza Vieja's character and consider alternatives.

**POLICY 13.2:** If there is expansion of lanes, road extensions, and other efforts to ease congestion at the intersections along Route 66 and South Milton Road that influence the quality of life in La Plaza Vieja, use Complete Street principles and identify context sensitive solutions to mitigate impacts to residents.

**POLICY 13.3:** Any widening of travel lanes or major intersection improvements should include improved pedestrian features to allow for safe crossings, bike lanes, transit access, and sidewalks.

#### GOAL #14: ACCESS TO TRANSIT

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Transit options along Milton Avenue, Route 66, Clay Avenue, and Blackbird Roost will improve mobility for La Plaza Vieja, especially for low-income and senior residents.

*Related FRP30 Goals: Goal T.7: Provide a high-quality, safe, convenient, accessible public transportation system, where feasible, to serve as an attractive alternative to single-occupant vehicles.*

**POLICY 14.1:** Ensure that bus frequencies do not negatively impact walkability and La Plaza Vieja character.

**POLICY 14.2:** Provide appropriate lighting and context appropriate transit stop facilities. Consider opportunities for public art at transit stops.

**POLICY 14.3:** Partner with LPVNA to provide outreach regarding para-transit services for residents to help seniors age in place and to support residents with disabilities.

### ECONOMIC DEVELOPMENT

#### GOAL #15: SMALL BUSINESS AND ENTREPRENEURSHIP

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La Plaza Vieja provides neighborhood-scale spaces for local small businesses, home-based businesses, and entrepreneurship.

*Related FRP30 Goals: Policy ED.3.1: Encourage regional economic development partners to continue proactive programs to foster the retention and expansion of existing enterprises and home-based businesses in the community. Policy ED.3.5: Advocate the economic sustainability and growth of businesses with opportunities for transitional commercial space, leased space, and property ownership. Policy LU.18.8: Increase residential densities, live-work units, and home occupations within the activity center's pedestrian shed.*

**POLICY 15.1:** Provide small business education and services through a neighborhood community center and other economic development entities.

**POLICY 15.2:** Incentivize development of live-work units and workforce housing to support local small business owners south of Clay Avenue and on properties facing South Milton Road.

## CHAPTER 4: IMPLEMENTATION STRATEGIES

Implementation Strategies are designed help effectuate the goals of the Plan, but they are not City policy like the content of Chapter 3. The strategies do not represent commitments of City staff or resources. Their purpose is to provide a complete and essential picture of how the City and LPVNA can reasonably achieve the goals and policies of the Plan. Having strategies as part of the Plan allows LPVNA and the City to build partnerships, apply for grant funding, and take advantage of opportunities that arise in the future in a well-coordinated way. Some of these strategies may never come to fruition because of issues such as lack of funding, timing, changed conditions, or lack of willing partners. Nevertheless, articulating these intended strategies clearly will allow for a more complete dialogue as reinvestment takes place. If a strategy listed in this chapter is infeasible at a future date, it does not need to be removed by Plan amendment.

For the prioritization of implementation strategies and potential means of funding them, see Appendix 1.

### NEIGHBORHOOD EMPOWERMENT

#### *GOAL #1: BUILD UPON NEIGHBORHOOD*

**Implementation Strategy 1.1:** LPVNA may develop a work program to offer various resource directories (“How do I...”), information packages, a neighborhood newsletter, and community building activities. This work program could also partner with various community groups to market to appropriate businesses and development, as well as retain and grow local businesses.

**Implementation Strategy 1.2:** Form a grant writing team for La Plaza Vieja that is led by LPVNA and comprised of neighborhood residents, City staff, City Commission members, non-profit organizations with specialized knowledge, and small business owners.

**Implementation Strategy 1.3:** Develop a website for outreach efforts for the LPVNA. LPVNA contact information should be kept up to date on the City’s website.

**Implementation Strategy 1.4:** Through the use of Zoning Code regulation and the use of public participation, LPVNA should become the lead organization to which developers contact for neighborhood feedback and discussion on potential projects within La Plaza Vieja.

#### *GOAL #2: BOOST ENVIRONMENTAL SERVICES AND NEIGHBORHOOD SAFETY*

**Implementation Strategy 2.1:** Continue to build upon the Block Watch program successes by setting a goal of one person to monitor every street, which can become the “phone-tree,” allowing a quick verbal connection to remind people of meetings, to discuss a situation, or celebrate a moment.

**Implementation Strategy 2.2:** Continue La Plaza Vieja clean-up twice a year with distribution of trash bags and gloves to participants. A dumpster and recycling collection is made available the day of clean-up.

**Implementation Strategy 2.3:** Establish Beautification Days. Focus on one block at a time to, for example, plant trees, flowers, trim shrubs, or help neighbors fix and paint their porches, driveways, and sidewalks. Showcase neighborhood pride by awarding prizes for “best landscaping,” “best front porch,” or similar.

**Implementation Strategy 2.4:** Advertise bulk pickup days to La Plaza Vieja residents to encourage the disposal of large items and yard waste. Encourage apartments to provide bulk pickup containers and advertise them to the apartment residents, especially at the end-of-semester.

## PARKS AND COMMUNITY SPACES

### *GOAL #3: ENHANCE PARKS MAINTENANCE, DESIGN, AND CONNECTION*

#### **Implementation Strategy 3.1:** Enhance Old Town Springs Park

- Enhance the landscaping and signing at the north side of the park to provide an attractive entrance from West Coconino Avenue.
- Interpretive signs can be installed to highlight the historic importance of the site and spring in local history.
- The spring in the park could be restored ecologically to some extent by improved drainage features and switching to wetland appropriate forbs to replace grass. Irrigation would be needed for establishment of new plants.
- Replace the over-grown vegetation with slope tolerant northern Arizona deciduous trees and perennials. Irrigation would be needed for establishment of new plants.
- Add bicycle racks and street lights to ensure pedestrian safety and access.

#### **Implementation Strategy 3.2:** Enhance Clay Avenue Park

- Install dark-sky friendly lighting for evening games.
- Pave and stripe parking lot to provide accessible and efficient parking.

#### **Implementation Strategy 3.3:** Enhance Plaza Vieja Park

- Incorporate a low ornamental wall that provides seating and separates the park from the traffic on Clay Avenue.
- Replace some of the blue rug junipers with northern Arizona perennials. Irrigation would be needed for establishment of new plants.
- Coordinate with the Beautification and Public Art Commission to provide public art opportunities that are historically and culturally relevant to La Plaza Vieja.
- Provide picnic tables for gatherings.

### *GOAL #4: COMMUNITY GARDENS*

**Implementation Strategy 4.1:** Provide City program support to sustain a community garden on the Natural Grocers property at Clay Avenue and South Milton Road.

**Implementation Strategy 4.2:** LPVNA will help the City recruit and retain gardeners for the community garden and build a partnership with the local school to provide youth education on food systems.

### *GOAL #5: COMMUNITY CENTERS AND SPACES*

**Implementation Strategy 5.1:** Look for opportunities to provide common areas that are open to all La Plaza Vieja residents such as greenways and plazas.

**Implementation Strategy 5.2:** Actively research development opportunities as a stand-alone project or part of a broader redevelopment project to establish a community center within La Plaza Vieja. LPVNA could assist with efforts by establishing a business plan and exploring options and potential development partnerships.

## PRESERVING THE NEIGHBORHOOD CORE

### *GOAL #6N: PRESERVE THE NEIGHBORHOOD CORE AS A PREDOMINANTLY SINGLE-FAMILY NEIGHBORHOOD*

**Implementation Strategy 6N.1:** Consider a maximum lot size for R1N in the Neighborhood Core through an overlay or other zoning code update.

**Implementation Strategy 6N.2:** Consider requiring an administrative design review for new single-family houses in La Plaza Vieja in order to encourage consistency with the goals of the Plan.

**Implementation Strategy 6N.3:** Incorporate elements of the architectural and landscaping policies and details from La Plaza Vieja's built environment into an overlay zone for the planning area.

### *GOAL #6T: ENCOURAGE CONTEXT-APPROPRIATE DEVELOPMENT IN THE TRANSITION AREA BETWEEN NEIGHBORHOOD AND COMMERCIAL CORRIDORS*

**Implementation Strategy 6T.1:** For developments over 35 feet tall, step back buildings so they are closer to the neighborhood scale away from Milton Road and Route 66. Incorporate architectural features on the side of the building facing the residential neighborhood.

**Implementation Strategy 6T.2:** For developments over 35 feet tall, buildings should have street-level design features that provide a pedestrian-friendly sidewalk environment next to the building.

**Implementation Strategy 6T.3:** Rezone all City-owned parks in La Plaza Vieja to the Public Facilities zone.

**Implementation Strategy 6T.4:** Incentivize rezoning of Highway Commercial parcels in the Transition Area to zones with lower height limitations, such as Community Commercial, Medium Density, and High Density Residential. The Planning Director may submit applications on behalf of property owners to request voluntary downzoning for key parcels in the Transition Area, reducing the cost of the application. Also consider buying development rights for key parcels to reduce entitlements, transfer of development rights, or downzoning using the Prop 207 waiver process.

### *GOAL #6C: ENHANCE THE COMMERCIAL EDGE*

**Implementation Strategy 6C.1:** Consider development of enhanced design standards for first floors of commercial and mixed-use buildings in the Commercial Edge.

**Implementation Strategy 6C.2:** Encourage LPVNA to participate and build partnerships with local businesses around Route 66 events as a forum for telling La Plaza Vieja's story in Flagstaff history.

## PRESERVING HISTORIC IDENTITY

### *GOAL #7: PRESERVE AND ENHANCE EXISTING HOUSING STOCK*

**Implementation Strategy 7.1:** LPVNA to support efforts to establish a pilot rehabilitation program for rental housing in La Plaza Vieja.

**Implementation Strategy 7.2:** Empower LPVNA to find non-federal grant funding for projects that can't meet federal thresholds because of costs or sound mitigation issues.

### *GOAL #8: PRESERVE HISTORIC STRUCTURES AND LANDMARKS*

**Implementation Strategy 8.1:** Consult with the State Historic Preservation Office (SHPO) for the purpose of repackaging a proposal for smaller targeted historic districts within La Plaza Vieja, such as the relocated AL&T houses on Clay Avenue and the homes along Tucson Avenue.

**Implementation Strategy 8.2:** The City of Flagstaff Zoning Code has a “Landmark Overlay District” mechanism to protect structures aged 50 years and older. For eligible houses in La Plaza Vieja, the Planning Director may submit applications to add historic buildings into the Landmark Overlay District with property owner’s permission.

**Implementation Strategy 8.3:** Encourage groups of historic property owners who want to work together to submit an application for a preservation grant to the SHPO with the help of the local Historic Preservation Officer at the City of Flagstaff.

**Implementation Strategy 8.4:** Continue historic research into the origins, ethnography, and migration patterns of La Plaza Vieja in order to support applications for landmark overlays and potential historic district designations by SHPO.

**Implementation Strategy 8.5:** Create a partnership between the City, LPVNA, and NAU that provides students with experience in historic neighborhood research and preservation. LPVNA may use this partnership to find grant funding for a paid intern to work for them as part of a 1-year fellowship.

**Implementation Strategy 8.6:** LPVNA and the City’s Historic Preservation Commission may work together to apply for grant funding to create a network of digital and real world interpretive opportunities to inform residents and visitors about La Plaza Vieja’s rich history and vibrant past. Examples may include: historic plaques on residences and businesses, guided tours, Quick Response Code (QR code) driven self-guided tours, etc. Leverage student volunteers, local non-profits, historic resource professionals, and City resources to support this effort.

### *GOAL #9: GATEWAYS*

**Implementation Strategy 9.1:** Preserve and enhance La Plaza Vieja gateway signs at South Milton Road and Clay Avenue.

**Implementation Strategy 9.2:** Identify and acquire a location for a gateway sign on West Route 66 at the intersection with Blackbird Roost.

## TRANSPORTATION

### *GOAL #10: FLAGSTAFF URBAN TRAILS SYSTEM (FUTS)*

**Implementation Strategy 10.1:** Construct bicycle and pedestrian trails connecting La Plaza Vieja to West Village, Townsite, and Southside neighborhoods.

**Implementation Strategy 10.2:** Maintain right-of-way for comfortable bicycle and pedestrian access along the Clay Avenue Wash after implementation of the floodplain improvements as outlined in the Rio de Flag Feasibility Report and Final Environmental Impact Statement.

**Implementation Strategy 10.3:** Acquire pedestrian and bicycle access that connects the Clay Avenue Park and nearby elementary school to the future FUTS trail to the south.

### *GOAL #11: BICYCLE AND PEDESTRIAN CROSSINGS*

**Implementation Strategy 11.1:** Provide a pedestrian crossing at Route 66 and Blackbird Roost to create access to groceries and services. This may be accomplished through a pedestrian-only crossing or as part of a fully signalized intersection.

**Implementation Strategy 11.2:** Construct a railroad-pedestrian underpass between Florence Avenue and Walnut Street to connect the La Plaza Vieja and Townsite neighborhoods. Incorporate public art designed with input from LPVNA into the structure. If possible, allow passage to be used by vehicles in emergency situations, such as flooding.

**Implementation Strategy 11.3:** Construct a pedestrian bridge over Milton Road to connect the La Plaza Vieja and Southside neighborhoods. Work with BNSF to place the bridge in their right-of-way.

**Implementation Strategy 11.4:** Provide a four-way crosswalk at Milton Road and Clay Avenue for pedestrian access between the Southside Community and La Plaza Vieja, if the delay to vehicle traffic can be mitigated in an acceptable manner.

**Implementation Strategy 11.5:** Construct an under-grade crossing of Milton Road for pedestrians and bicyclists at or near Malpais Lane that would be a direct access from the Northern Arizona University campus into and out of La Plaza Vieja.

### *GOAL #12: INTERNAL NEIGHBORHOOD STREETS*

**Implementation Strategy 12.1:** Coordinate with the LPVNA for shared responsibilities in applying for grants and maintenance for streetscape and transportation improvements.

**Implementation Strategy 12.2:** Enhance and maintain streetscapes, dark-sky friendly lighting, and signage through City reinvestment and private property redevelopment. Streetscape improvements include, but are not limited to: curb, gutter, sidewalk repair or installations, crosswalks, street lights, street trees, planting strips, and street furniture.

**Implementation Strategy 12.3:** Regularly assess speed limit compliance and the need for residential traffic calming on Clay Avenue and Blackbird Roost. If speed limits are regularly exceeded, consider school zone speed limit

restrictions on Clay Avenue at Haven Montessori Charter School to protect children walking to and from school or other traffic calming measures as outlined in the Concept Plan.

**Implementation Strategy 12.4:** Extend McCracken Street to Malpais Lane and create a connection north to Clay Avenue in order to achieve the Future Urban form of these blocks.

*GOAL #13: NEIGHBORING GREAT STREETS*

**Implementation Strategy 13.1:** Ensure any potential extension of Clay Avenue is designed to not increase the number of travel lanes, provide appropriate traffic calming, and landscaping, and is designed as a Complete Street in order to preserve the *neighborhood* feel of the street.

**Implementation Strategy 13.2:** Consider the McCracken Street extension as a possible alternative to the Clay Avenue Extension.

**Implementation Strategy 13.3:** Increase right-of-way dedication widths on Milton Road and Route 66 to allow for wider sidewalks and landscaping that support the pedestrian environment.

*GOAL #14: ACCESS TO TRANSIT*

**Implementation Strategy 14.1:** Per NAIPTA’s Regional Five-Year and Long Range Transit Plan, provide bus service on Clay Avenue and Blackbird Roost.

## ECONOMIC DEVELOPMENT

*GOAL #15: SMALL BUSINESS AND ENTREPRENEURSHIP*

**Implementation Strategy 15.1:** LPVNA to provide resources for small business and entrepreneurs by working with community economic development partners, including:

- Coconino Community College - Small Business Development Center.
- City of Flagstaff Economic Vitality Team: Enterprise Zone tax credits (non-retail businesses only); workforce education; growth and success of existing businesses.
- City of Flagstaff Community Design & Redevelopment: architectural examples of how to address building improvements, public space, and street engagement; utilize Historic Preservation Façade and Signage Grant, when applicable.
- Chamber of Commerce for existing programs.
- NAU Business School—engage class project to conduct a market analysis to better understand which commercial endeavors are most appropriate for this area.
- Economic Collaborative of Northern Arizona (ECoNA).

## DEFINITIONS

*Definitions in this section are compiled from a number of sources. Definitions that are marked with a Z or R come from the Zoning Code and the **Flagstaff Regional Plan 2030** respectively. If the definition in either of those documents is changed, it also applies to this document.*

**Absentee landlord:** A property owner who lives outside of the economic region and leases their property without assistance from a local management company.

**Access (Z):** A means of vehicular or non-vehicular approach or entry to or exit from property, a street, or highway.

**Activity Centers (R):** Mixed-use centers that vary by scale and activity mix depending on location. They include commercial, retail, offices, residential, shared parking, and public spaces. This Plan identifies existing and potentially new activity centers throughout the planning area, including urban, suburban, and rural centers.

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

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

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

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

**Apartment House (Z):** A building type that is a medium-to-large-sized structure that consists of four to 12 side-by-side and/or stacked dwelling units, typically with one shared entry.

**Area Type (R):** **Flagstaff Regional Plan 2030** designates three area types: urban, suburban, and rural on the Future Growth Illustration. Area types may also be future or existing and overlap in some places.

**Arterial Streets, Roads (Z):** A road, street, or highway that is intended to provide for high speed travel between or within communities or to and from collectors. Access is controlled so that only regionally significant land uses may take direct access to these streets.

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

**Block size:** The size of the rectangular area surrounded by streets and usually containing several buildings. Suburban blocks are typically larger than urban blocks.

**Build-out:** A visual or quantities illustration of the extent to which buildings or use may occupy a parcel or area in the future. Maximum build-out refers to how much could be built if every lot was built to the maximum height and floor area ratio (FAR). The Concept Plan demonstrates a desired build-out scenario.

**Bulb outs:** A bulb out or curb extension is a traffic calming measure that shortens the crossing distance for pedestrians by extending the curb into the street at an intersection or mid-block crossing.

## Definitions

**Bus pullouts:** A designated location where the curb of the street is moved closer to the sidewalk to allow for buses to move out of traffic for pick-up and drop-off.

**Business Sector:** A business sector is a category defined by the North American Industry Classification System (NAICS), which is the standard used by Federal statistical agencies in classifying business establishments for the purpose of collecting, analyzing, and publishing statistical data related to the U.S. business economy (U.S. Census Bureau definition).

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

**Carriage House (Z):** An accessory dwelling unit to a primary dwelling on the same site. A carriage house provides on-the-ground-floor or above-a-garage, permanent provisions for living, sleeping, eating, cooking, and sanitation.

**Civic (Z):** Not-for-profit or governmental activities dedicated to arts, culture, education, recreation, government, transit, and municipal parking.

**Collector Street (Z):** A street that collects traffic from local streets and carries it to the arterial system. Collectors may supplement the arterial system by facilitating some through traffic volumes and may also serve abutting property.

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

**Commercial Cores (R):** The center of every activity center has a commercial core allowing and encouraging commercial, institutional, high-density residential, and mixed-use development; transit opportunities; and encouraging pedestrian-oriented design.

**Commercial Edge:** A Neighborhood Policy Area for La Plaza Vieja comprised of properties zoned Highway Commercial with frontage along Milton Road and Route 66. (See [Map 12](#))

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

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

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

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

**Conditional Use (Z):** A use that would not be appropriate without restriction, but which is permitted provided that all performance standards and other requirements of the zoning code are met.

Conditional Use Permit (CUP): Written government permission allowing a conditional use.

Congestion: A term describing the flow and volume of traffic on a given roadway. Congestion usually refers to a situation where traffic is constrained by a bottleneck occurring further downstream in the system.

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

Context Sensitive Solution (CSS) (R): A way of designing and building transportation facilities and infrastructure to seamlessly reflect and minimize impacts on adjacent land uses and environmentally sensitive areas. A CSS project complements its physical and natural setting while maintaining safety and mobility.

Corridor: A set of essentially parallel transportation facilities designed for travel between two points.

Corridor study: A study of land use and transportation facilities in a corridor that accounts for future growth over a larger area.

Cottage: (See Single Family Cottage)

Curb ramps: Graduated areas of the curb and gutter that are designed for wheelchair access.

Curb extensions: (See Bulb-out)

Cut-through traffic: Traffic that passes through a residential area as a means of bypassing congestion on larger capacity arterial and collector roads.

Demographics: Statistical data relating to the population and particular groups within it.

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

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

Entitlement: (See By Right)

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

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

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

Floodplain (Z): Any areas in a watercourse that have been or may be covered partially or wholly by floodwater from a one hundred-year flood.

## Definitions

**Floodway:** The area designated by the Federal Emergency Management Agency (FEMA) as the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height. Communities must regulate development in these floodways to ensure that there are no increases in upstream flood elevations.

**Future Growth Illustration:** Map22 in the *Flagstaff Regional Plan 2030* which shows land designations for future growth patterns and the areas designated for area types and activity centers.

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

**Gateways:** Gateways are spaces adjacent to intersections that provide entrance into the neighborhood, where landscaping, neighborhood identifying signs, and public art may be installed. They provide the first impression people have as they enter the neighborhood.

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

**Great Streets (R):** Streets designed to take into account their entire three-dimensional visual corridor, including the public realm and adjacent land uses. Great streets are “complete” streets, meaning they service and take into account all users — not just motor vehicles, and serve as interesting, lively, and attractive community spaces.

**Hipped Roof:** A roof with the ends inclined, as well as the sides.

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

**Historic Building (Property):** A building with sufficient age, a relatively high degree of physical integrity, and historical significance and, therefore, may be eligible for listing on the National Register of Historic Places.

**Home-based businesses:** Also called Home Occupation. Businesses that do not have a commercial presence on the street and are general run out of a residence.

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

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

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

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

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

**Land Use (Z):** The purpose or activity for which land or any building or structure thereon is designated, arranged, or intended, or for which it is occupied or maintained; or any activity, occupation, business or operation carried on or intended to be carried on in a building, structure, or on a parcel or lot.

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

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

**Low Impact Development (LID) (Z):** A stormwater management approach modeled after nature by managing rainfall runoff at the source using decentralized small-scale controls uniformly distributed throughout the development area.

**Major intersection improvement:** Constructed improvements to an intersection that generally exceed \$1 million in costs and significantly increases capacity (reducing congestion).

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

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

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

**National Scenic Byway:** A National Scenic Byway is a road recognized by the United States Department of Transportation for one or more of six "intrinsic qualities": archeological, cultural, historic, natural, recreational, and scenic.

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

**Neighborhood Core:** A Neighborhood Policy Area for La Plaza Vieja comprised of properties zoned Residential Neighborhood (R1N) that is the architectural and cultural center of the Plan. The built environment within this policy area is what defines neighborhood character and compatibility. (See Map 12)

**Parkway:** A linear strip of vegetation between the curb and gutter of a street and the sidewalk.

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

**Plaza (R):** A civic space type designed for civic purposes and commercial activities in the more urban areas, generally paved and spatially defined by building frontages.

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

## Definitions

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

Policy (R): A deliberate course of action, mostly directed at decision makers in government, but also may be for institutional or business leaders – to guide decisions and achieve stated goals.

Regulating Plan (Z): A set of maps that shows the transect zones, special districts, and special requirements for areas subject to, or potentially subject to, regulation by a form-based code for a Traditional Neighborhood Community Plan. It may also show street and public open spaces, and designate where various building form standards (based on intensity of urbanism) for building placement, design and use will apply. The Regulating Plan graphically shows, applies and places the regulations and standards established in a form-based code for a Traditional Neighborhood Community Plan.

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

Road Network Illustration: Map 25 in the *Flagstaff Regional Plan 2030* which shows roads and corridors based on their role in land use and transportation planning.

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

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

Single-Family Detached Dwelling (Z): A dwelling designed and used for single-family use that does not share a wall with another dwelling.

Specific Plan (Z): Detailed element of the General Plan enacted under the provisions of A.R.S. § 9-461.08, that provides a greater level of detail for a specific geographic area or element of the General Plan, and that provides specific regulations and standards for the systematic implementation of the General Plan.

State Historic Preservation Office: The state historic preservation office (SHPO) is a state governmental function created by the United States federal government in 1966 under Section 101 of the National Historic Preservation Act (NHPA); the SHPO administers preservation programs under the NHPA.

Strategies (R): Suggested ideas of how to specifically implement policies.

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

Substantial Improvement: Substantial improvement “means any reconstruction, rehabilitation, addition or other improvement of a structure, the cost of which equals or exceeds 50% of the market value of the structure before the “start of construction” of the improvement.

Suburban (R): Describes areas within the City in which a person is mostly dependent on the automobile to travel to work or other destinations (sometimes referred to as Driveable Suburban), and to accomplish most shopping and recreation needs. These environments may have areas where it is possible to walk or ride a bike for recreational

purposes, such as on FUTS trails, but due to the lack of connectivity or nearby amenities, are not favorable for walking or biking as a primary mode of transportation on a day-to-day basis. Suburban areas have medium to low densities of people, residences, jobs and activities with some services and goods available to residents, the streets and sidewalks vary in their design, and access to public transportation may be available.

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

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

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

**Transition Area:** A Neighborhood Policy Area for La Plaza Vieja comprised of properties between the Commercial Edge and the Neighborhood Core. This area is targeted for moderately scaled mixed use development in order to meet the stated Plan goal of preserving neighborhood character. (See [Map 12](#))

**Urban (R):** Areas with a higher density of people, residences, jobs and activities; buildings are taller and close to the street; streets and sidewalks are in a grid pattern of relatively small blocks; the area is walkable and a variety of services and goods are available; served by public transportation.

**Viewshed (R):** An area of land that is visible to the human eye from a vantage point with particular scenic value that may be deemed worthy of preservation against development or other change.

**Walkability Audit:** A walkability audit is a community-based exercise intended to highlight opportunities, identify obstacles, and evaluate how easy it is to get around a neighborhood on foot.

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

**Zone:** Zoning describes the control of the use of land, and of the appearance and use of buildings by the City of Flagstaff. Areas of land are divided into zones within which various uses are permitted and development standards and guidelines apply. The standards and uses in zones are what is used to estimate entitlements for private property.

**Zoning Code (R):** A set of legally binding provisions adopted by the City Council consistent with state law regulating the use of land or structures, or both, used to implement the goals and policies of the Flagstaff Regional Plan 2030.

## APPENDIX 1 – PRIORITIZATION OF IMPLEMENTATION STRATEGIES

Chapter 4 contains dozens of implementation strategies that would help achieve the goals and policies of the **La Plaza Vieja Neighborhood Specific Plan**. Not all of these will be achieved over the next **5 to 20 years** and many will be achieved based on funding and opportunities that are not currently foreseeable. This appendix identifies and provides details about the top 12 priorities for LPVNA. Ideally, these are considered potentially achievable within the **first 5 years** after the Plan is adopted. These priorities do not represent a commitment of City resources. They do provide time-specific objectives that help track LPVNA and the City’s progress that may be reported in the *FRP30* annual report. Other strategies may be implemented in this timeframe as opportunities allow.

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

### NEIGHBORHOOD EMPOWERMENT

Priority Ranking	Lead Organization	Potential Partnerships
1	LPVNA	Community Development, other Neighborhood Associations, League of Neighborhoods
<p><b>Implementation Strategy 1.4:</b> Through the use of Zoning Code regulation and the use of public participation, LPVNA should become the lead organization to which developers contact for neighborhood feedback and discussion on potential projects within La Plaza Vieja.</p> <p><i>Creating a neighborhood forum for civic discussion on a wide variety of issues is a central part of LPVNA’s mission. LPVNA will reach out to the City’s Community Development staff, ADOT, and other partners to stay up-to-date on planning issues and to disseminate information to La Plaza Vieja residents.</i></p>		

Priority Ranking	Lead Organization	Potential Partnerships
2	LPVNA	Community Development, other Neighborhood Associations, League of Neighborhoods
<p><b>Implementation Strategy 1.2:</b> Form a grant writing team for La Plaza Vieja that is led by LPVNA and comprised of neighborhood residents, City staff, City Commission members, non-profit organizations with specialized knowledge, and small business owners.</p> <p><i>Forming a grant funding team to help with grant writing and administration is key to the success of the La Plaza Vieja Neighborhood Specific Plan. Without this strategy and receipt of grants, many of the other priorities will not be achievable.</i></p>		

### PRESERVING THE NEIGHBORHOOD CHARACTER

Priority Ranking	Lead Organization	Potential Partnerships
1	City	
<p><b>Implementation Strategy 6T.1:</b> For developments over 35 feet tall, step back buildings so they are closer to the neighborhood scale away from Milton Road and Route 66. Incorporate architectural features on the sides of the building facing La Plaza Vieja.</p> <p><i>Consideration of ways to incorporate stepping back building height into an overlay zone for the Plan area and include as a condition in rezoning cases in the Transition Area.</i></p>		

Priority Ranking	Lead Organization	Potential Partnerships
2	City	LPVNA
<p><b>Implementation Strategy 6N.2:</b> Consider requiring an administrative design review for new single-family houses in La Plaza Vieja in order to encourage consistency with the goals of the Plan.</p> <p><b>Implementation Strategy 6T.4:</b> Incentivize rezoning of Highway Commercial parcels in the Transition Area to zones with lower height limitations, such as Community Commercial, Medium Density and High Density Residential. The Planning Director may submit applications on behalf of property owners to request voluntary downzoning for key parcels in the Transition Area, reducing the cost of the application. Also consider buying development rights for key parcels to reduce entitlements, transfer of development rights, or downzoning using the Prop 207 waiver process.</p> <p><i>6N.2 will require an amendment to the Zoning Code and may be incorporated into the neighborhood overlay zone. Supporting voluntary down zoning with City sponsored applications may not include review fees and therefore reduces the cost to the property owner. Opportunities to reduce development rights will be largely opportunistic.</i></p>		

**PARKS AND COMMUNITY SPACES**

Priority Ranking	Lead Organization	Potential Partnerships
1	LPVNA	City, Museum of Northern Arizona Spring Restoration Institute, NAU, The Arboretum at Flagstaff, local nurseries
<p><b>Implementation Strategy 3.1:</b> Enhance Old Town Springs Park</p> <ul style="list-style-type: none"> <li>Enhance the landscaping and signing at the north side of the park to provide an attractive entrance from West Coconino Avenue.</li> <li>Interpretive signs can be installed to highlight the historic importance of the site and spring in local history.</li> <li>The spring in the park could be restored ecologically to some extent, by improved drainage features and switching to wetland appropriate forbs to replace grass. Irrigation would be needed for establishment of new plants.</li> <li>Replace the over-grown vegetation with slope tolerant northern Arizona deciduous trees and perennials. Irrigation would be needed for establishment of new plants.</li> <li>Add bicycle racks and street lights to ensure pedestrian safety and access.</li> </ul> <p><i>LPVNA will take the lead on finding grant opportunities and volunteers. City Parks Department will approve site plans and provide support for grant applications. Restoration and recognition of the historic importance of the spring is a high value for La Plaza Vieja. With improved integrity it could be eligible for recognition in the National Register of Historic Places. Improving appearance on the north side is also a priority. Trees planted by Hispanic families for Flagstaff centennial would be retained and culturally interpreted. La Plaza Vieja will provide for irrigation of new plants until established.</i></p>		

Priority Ranking	Lead Organization	Potential Partnerships
2	LPVNA	City, local nurseries, local businesses
<p><b>Implementation Strategy 3.3:</b> Enhance Plaza Vieja Park</p> <ul style="list-style-type: none"> <li>Incorporate a low ornamental wall that provides seating and separates the park from the traffic on Clay Avenue.</li> <li>Replace some of the blue rug junipers with northern Arizona perennials. Irrigation would be needed for establishment of new plants.</li> <li>Coordinate with the Beautification and Public Art Commission to provide public art opportunities that are historically and culturally relevant to the La Plaza Vieja.</li> <li>Provide picnic tables for gatherings.</li> </ul> <p><i>LPVNA will look for grant opportunities and coordinate volunteers for these efforts. City Parks Department will approve site plans and provide support for grant applications. Highest priority will be to replace junipers with native vegetation. La Plaza Vieja will provide irrigation of new plants until established.</i></p>		

**PRESERVING HISTORIC IDENTITY**

Priority Ranking	Lead Organization	Potential Partnerships
1	LPVNA	City Historic Preservation Officer, The Pioneer Museum, NAU Department of History, Cline Library Special Collections, Museum of Northern Arizona, local independent historians
<p><b>Implementation Strategy 8.4:</b> Continue historic research into the origins, ethnography, and migration patterns of the La Plaza Vieja in order to support applications for landmark overlays and potential historic district designations by SHPO.</p> <p><i>Historic preservation professionals can help identify grant opportunities. LPVNA will write grants and help introduce researchers to local residents. Ultimately the products from this project could be used for applications and interpretive signs throughout La Plaza Vieja.</i></p>		

Priority Ranking	Lead Organization	Potential Partnerships
2	LPVNA	City
<p><b>Implementation Strategy 8.2:</b> The City of Flagstaff Zoning Code has a “Landmark Overlay District” mechanism to protect structures aged 50 years and older. For eligible houses in La Plaza Vieja, the Planning Director may submit applications to add historic buildings into the Landmark Overlay District with property owner’s permission.</p> <p><b>Implementation Strategy 8.3:</b> Encourage groups of historic property owners who want to work together to submit an application for a preservation grant to the SHPO with the help of the local Historic Preservation Officer at the City of Flagstaff.</p> <p><i>The landmark overlay is available now. LPVNA will take the lead on educating property owners and using the research to support the landmark application. Grant opportunities to improve integrity of historic structures can be supported by the team from Implementation Strategy 8.4.</i></p>		

**TRANSPORTATION**

Priority Ranking	Lead Organization	Potential Partnerships
1	ADOT	LPVNA, City
<p><b>Implementation Strategy 11.1:</b> Provide a pedestrian crossing at Route 66 and Blackbird Roost to create access to groceries and services. This may be accomplished through a pedestrian-only crossing or as part of a fully signalized intersection.</p> <p><i>Develop a capital project in coordination with ADOT. This plan cannot commit ADOT to this project, but it can state the City and LPVNA’s desire to see it implemented. The project has already been identified as warranted.</i></p>		

Priority Ranking	Lead Organization	Potential Partnerships
2	City	LPVNA
<p><b>Implementation Strategy 12.3:</b> Regularly assess speed limit compliance and the need for residential traffic calming on Clay Avenue and Blackbird Roost. If speed limits are regularly exceeded, consider school zone speed limit restrictions on Clay Avenue at Haven Montessori Charter School to protect children walking to and from school or other traffic calming measures as outlined in the Concept Plan.</p> <p><i>Monitor traffic calming needs and effectiveness including before and after transportation projects. The City will accomplish this by using existing standards and measurements such as the traffic calming worksheet utilized by the City’s traffic engineers.</i></p>		

Priority Ranking	Lead Organization	Potential Partnerships
3	City	LPVNA, BNSF
<p><b>Implementation Strategy 11.2:</b> Construct a railroad-pedestrian underpass between Florence Avenue and Walnut Street to connect the La Plaza Vieja and Townsite neighborhoods. Incorporate public art designed with input from LPVNA into the structure. If possible, allow passage to be used by vehicles in emergency situations, such as flooding.</p>		
<p><i>Develop a City project that is planned and programmed in coordination with BNSF.</i></p>		

## APPENDIX 2 – METHODOLOGY

### Demographics and Housing

The Census Analysis prepared for La Plaza Vieja was compiled from three main sources. For broader information concerning tracts, block groups, and overall population, we consulted information from the U.S. Census Bureau. Our second source was information from The Environmental Systems Research Institute (ESRI), a geographic information systems (GIS) and land-use consulting firm. Based on the ACS (American Community Survey) information provided, we were able to analyze data from the housing summary, population summary, community profile, household income profile, market profile, and business summary. Our third source was taken from the City's GIS information which includes GIS data from the Coconino County Assessor's Office (County Assessor).

To calculate total area population and number of housing units, we used County Assessor's GIS data to determine the total number of housing units in the three census blocks that overlap La Plaza Vieja. We then calculated the estimated population for La Plaza Vieja calculated by the total number of units (County Assessor's data) multiplied by the average family size (average of three census tracts).

For demographic data on race, ethnicity, age, housing vacancy, and household income, we only included the information related to 2010 Census data for tract 53452 (Central La Plaza Vieja). The area north of the tracks is in the same census tract as the Townsite neighborhood and Arrowhead Village Mobile Home Park is in the West Village census tract. Both of these areas have more socioeconomic similarities to the Central La Plaza Vieja tract than they do to the other areas that are included in their respective census tract based on local knowledge and feedback from residents. Therefore, we assumed that percentages from Census Tract 53452 would be the best representation of these areas.

An important anomaly in the 2010 Census data relates to the vacancy rate for La Plaza Vieja 2010 was the year after the Great Recession ended and a 14% vacancy rate was captured at that time. It is highly unlikely, based on staff and LPVNA's observations, that the vacancy rate is still that high. Approximately 5-6 units currently appear vacant and new housing units have been created as part of infill projects in the last five years.

### Historic Preservation

In order to update our understanding of La Plaza Vieja's historic context, Annie Lutes from SWCA Environmental Consultants prepared an updated report of La Plaza Vieja's history and architectural styles. This report documented major historical events, migration of Hispanic families into and out of La Plaza Vieja, and the movement of buildings into La Plaza Vieja after the closure of the Arizona Lumber and Timber Mill and the redevelopment of Los Chantes.

A 1996 inventory of historic buildings, County Assessor's data, a National Park Service survey of Route 66 landmark hotels, historic photos, and information on individual commercial properties were used to determine the buildings inventoried for eligibility on [Map 3](#). County Assessor's data is a reliable source for determining what buildings have been demolished or replaced, but not for determining the age of buildings built prior to the 1980s. We therefore were not able to determine what structures in the area north of the railroad tracks would be eligible. We know that several of them are over 100 years old based on family records and the materials used in their exterior and construction. This is an area that will require further research in order to be determined.

### Market Analysis

The market analysis for La Plaza Vieja covers two areas: (1) a count of businesses in the area, and (2) the types of businesses in the area. For this portion, we have consulted three main sources to gather our information for the market analysis. We looked over the ESRI data for topics concerning the count and types of businesses in the area. For owner and tax information regarding the parcels, we used the parcel viewer provided by the County Assessor. Lastly, we used the online Flagstaff Prospector economic development directory to gather information regarding the names of the businesses, estimated sales, market history, and a description of the business.

### Land Use

Maximum build refers to how much could be built if every lot was built to the maximum extent allowed by right. Maximum build-out is ascertained by the maximum building height and **floor area ratio (FAR)** allowed by the Zoning Code and accounting for design criteria for commercial and mixed use buildings.

### Transportation and Infrastructure

Infrastructure, road and sidewalk condition data is maintained by the City's Utilities, Engineering, and GIS divisions. The data shown for this report is up-to-date as of August 2014 and includes recent construction including replacement of water and sewer infrastructure and street surfaces. This was supplemented by a review of the walkability audit and survey results.

The City of Flagstaff conducted an online biking and walking survey that was supplemented by in-person surveys in health facilities for low-income residents and community events throughout the summer of 2014. The questions posed were administered City-wide but requested information about specific locations from the respondents. For the purpose of this analysis, responses for locations within the boundaries of the Plan were compiled.

The City of Flagstaff conducted a walkability audit in 2008 with residents and community leaders. A walkability audit uses a standard form created by the National Center for Safe Routes to School and the Pedestrian and Bicycle Information Center to assess the pedestrian environment for barriers and conditions that decrease the comfort of the pedestrian. This allows the City to compare different neighborhoods and corridors in a consistent way. In fall 2014, Andrew Hagglund and Tyler Shute, City interns, went out to La Plaza Vieja to check for changed conditions from the original survey. This was primarily to incorporate the changes after the construction work in the summer of 2014.

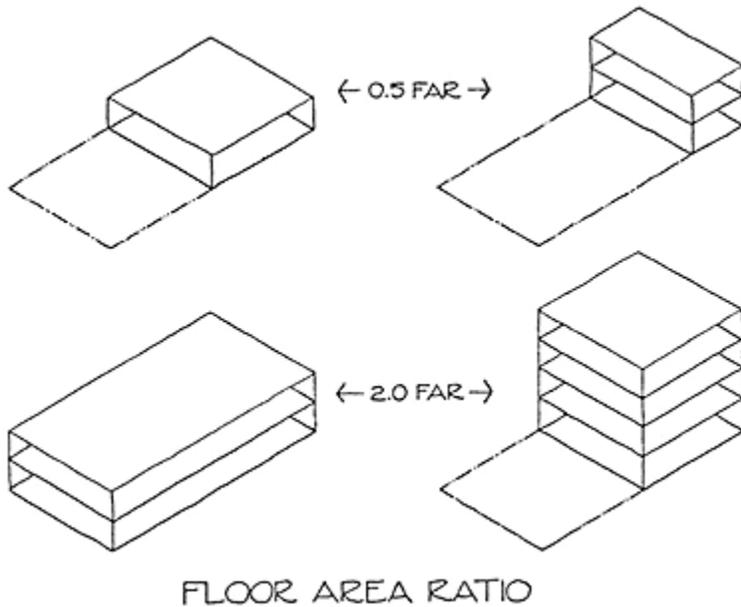
Crash data and reports were examined for every accident in the area boundary between 2001 and 2012 in order to better understand the pattern of crashes, most of which occur along Milton Road and Route 66. The vehicle movement, condition of the pedestrian or cyclist, and the level of injury were examined in this analysis.

## APPENDIX 3 – ZONING BACKGROUND

### DENSITY AND INTENSITY

**Density** refers to the intensity of development within a residential zoning district. In residential districts, density is generally measured by the maximum number of dwelling units permitted on a zoning lot. The maximum number of units is calculated by dividing the maximum residential area permitted on a zoning lot by the applicable factor for each zoning district. (Fractions equal to at least three-fourths are considered one unit.) The factors for each district are approximations of average unit size plus allowances for any common areas. Special density regulations apply to mixed use buildings that contain both residential and community facility uses.

**Intensity** is the mass, bulk and scale of buildings in commercial, industrial, institutional and mixed-use settings. Typically, intensity is measured by the Floor Area Ratio. Below is a graphic describing how buildings with the same FAR requirement can take different forms on the same site.



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## SUMMARY OF ZONING RELEVANT TO LA PLAZA VIEJA

### RESIDENTIAL ZONES IN NEIGHBORHOOD

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#### **Single-Family Residential Neighborhood (R1N)**

The Single-Family Residential Neighborhood (R1N) Zone applies to those neighborhoods that are located between the Downtown Flagstaff Historic District and outlying areas of more recent suburban development. The R1N zone, therefore, helps to maintain and enhance the historic character, scale, and architectural integrity of the downtown and surrounding area. Single-family residential development is the primary use type. This Zone is intended to preserve and build upon the existing development patterns inherent to Flagstaff's oldest neighborhoods. New development, renovations, and additions should, therefore, be in character and scale with the existing architectural characteristics of this Zone.

#### USES PERMITTED

Public and private schools, home day care, most institutional residential uses (with CUP), most residential uses, minor public services, hospitals (with CUP), neighborhood meeting facilities

#### USES NOT PERMITTED

Multi-family residential, live-work, trade schools, manufactured homes, retail trades, room and board facility

Density Range = 2 – 14 du/ac

Maximum Building Height = 35'

#### **High Density Residential (HR)**

The High Density Residential (HR) Zone applies to areas of the City appropriate for medium to high density multiple-family residential development. This Zone is intended to provide an environment having maximum living amenities on-site while providing affordable housing, residential design flexibility, more efficient use of open space, and better separation of pedestrian and vehicular traffic. This Zone allows affordable and planned residential development that allow for higher densities.

#### USES PERMITTED

Public and private schools, neighborhood meeting facilities, most residential uses, institutional residential uses (with CUP), live-work (with CUP), offices (with CUP), room and board facility (with CUP), minor public services, neighborhood markets (with CUP)

#### USES NOT PERMITTED

Manufactured homes, retail trades, trade schools

Density Range = 13 – 29 du/ac

Maximum Building Height = 60'

#### **Manufactured Housing (MH)**

The Manufactured Housing (MH) Zone is applied to areas of the City appropriate for orderly planned development of manufactured housing parks and subdivisions to accommodate manufactured houses. This Zone also accommodates conventionally framed or constructed single-family residences secondarily and accessory uses as are related or incidental to the primary use and not detrimental to the residential environment.

#### USES PERMITTED

Public and private schools, neighborhood meeting facilities, day care, institutional residential (with CUP), minor public services, room and board facility (with CUP)

USES NOT PERMITTED

Multi-family buildings, two-family dwellings, retail trades, live-work, trade schools

Maximum Density = 11 du/ac

Maximum Building Height = 30'

**COMMERCIAL ZONES IN NEIGHBORHOOD**

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**Commercial Service (CS)**

The Commercial Service (CS) Zone applies to areas of the City appropriate for those service industries and support activities necessary to maintain viable commercial retail trade centers. The development of residential uses in addition to commercial uses is encouraged in this Zone, provided that residential uses are located above or behind the primary commercial service use.

USES PERMITTED

Mini-storage, truck yards, incidental manufacturing, regional meeting facility, public/private/trade schools, most residential uses, institutional residential, live-work, room and board facility (with CUP), bars, all retail trades, general service, office, hospital (with CUP), minor public services, parking lots and garages, most auto services and sales

USES NOT PERMITTED

Warehousing, research and development, impound yard, commercial recreation facility, single-family homes, retail/service drive-thru, lodging, major public services, car washes

Gross Density = 13 du/ac

Maximum Building Height = 60'

Setbacks = 15' minimum side/rear setback when adjacent to residential

**Highway Commercial (HC)**

The Highway Commercial (HC) Zone applies to areas of the City appropriate for a full range of automobile-oriented services. The development of commercial uses in addition to residential uses is encouraged in the HC Zone to provide diversity in housing choices, provided that residential uses are located above or behind commercial buildings so that they are buffered from adjoining highway corridors. The provisions of this Zone are also intended to provide for convenient, controlled access and parking, without increasing traffic burdens upon the adjacent streets and highways. This Zone is designated primarily at the commercial corridors of the City, with the intention of making the City more attractive as a tourist destination while providing needed commercial activity.

USES PERMITTED

Research and development (with CUP), impound yard, warehousing, mini-storage (with CUP), incidental manufacturing, all recreation, all education, all assembly, all residential and institutional residential, all retail trade and services, garages and parking lots, all auto vehicle sales and services

USES NOT PERMITTED

Single-family residential, major public services, passenger transportation facility, various industrial uses

Gross Density = 13 du/ac

Maximum Building Height = 60'

Setbacks = 15' minimum side/rear setback when adjacent to residential

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