



FLAGSTAFF

FIELD  
PAOLI

# DEVELOPMENT STRATEGIES

Downtown ■ East Gateway ■ City of Flagstaff, Arizona ■ May 14, 2002



# **DEVELOPMENT STRATEGIES**

Downtown ■ East Gateway ■ City of Flagstaff , Arizona ■ May 14, 2002



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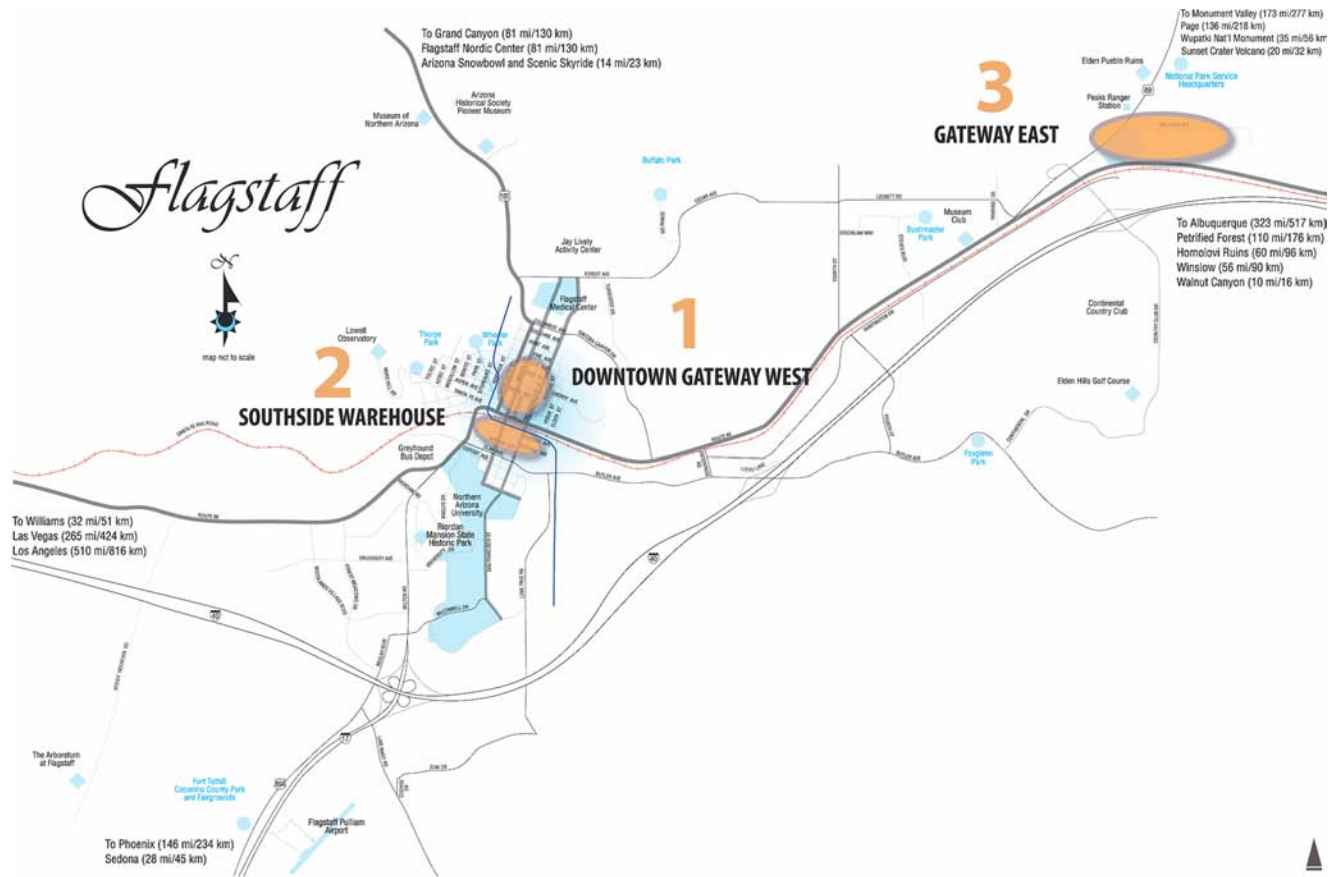


Fig 1.1: The three project sites

## 1. EXECUTIVE SUMMARY

### 1a. Purpose

This is a compilation of conceptual designs for three important sites in Flagstaff. These sites are part of the redevelopment area as defined by the City of Flagstaff.

The designs are an outcome of a broad multi-disciplinary consideration of the issues of economics, transportation, urban design, urban landscape, historic resources, cultural resources and events as they apply to Flagstaff. The concepts were created for the City of Flagstaff by a group of consultants led by Field Paoli Architects.

The ideas are a mix of plans, strategies and guidelines to serve as a guide to decision-makers as they consider broad policies or specific RFPs concerning these areas and how they relate to the structure and goals of the city. Developers can understand the direction Flagstaff wants to grow in and if they would like to be a part of it. Citizens, who also shape this process, can choose where to live, work or play. Likewise, this document potentially can be of interest to infrastructure funders, business leaders, future citizens and urban issue writers.

## 1b. Scope

The first project is the creation of concept plans and designs for a gateway entrance into the western part of Downtown Flagstaff; Gateway West. This site is part of the traditional Flagstaff Downtown bordering commercial, civic and residential uses. The plans suggest future development directions including appropriate uses, density, scale, massing and design guidelines. This also helps define future Request for Proposals and Qualifications.

The second project is part of the adjacent Southside Warehouse area. Situated south of historic Route 66 and the railway tracks, this site is also in close proximity to Northern Arizona University. The plan aims to leverage the historical character and the commercial potential of this area. This plan is of a strategic nature.

The third project, the Gateway East area, is located on the eastern edge of Flagstaff and looks at developing appropriate residential, retail and industrial uses as part of this sector of town. Also included, is the expansion of the Flagstaff mall to reinforce and strengthen its regional status in Coconino County. Plans address how the city street grid expands and connects to the new development, how the stated uses coexist in a synergistic manner and how new retail can help establish a vibrant neighborhood while maintaining Flagstaff as a regional commercial center.

## 1c. Strategy

The concepts for the three areas were formulated through a series of public work sessions. Residents, NAU students and staff, City staff and stakeholders voiced their concerns and stated their visions for Flagstaff. The workshops moved through initial concepts, discussions and alternatives to final schemes for the three areas.

Fig 1.2: Project site 1 - Gateway West - Downtown



Fig 1.4: Project site 3- East Gateway



Fig 1.3: Project site 2  
- Southside Historic Warehouse - Downtown





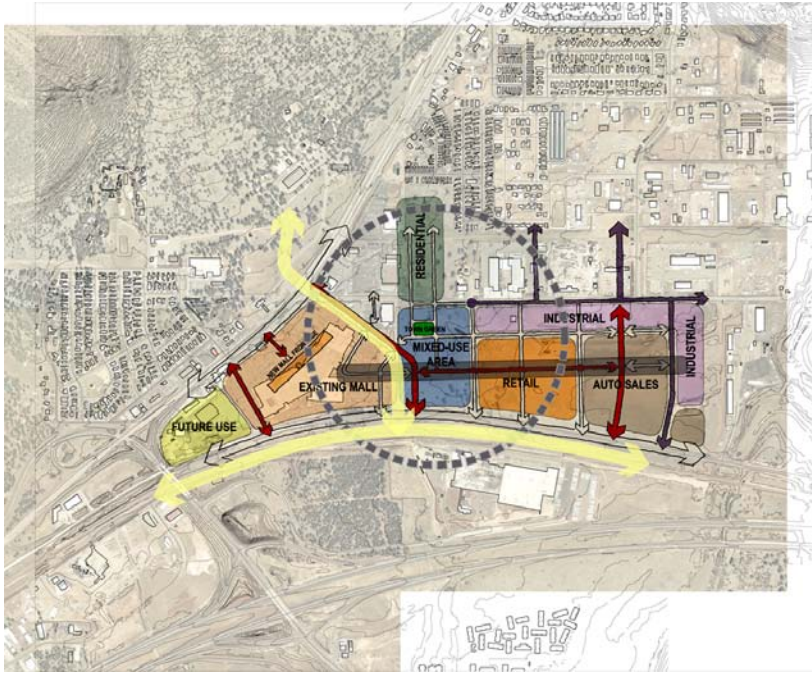


Fig 1.6: Urban Design Diagram for East Gateway

## GATEWAY EAST:

Gateway East Area, including the Flagstaff Mall

The urban design plan:

1. Proposes options for development in the Gateway East Redevelopment Area and arrives at a preferred design approach.
2. Defines roles for East Flagstaff that are complimentary with Downtown Flagstaff.
3. Creates a plan with an appropriate arrangement for industrial, residential, retail, entertainment and commercial development.
4. Expands the existing Flagstaff Mall, linking it to new outdoor retail and entertainment uses, and to a new residential neighborhood.
5. Reorients access to the area for better circulation and increased economic value.
6. Coordinates urban design with freeway and state highway transportation plans.
7. Creates optimal benefit for truck and rail traffic in and around the area.
7. Integrates urban trails and urban parks into the plan.



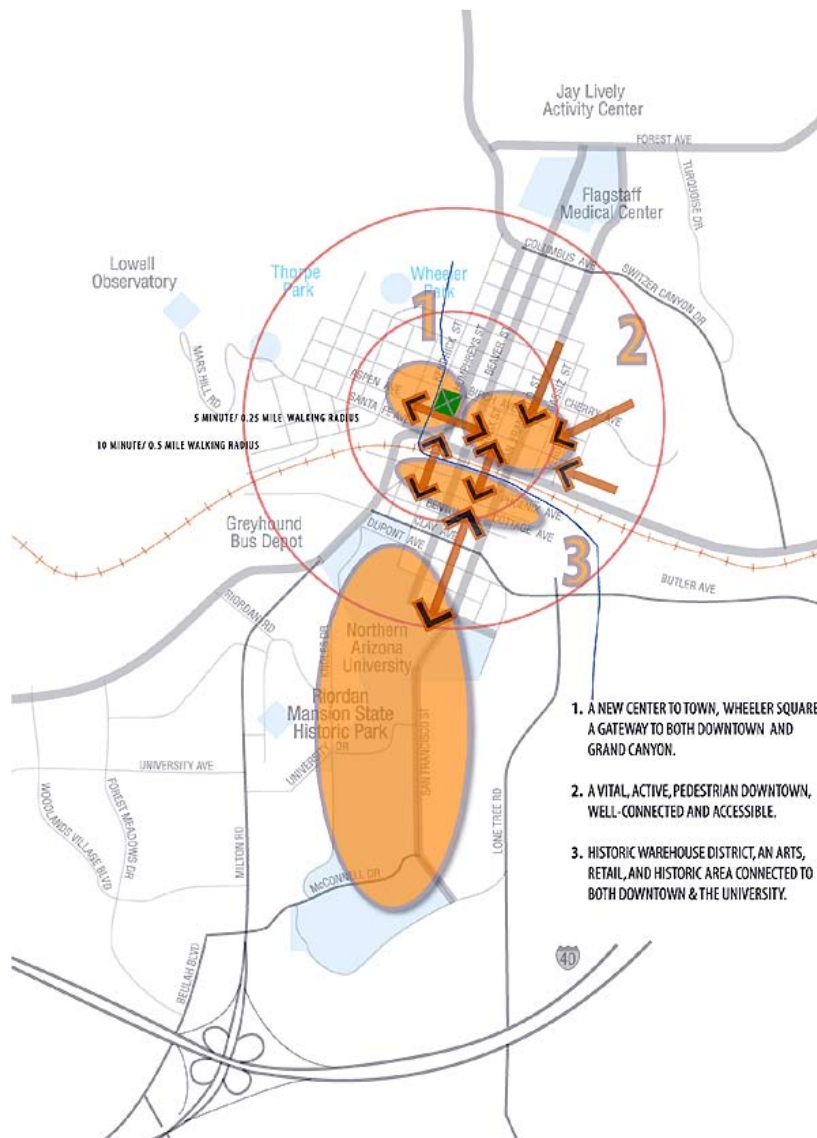


Fig 2.1: Urban Design Strategy for Gateway West and Southside Warehouse area

## 2. VISION

Flagstaff is ready to consolidate and build on its rich history- a dramatic volcanic landscape, a rich native Indian culture, Route 66 architecture and presence, railroad history, a winter resort destination, a vital downtown, a distinguished University and a strategic location as the gateway to the Grand Canyon.

The downtown sites will host development that will insert the missing pieces; it will bring a mix of housing, office space and retail, provide public amenity in terms of open-space and landscape, and strengthen Flagstaff's social and commercial heart.

Phoenix Avenue, in the South Warehouse District, will host a mix of streetscape improvements and commercial development to make it the historic and artistic quarter of Flagstaff.

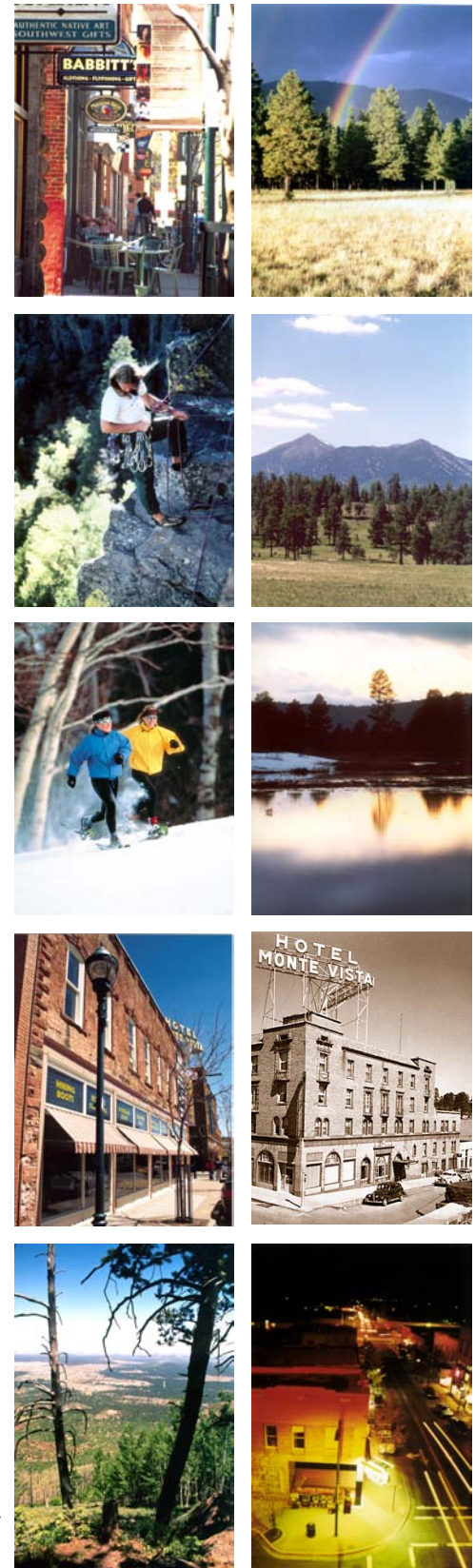


Fig 2.2: Glimpses into Flagstaff



East Gateway, 6 miles east, will develop a cohesive identity of its own with new regional retail, a town square and a neighborhood. Auto dealerships on Route 66 are also planned as part of the redevelopment. The Flagstaff Urban Trail System will extend into this new neighborhood, connecting the east and west ends of town.

### The Strategy

The Gateway West and South Warehouse areas have been grouped as one area- say, Downtown One. This helps in affirming and strengthening the connections across them and mitigates the dichotomous nature of Route 66 and the railroad tracks. The Flagstaff Urban Trail System stitches the two areas further with bike paths and jogging trails through an underground connection across Route 66 and the tracks.

Wheeler Park will be extended to occupy the entire block and will be knit together with civic, residential and office uses, giving it a permanent, local community. The uses, and the sense of place, make Wheeler Park the heart of town, making it memorable for both residents and visitors. This expanded sense of place can be given a new name- say Wheeler Square.



Fig 2.3: City Hall with Wheeler Park in the foreground

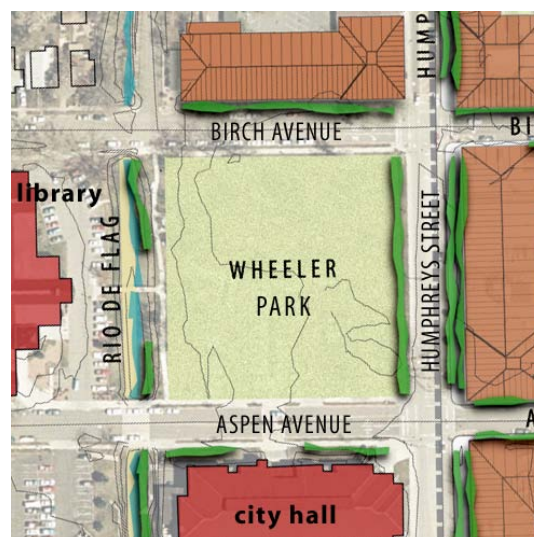


Fig 2.4: Wheeler Square, the area comprising the park and adjacent development



Fig 2.5: Phoenix Avenue, the old route for Route 66, in the historic Southside Warehouse area

Gateway West retail and mixed use intensifies along Aspen Avenue, filling in the “missing teeth”, providing a continuous pedestrian retail experience. Wheeler Park, Gateway West retail and the Southside Warehouse District now feel connected as one area, yet each maintains its individual identity.

Phoenix Avenue, the old Route 66, is unified with streetscape like paving, sidewalks, trees and benches. The uses in the Southside Warehouse District tap on the historical and the arts with museums, artist studios, historic walks, student housing, a visitor center, some retail and night life. This distinct identity makes it a destination for residents, tourists and the University community. This identity could also be reflected in a modified name for this district- Warehouse Historic.

Fig 2.6: Section through Phoenix Avenue and FUTS looking west

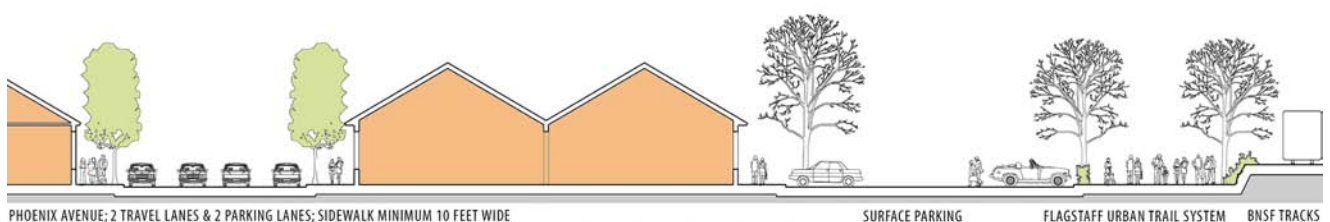






Fig 2.7: Plan for Gateway East

A new mixed-use neighborhood will be created to the east of the Flagstaff Mall. This will serve as a memorable destination in the area, and will connect the different uses to be developed within the redevelopment area.

These uses could include:

- An expanded mall to the west.
- A theater-anchored entertainment district.
- A town green for public use to the north.
- A community destination, such as a skating center, adjacent to the town green.
- A residential neighborhood to the north, also adjacent to the town green.
- Additional destination retail to the east.
- An additional large retail anchor to the east.
- Automobile dealerships to the east.
- Light industrial uses to the east.

This neighborhood will create a clear identity and destination on the eastern boundary of town, and will help create a better-defined gateway to Flagstaff on both US 89 and I 40. This new neighborhood will be linked back to the downtown by means of a completed FUTS trail running along historic Route 66, and will form the catalyst for future development on the eastern edge of town.



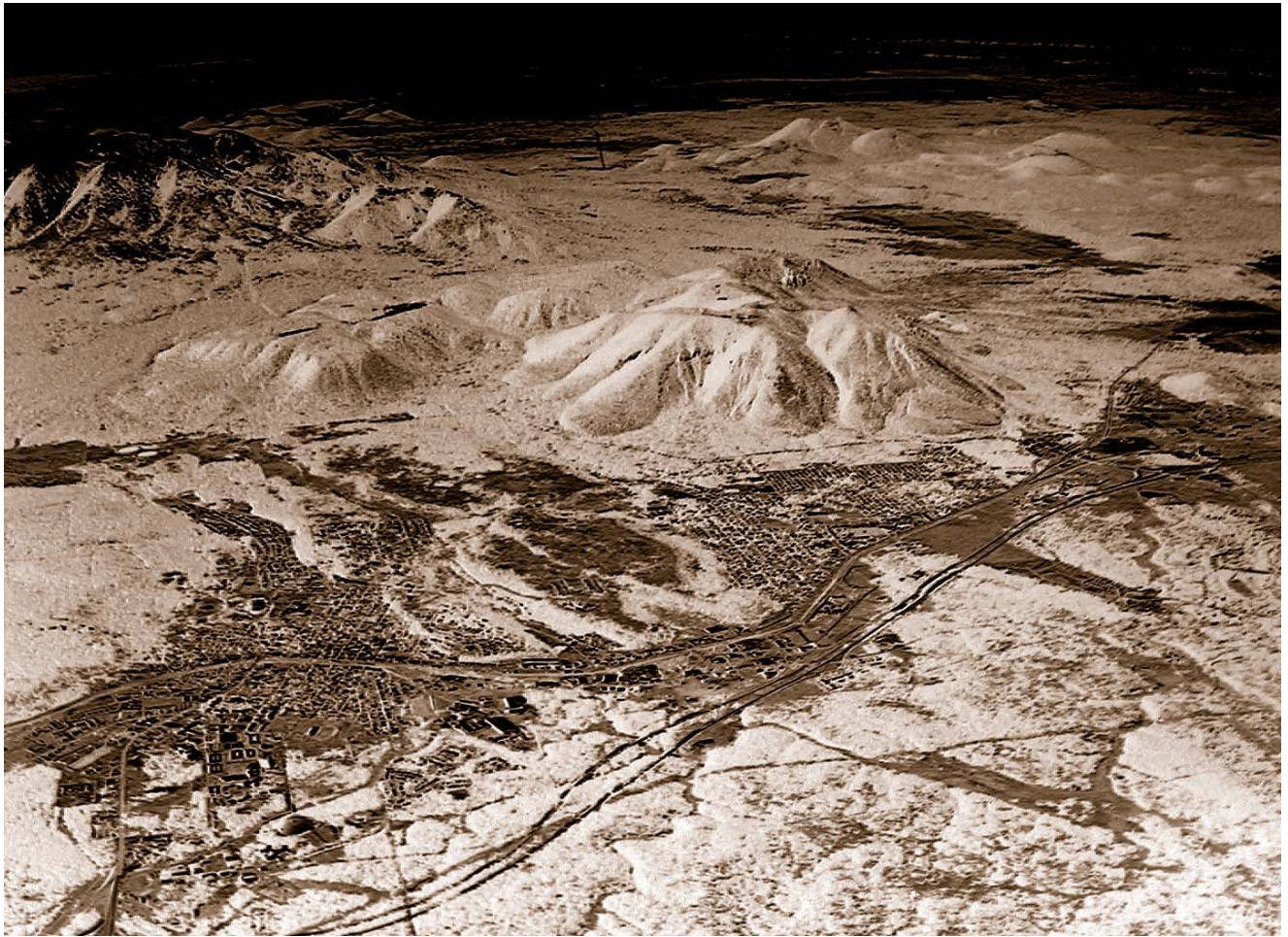


Fig 3.1: Aerial view of Flagstaff from the southwest

### 3. CONTEXT AND ISSUES

#### Flagstaff

- It is a 12,633 foot high stratovolcano, a composite volcanic cone that disguises itself as the Alpine slopes of San Francisco Mountain, that studded the once smooth plateau of Northern Arizona with hundreds of eruptive vents, lava domes and cinder cones.
- Much of downtown Flagstaff's bedrock is solidified lava flow from these eruptions 6 million years ago.
- Now, Flagstaff, Arizona, is a city of approximately 60,000 people, located in the highlands of north central Arizona at the foot of the San Francisco Peaks and in the midst of what is now a vast Ponderosa Pine forest.
- The city is the regional center of Coconino County.
- The city is the southern gateway into the Grand Canyon and more than 50,000 cars a day pass the city en route.
- Historic Route 66 runs through the city.
- BNSF has two main tracks that carry 80-90 trains per day.
- Vestiges of the historic Route 66 survive in a number of historic motels that served the automotive traveler.

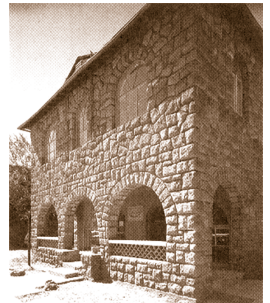


Fig 3.2: Sierra Vista Motel, built with Pumiceous Dacite, quarried from the lava fields

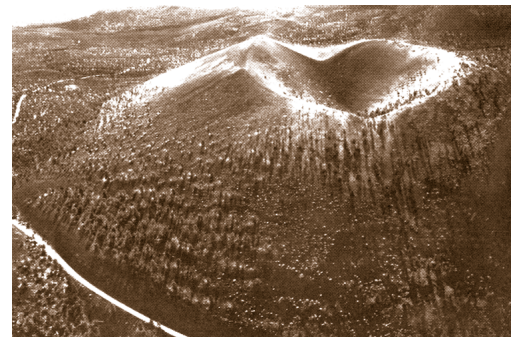


Fig 3.3: Sunset Crater, one of earth's largest cinder cones, a part of the San Francisco volcanic field



- Flagstaff is a destination town for winter sports.
- The Rio de Flag flood control project will affect both the Gateway West and the Southside Warehouse areas.
- After the flood control program is completed, adjacent land will be freed up for development.
- The Flagstaff Urban Trail System nearly connects the three project areas.
- The commercial areas in Flagstaff include the west side, along Milton to I-40, and the east side, along Butler to I-40.
- The BNSF railroad and the busy Route 66 divide Downtown Gateway West and the Southside Warehouse areas.



Fig 3.4: The three areas of Downtown Flagstaff

#### Downtown - Gateway West

- Downtown is comprised of areas that can be better connected.
- Wheeler Park, the civic center of Flagstaff, can be better utilized with new use, connections and design.
- This area, with the other project sites, can contribute to a better sense of arrival into Flagstaff.
- All of Downtown and the northern part of Northern Arizona University (NAU) are within a ten minute walk, or one half mile, from the center of Downtown.
- Downtown is made up of blocks 300 feet square, a very walkable size.
- The block system is further broken down by mid-block alleys running east-west.



Fig 3.5: Looking south on Route 66 at the railroad underpass, the physical gateway into downtown



Fig 3.7: Looking west; historic structures on Aspen Avenue



Fig 3.6: Typical mid-block alley in downtown

- Downtown and NAU should have better pedestrian, cycle and vehicular connections.
- The crossing at Humphreys and Route 66, being a thoroughfare to the Grand Canyon and to East Flagstaff, is a busy one.
- Downtown faces tough commercial competition from other parts of the City and outside, including Sedona and Prescott.
- Due to the high traffic counts to the Grand Canyon, the Downtown site has very high visibility.
- Downtown could have a more memorable identity/sense of place for residents and visitors.
- The historic Orpheum theatre, if put to good use, can be a catalyzing draw to Downtown.
- The retail in Downtown can be consolidated and expanded to work better.
- There is a shortage of housing, especially student housing, in and around downtown. Improving on this can give downtown a community and contribute to a vibrant atmosphere.
- The “Z curve” of the thoroughfare traffic and the one way street system make for a complicated circulation system in downtown.



Fig 3.8: Vehicular circulation in downtown; one way pairs, Route 66 and Humphreys Street

Fig 3.9: The Atlantic and Pacific Railroad depot, Flagstaff 1889





Fig 3.10: Looking west along the BNSF tracks at the San Francisco Street crossing



Fig 3.11: Looking south down Beaver Street at the BNSF railroad crossing

### Downtown - Southside Warehouse

- This is the oldest surviving portion of the community and is listed on the National Register of Historic Places. Many buildings date to the introduction of the railway into Flagstaff.
- Phoenix Avenue was the original route for Route 66, before it was moved north to avoid conflicts with train crossings.
- The historic stone and brick warehouses provided storage for lumber and materials brought in by trains. In addition, a number of historic motels and houses also exist along Phoenix Avenue.
- This area is not connected well to Downtown.
- Phoenix Avenue has few retail uses. Given its proximity to NAU, and to Downtown, it has more potential.
- The train station and the visitor center could play a more important role in the area.



Fig 3.12: The historic fabric on the south side of Phoenix Avenue





Fig 3.13: Looking east along Route 66

### Gateway East

- The East Gateway redevelopment area is located at the eastern edge of Flagstaff, 6 miles from Downtown. The redevelopment area includes about 1000 acres of land, and is bounded by US 89 to the east, Smoke Rise to the north, Route 66 to the south and the city's sewer treatment plant to the west. A 12.5-acre portion extends northwards beyond Railroad Avenue.
- The vehicular approaches to the East Gateway include Route 66 running east-west, US Interstate 40 running east-west, and US 89 heading North-East. An interchange on the interstate connects with the Country Club Drive overpass, which connects into 89 to the north, and connects with residential neighborhoods to the south. This interchange will be redesigned by ADOT at some point in the future to create a better connection between Route 66 and US 89.
- An eclectic mix of uses characterizes the areas immediately adjacent to the redevelopment area. This includes automobile-oriented retail uses along US 89, the Purina factory (located on a strip of land bounded by the Railroad and I-40), a cinder quarry on Sheep Hill, residential neighborhoods to the west and north comprised of trailers and single-family homes, the Elden Ranger Station at the foot of Mount Elden, and a trailhead.
- The Flagstaff Mall is the largest single land use within the redevelopment area. It is currently owned by Westcor Partners. It is a 400,000 square foot department store-anchored regional mall which includes 64 stores in addition to its three anchors: Dillard's (71,110 sq. ft.), JCPenney (66,804 sq. ft.) and Sears (66,098 sq. ft.). Both Sears and Dillard's own their stores and the adjacent parking fields, with the remainder of the mall property owned by Westcor.



Fig 3.14: View of the Purina factory from Route 66



Fig 3.15: View at the mall entrance



Fig 3.16: View of Sears store

- The closest competing malls are the Prescott Gateway, located in Prescott, 95 miles to the southwest, and in the Phoenix metropolitan area, located 140 miles to the south. The Phoenix metropolitan area, in particular, is perceived as providing a much wider range of soft and hard goods than is available in Flagstaff.
- The mall is one of the five main retail destinations within the Flagstaff trade area. The other four competing retail areas are: 1) The Milton Road corridor, characterized by a series of disconnected strip malls and single users such as Target, Wal-Mart and Barnes and Noble. 2) The historic downtown core. 3) The area along Fourth Street, characterized by strip malls with a high vacancy rate. 4) The area along Butler Avenue, which includes Sam's Club. Other than the downtown, these retail areas have developed haphazardly, and are characterized by isolated buildings separated from each other by expanses of parking.
- Some difficulties of the redevelopment area that need to be addressed include:
  - conflicts between trucks hauling cinder from the quarries and the mall vehicular traffic.
  - poor vehicular access to Route 66 due to the present configuration of the 66/89 intersection.
  - olfactory issues with the Purina factory.
  - occasional high winter winds, including airborne cinder
  - flooding from the Smoke Rise area onto the site.
  - lack of pedestrian connections between neighborhoods.
  - a poor and undefined sense of arrival into the city.
  - unoccupied buildings in the so-called "blight" area to the west of the mall.
  - poor visibility from the freeway.



Fig 3.17: Interior space of mall



Fig 3.18: View from the rear entrance





4. DESIGN & GUIDELINES

4.1 DOWNTOWN ONE

This combined entity is the redefined commercial and social center to Flagstaff. The three distinct parts- Wheeler Square, the retail and mixed-use on Aspen Avenue and Southside Warehouse District, should be well connected with each other to consolidate their assets and strengths. The new uses inserted are based on existing needs and aim at making a vibrant mixed-use downtown. The concepts are elaborated under the following three categories:

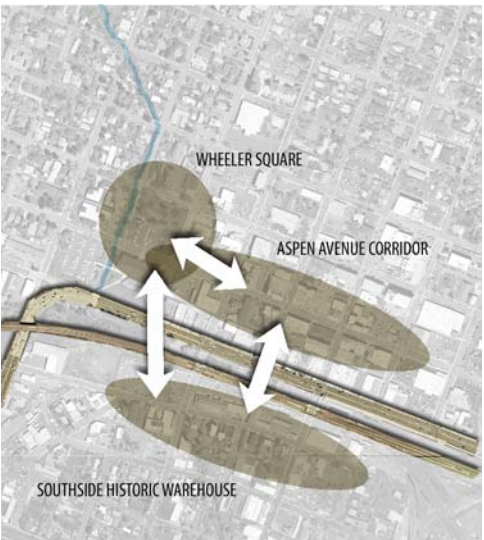
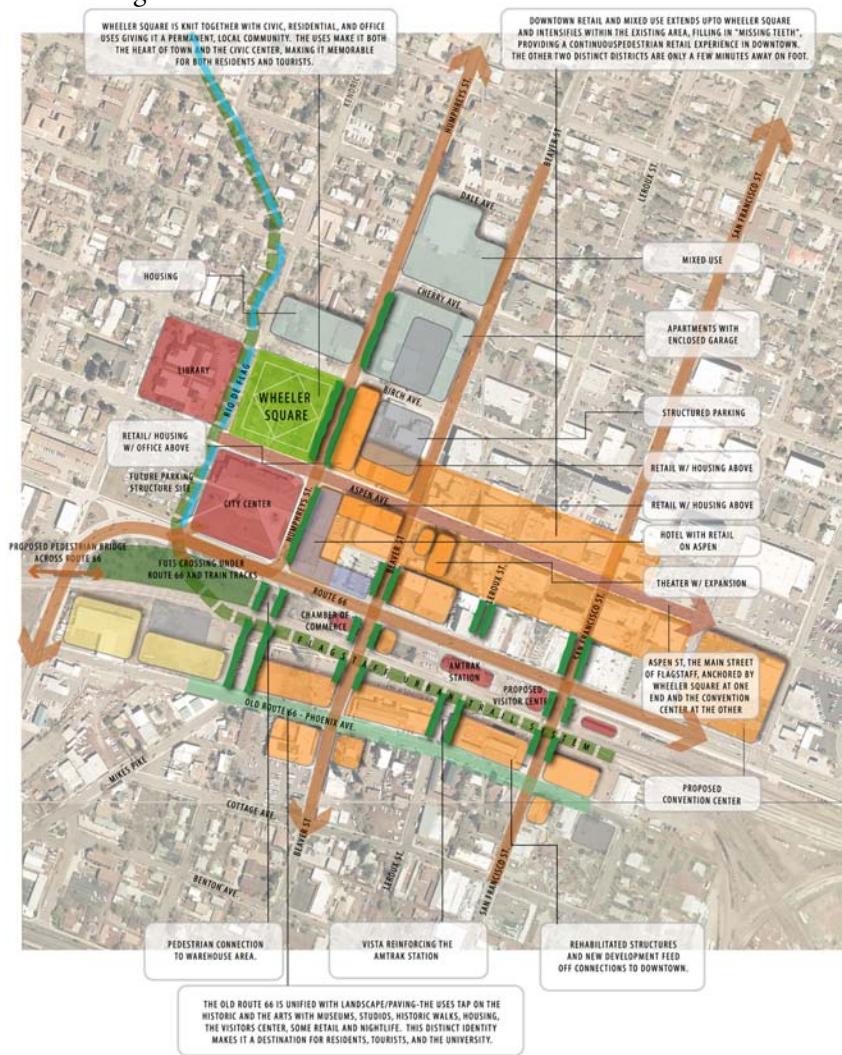
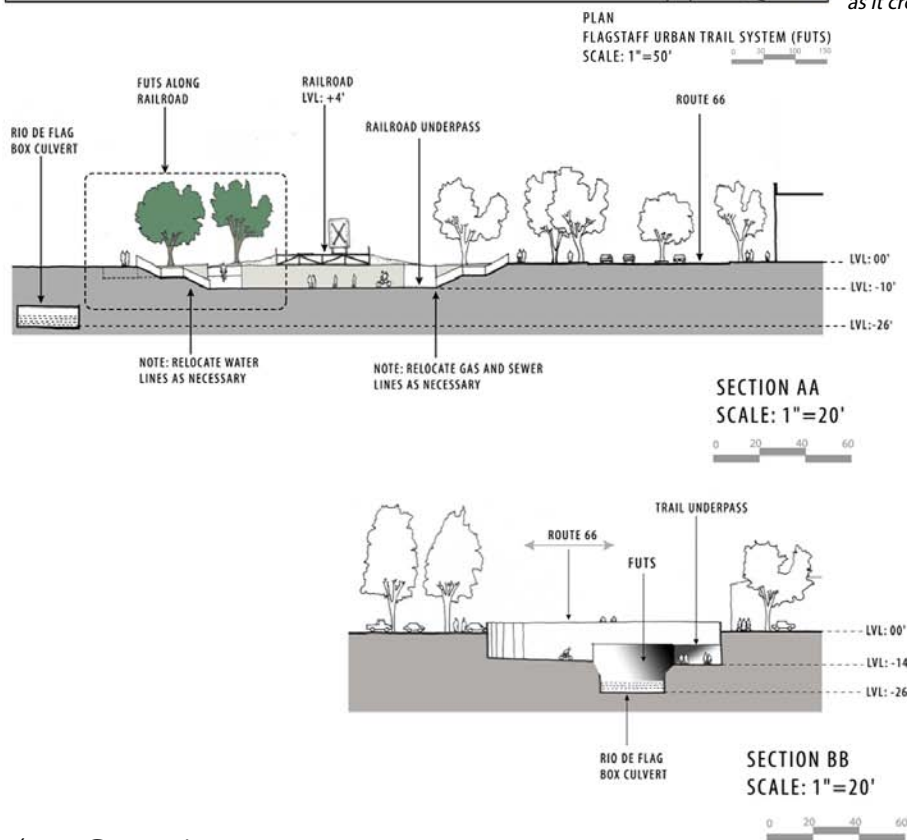


Fig 4.1: Downtown areas should be well connected to consolidate their strengths

Fig 4.2: Urban Design Diagram for Downtown Flagstaff



Fig 4.3: The Flagstaff Urban Trail System as it crosses Route 66 and the BNSF tracks



#### 4.1 a. Connections

The Rio de Flag FUTS should be a key people connector. The Rio de Flag flows through Downtown and Wheeler Park from the neighborhoods to the north. Its planned path takes it across Route 66 and the BNSF railroad tracks, then turning east along the tracks. This path has the potential to weave together these different areas. Therefore, Rio De Flag should have a pedestrian and cycle trail alongside it. As part of the flood control program, the Rio De Flag will be channelized south of Route 66.

Fig 4.4: Bridge on Rio de Flag linking the library to Wheeler Park







Fig 4.5: Looking south down Rio de Flag along the public library

The FUTS should follow the channel as it goes under Route 66, surfacing and again diving under the BNSF tracks. The trail then runs eastward along the tracks with the channel submerged 30 feet under the ground surface.

A pedestrian bridge across Route 66, north of the tracks, can link up neighborhoods to the west.

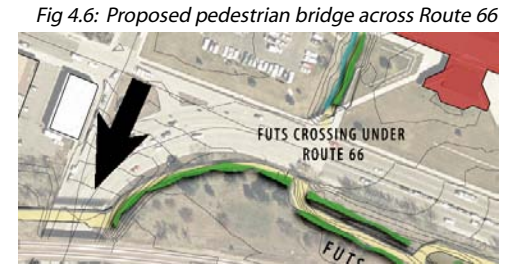


Fig 4.6: Proposed pedestrian bridge across Route 66

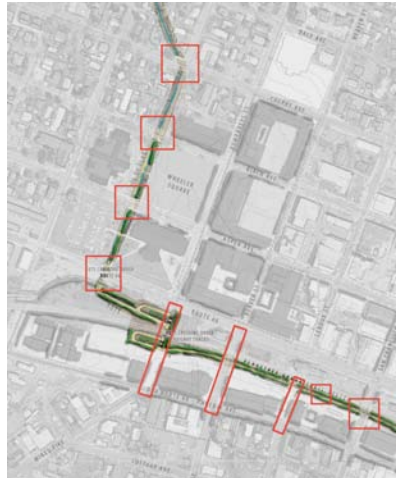


Fig 4.8: The FUTS "urban trailheads"



Fig 4.7: North-South view corridors

**Streets and paths should link up to the FUTS.** The intersections of the trail and streets automatically becomes an "urban trailhead", or access point, to the FUTS. Street rights-of-way should be maintained on Humphreys and Leroux, from Phoenix Avenue, to access the trail system. This will also set up a block system on Phoenix Avenue, allowing easy block access and developability.

**View corridors should be preserved across Route 66 between the Southside Warehouse District and Gateway West.** Beaver and San Francisco streets are the only existing connections. In addition, a right-of-way should be maintained along Humphreys and Leroux, which will set up more view corridors and benefit connectivity. This right-of-way should not have any building development on it and should be open to the public.

**Existing vehicular and pedestrian connections should be strengthened.** Every street crossing in downtown should be an opportunity to cross Route 66. Bulbouts, medians, extended sidewalks and other devices should be used to create a comfortable pedestrian realm.

**Traffic solutions should be solved on a citywide basis.** The changes to the highway system in Downtown, in response to the thoroughfare traffic and other city-wide situations, should be solved simultaneously on a local, city and regional level. In other words, there should be an understanding that the downtown street configuration can solve the city's traffic problem to a limited extent. Any modifications should strive for a balance between increased capacity and the walkable nature of Downtown, rather than work against it. It needs to be restated that the walkable nature and economic viability of Downtown are intertwined. Strategic distribution and routing, with the help of arteries such as the Lone Tree corridor and future Lone Tree/Tank Farm overpass, are key in looking for solutions to increased capacity. Other regional solutions should be explored, including access through the NAU campus.

#### 4.1b. Use

**Aspen Avenue should have intensified retail uses.** As the center of town, Downtown needs to absorb more retail to be able to draw more people. Retail is the single most important use that enlivens a downtown, attracting both residents and tourists. It activates streets and open space, keeping the place alive. Similarly, Wheeler Square will also benefit from whatever retail it can attract.

Some retail in the Warehouse Historic area will give visitors coming there for its historic attractions a reason to stay longer. Given the proximity to NAU, it would also attract a regular student community.



Fig 4.9:  
Continuous retail on and around Aspen Avenue





*Fig 4.10: City Hall, with Wheeler Park in the foreground*

**Downtown needs to have some niche retail.** If Flagstaff wants to substantially increase its retail revenues from nonresidents and residents alike, it should draw up a unique selling niche in retail. With the status of a gateway into the Grand Canyon, a historic background and unique public spaces, it is an existing potential that Flagstaff could realize. Moreover, the city enjoys a regional advantage in having little competition in Coconino County.

**Downtown needs more housing.** A market exists for both rental and ownership housing. In addition, this use will give Downtown a permanent community which will add to the safety of Downtown, support retail and make for a 24-hour/7-day downtown.

Students and residents interested in living close to the amenities of a walkable downtown are interested in rental housing. Others see value in investing in ownership status in a downtown that is rich in public infrastructure such as parks, landscape, art venues and retail. Ownership also attracts people from places like Phoenix, Las Vegas and Los Angeles for second homes. To ensure diversity, people from all income groups should be catered to.

Currently Wheeler Park has a dominant civic presence. The addition of housing on its periphery will activate the open space, give it a permanent community, lend activity on evenings and weekends and contribute to a sense of security.

**Buildings should encourage mixed-use.** It takes a mingling of uses, interests, people and activities to make a healthy downtown. The “conversations” that happen between them, the convenient proximities, the interdependency, the give and take, make a downtown a self-sufficient and vibrant place. In addition, with each use having its own unique economic cycle and parameters, a mixed-use downtown can respond better to an ever-changing economy. Building on the current mix of retail, housing, civic and institutional uses will allow Flagstaff to have the above-mentioned benefits.



*Fig: 4.11 Flagstaff Public Library with a bridge connecting it to Wheeler Park*



*Fig 4.12: Looking east at some mixed use buildings on Aspen Avenue*



**Southside Warehouse should encourage adaptive reuse.** With arts and the historic character as its niche draw, this area should maximize on that potential. Historic structures should be restored where appropriate. Since potential for new space is limited, adaptive reuse of old buildings through interior modifications and additions should be encouraged. This change will equip the area to build a stronger identity and present more leasable space to the market in order to achieve a threshold of development.



Fig 4.13: The redefined extents of downtown Flagstaff inclusive of the historic Southside Warehouse area

#### 4.1c. Structure & Layout

**Southside Warehouse District is part of Downtown Flagstaff.** The urban design of Downtown Flagstaff and the Eastern Gateway area are considered simultaneously in this project, in order to consolidate their strengths and be mutually beneficial for Flagstaff.

**Aspen and Phoenix Avenues lend a parallel linear structure.** These parallel corridors should be linked together with streets, view corridors, the FUTS trail and building-uses.



Fig 4.14: The parallel structure of Phoenix and Aspen Avenues

**Phoenix Avenue needs more definition.** Streetscape improvement, with trees, ensuring continuous sidewalks, special paving, bulbouts and lighting is suggested along Phoenix Avenue. This will tie together, and strongly identify, the historic district. This improvement in public infrastructure could possibly be a catalyst for private commercial investment.

**The ends of the Aspen Avenue corridor can be further defined.** Retail should extend to, and around, Wheeler Square, the western end of the Aspen Avenue commercial corridor. This is the window into Flagstaff's retail, social and commercial heart. This is what will give residents and passing tourists, a sense of place.

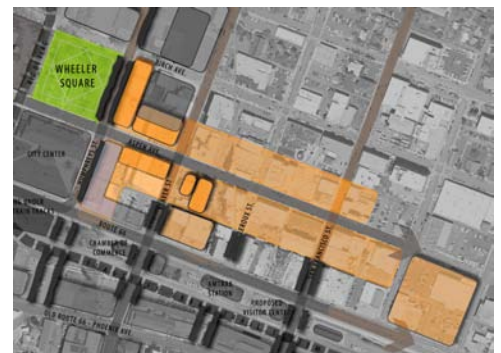


Fig 4.15: Defining the ends of the Aspen Avenue corridor

A conference center and hotel on the southeastern corner of Agassiz and Aspen Avenue is suggested. This will give the Aspen corridor an eastern anchor, bringing more people into Downtown.

**Downtown should have a better sense of arrival.** Defining a better edge, with the help of landscaping and trees in the forecourt to City Hall, on Route 66, and the open space directly across Route 66, will give Downtown a memorable entry. In addition, signage for the Aspen Avenue Corridor and the Southside Warehouse District will contribute to that. The railroad overpass is another potential element for signage as cars go underneath it.

A 15-foot setback is suggested on Humphreys Street on blocks 1-4, which should combine with the sidewalk to make a 25-foot wide landscaped strip with a double row of trees. This will signal the approach into the heart of town coming into Downtown from the north.

**The entire block should be dedicated to Wheeler Park.** The portion of Wheeler Park currently being used by City Hall as a parking lot, should be restored to park space. This will make the square an entire city-block in size. This is appropriate for a place steeped in civic and social importance. The area, including the parks' peripheral block uses, now has an expanded sense of place and can be given a new name: Wheeler Square.



Fig 4.16: Elements contributing to the sense of arrival into Downtown

Fig 4.17: Photo montage of Wheeler Park occupying the entire block as seen from City Hall





**Block 1.** This area is identified for future mixed use.

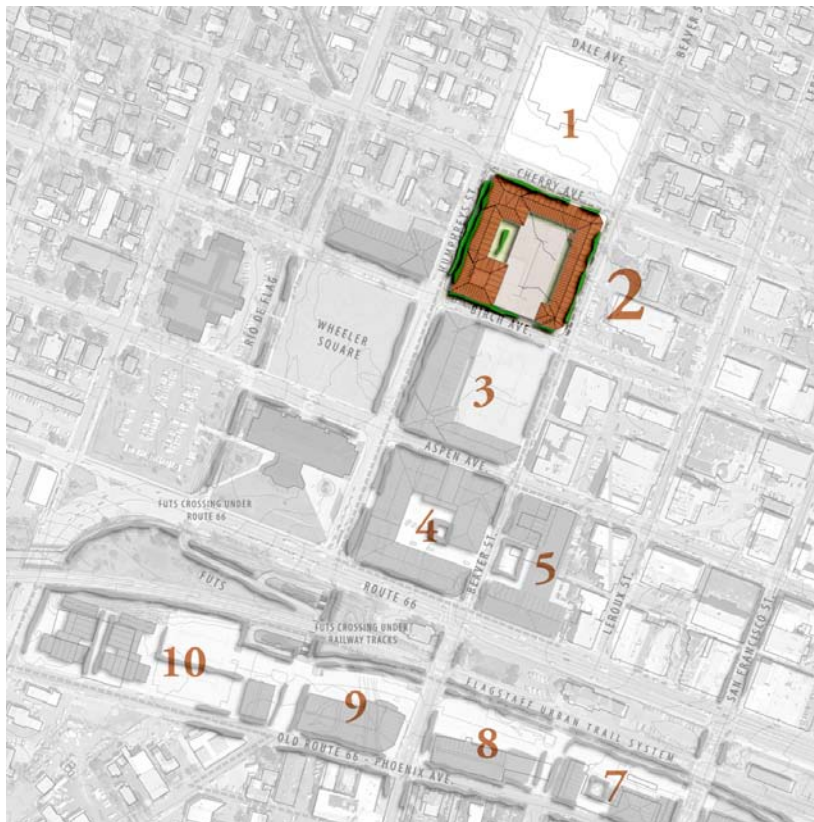


Fig 4.18: Key Plan- block 2

**Block 2.** Surrounded by neighborhoods, a dedicated residential use is appropriate for this block. To achieve a density that makes the development a viable economic proposition, apartments would line an enclosed garage. Apartments should face outwards onto the streets or onto generous courtyards. The units on the first floor should be accessible from the street as well. These entrances should be emphasized with design elements like porticoes, sunshades, trimmings and color/material changes. Where possible, interior corridors should admit natural light and views with windows and corridor-end openings.

As a result of this apartment typology, the garage volume is minimized. The limited exposed garage facades should be faced with vines, perforated screens and/or other design elements to give a pleasant appearance. This

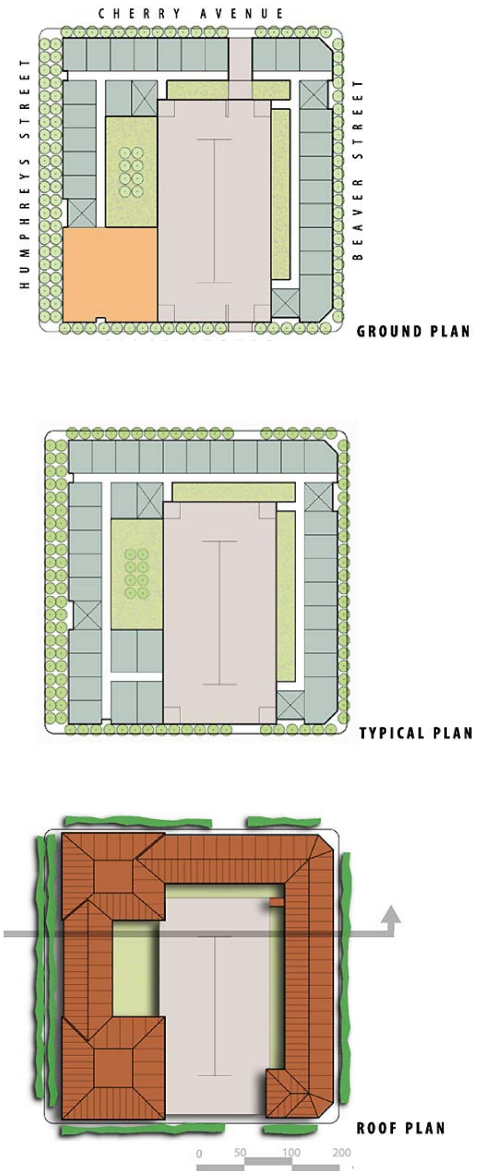


Fig 4.19: Block plan- Block 2

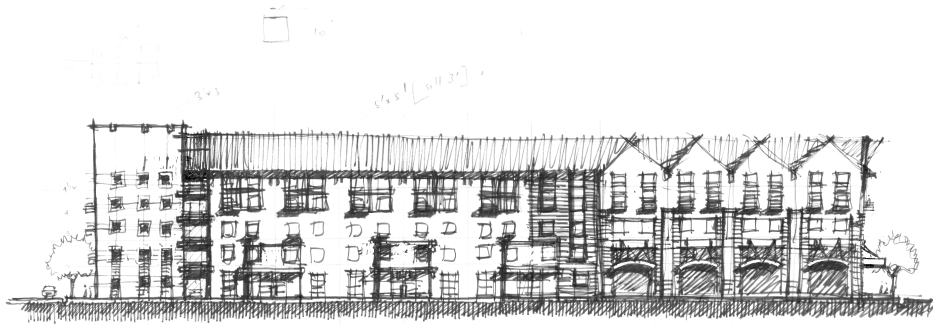


Fig 4.20: Sketch elevation- Block 2 on Humphreys Street

is a self-parked block with capacity to spare. Access to the garage should be off Cherry and Birch Avenues, avoiding the busier Humphreys and Beaver Streets.

The southwestern corner of the block diagonally hinges on Wheeler Park. A corner neighborhood-commercial use should be located there in response. This should be emphasized as a distinct building-part and respond to the scale of the Square. The building mass should present a definite and strong edge to the urban Humphreys Street, breaking down in scale as it moves away.

The block should have a generous 15-foot setback on the western edge from Humphreys Street in order to have a generous sidewalk (25') that can support a double row of trees. This serves as both an amenity for the apartments and a landscape element to foreshadow the onset of the center

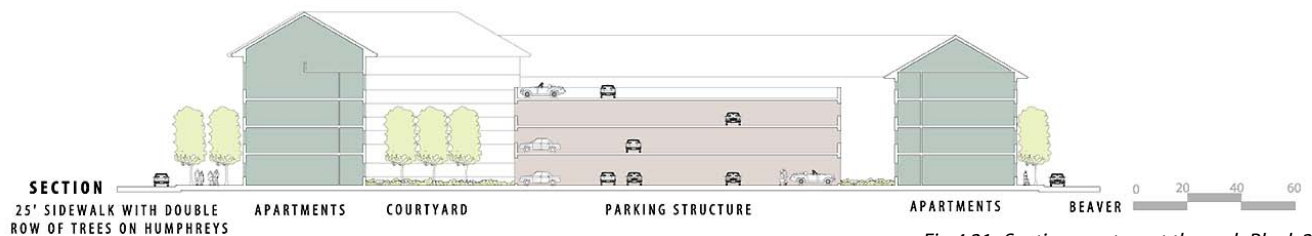


Fig 4.21: Section ;east-west through Block 2

of town. The sidewalks on the other faces should be a minimum of 10 feet.

Site Area: 85,000 sft.

Retail: Corner, Street Level. 10,000 sft. 40 car spaces required.

Housing: 4 floors. 111 units. 167 car spaces required.

Parking provided: 4 floors. 320 spaces. 113 surplus spaces

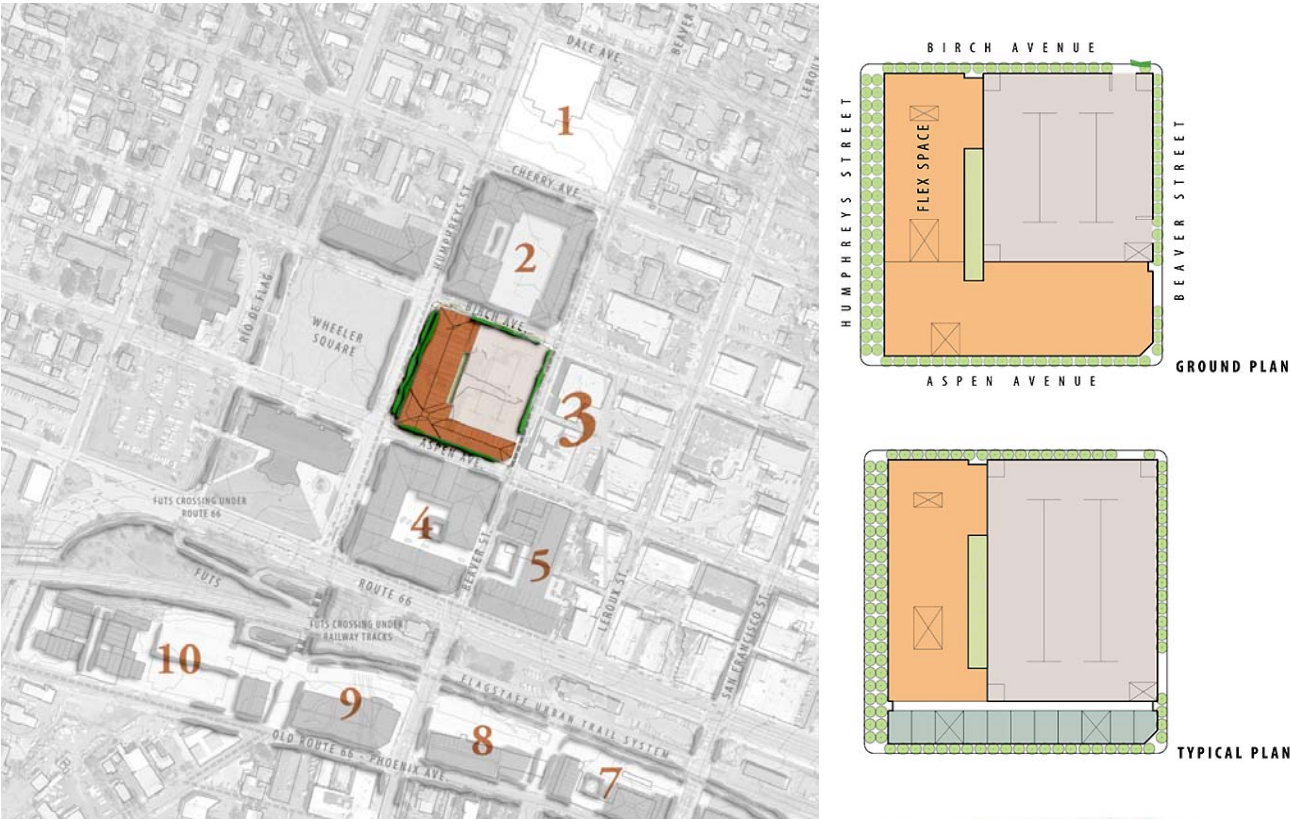


Fig 4.22: Key Plan- Block 3

**Block 3.** This block is located with a face on Wheeler Square and another on Aspen Avenue, making it prime property in Flagstaff. Street level use, like housing or retail, can contribute to the activity on the streets and Square. Retail on Aspen Avenue should extend up to Wheeler Square and wrap around to have some presence on Humphreys Street. This will help form a gateway into Aspen Avenue from the square. The City of Flagstaff and the City Courts have expressed a desire to occupy the upper two floors with some lobby space on the street level on Humphreys Street. These tenants should be a catalyst for development on this crucial site.

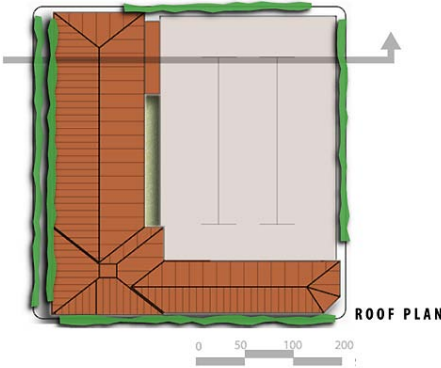


Fig 4.22: Block plan- Block 3- alternative 1

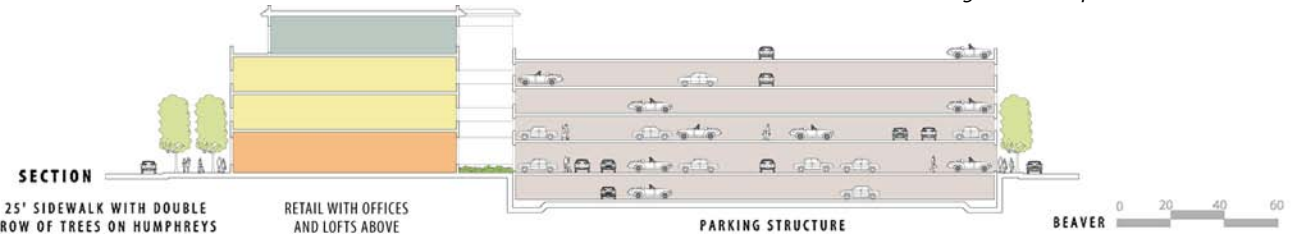


Fig 4.23: Section ; east-west through Block 3- alternative 1



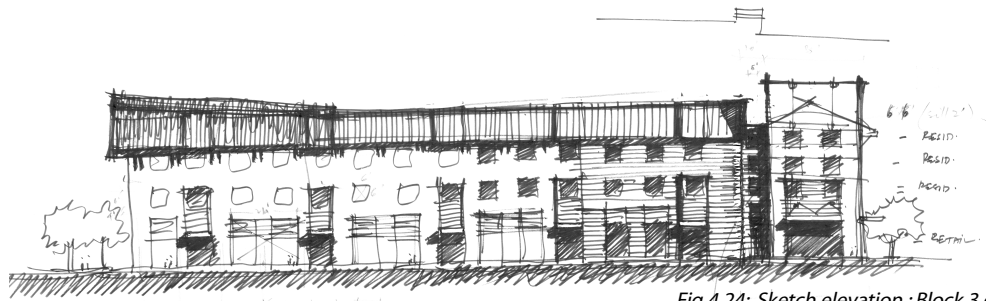


Fig 4.24: Sketch elevation ; Block 3 on Humphreys Street

Development on the Humphreys Street and Aspen Avenue front is built around a city garage. This is the one parking resource that will address the parking deficit as well as the requirement for new development. Access to the garage will be off Birch Avenue and Beaver Street.

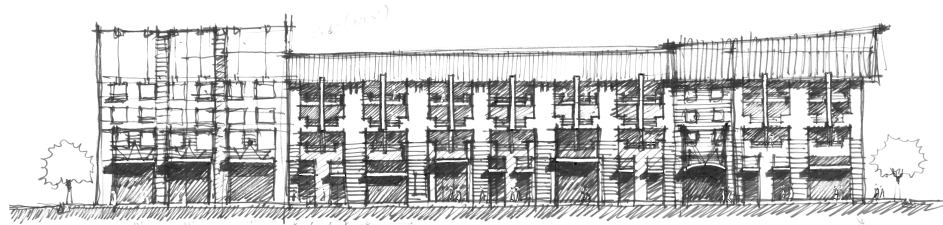


Fig 4.25: Sketch elevation ; Block 3 on Aspen Avenue

The retail and open space are great assets for residential use. Ownership and rental housing should be situated on the upper floors facing Humphreys Street and Aspen Avenue.

The 15-foot setback, on the western side, continues on this block. This is also mirrored onto Wheeler Park, projecting a sense of arrival and signaling the center of town. The sidewalks on the other faces should be a minimum of 10 feet.

The scale of the street level use should be emphasized to respond to Wheeler Square and Aspen Avenue- the Main Street of Flagstaff. The architectural vocabulary can be extended to the upper floors for a stronger plinth/base to the building. The use of balconies and terraces is encouraged. Besides



Fig 4.26: Scale of development in Block 3 should respond to the scale of Wheeler Park (section shows Alternative 2)



being an amenity for the apartments, it adds to life on the streets and open space and lends a human scale to the block. The building corner on Humphreys Street and Aspen Avenue should be emphasized to signal the entry into the retail street of Flagstaff.

An alternative and more attractive option to block 3, is to add housing on the Beaver face of the block. This would add to the housing numbers in downtown and avoid an inhospitable block-long garage front. The caveat is that parking capacity is reduced and whether or not the reduction is feasible in light of the final development areas.

Site Area: 85,000 sft.  
Retail/Flex: 36,000 sft. Street Level. 144 car spaces required.  
Housing: 27 units. 4<sup>th</sup> floor lofts on Humphreys, 2<sup>nd</sup>-4<sup>th</sup> floors on Aspen. 41 car spaces required.  
Office: 2<sup>nd</sup>-3<sup>rd</sup> floor on Humphreys. 50,000 sft. 150 car spaces required.  
Parking provided: Basement +5 floors. 768 spaces. 433 surplus spaces.

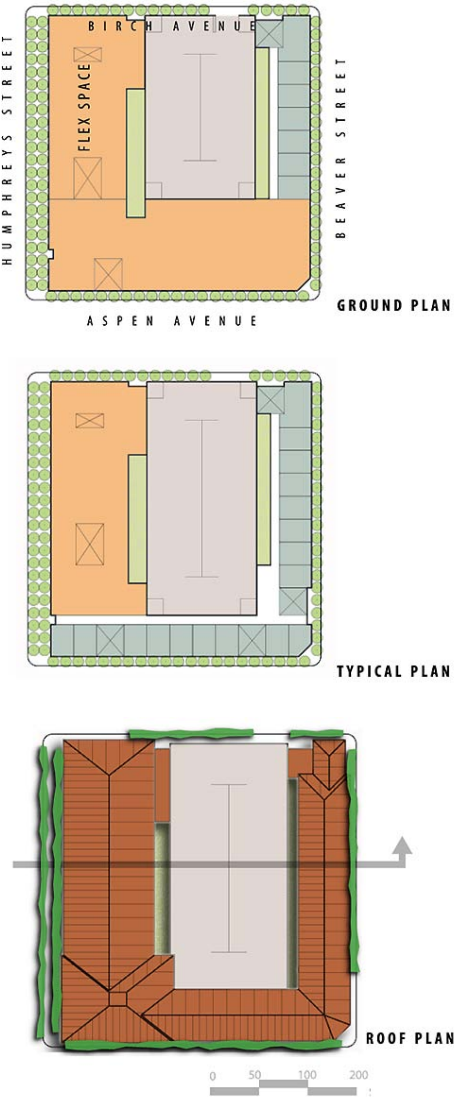


Fig 4.27: Block plan- Block 3- alternative 2

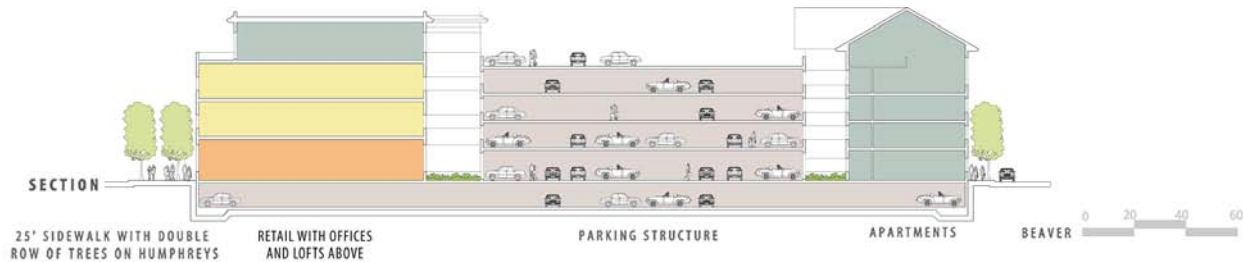


Fig 4.28: Section; east-west through Block 3- Alternative 2

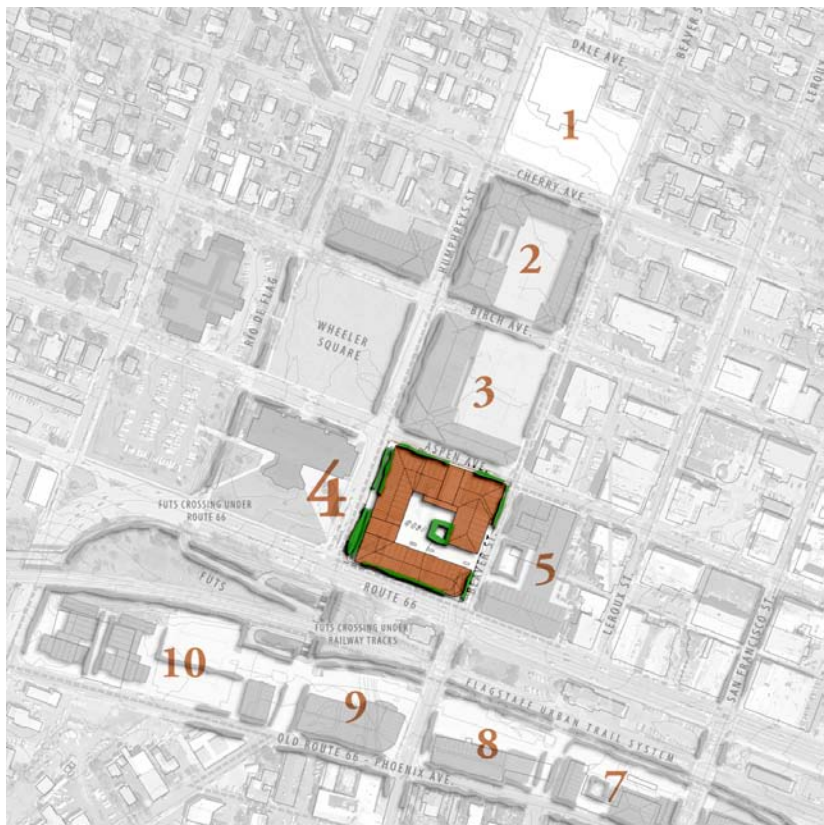


Fig 4.29: Key Plan- block 4

**Block 4.** This block has a presence in the retail area, the civic quarter and on historic Route 66. Being the first commercial block to be seen, as visitors drive west on Route 66, makes it a premium site. This site also has the responsibility of anchoring the western end of Aspen Avenue, the other end being held by a potential conference center. Given the limited scope of an office or retail use, a boutique hotel could establish a strong presence on the western and southern edges of the block. The hotel, being a linear building typology, can utilize the block interior as a courtyard for access to the lobby and drop-offs. The other alternative is to have a lobby on Aspen Avenue. The hotel should have a presence on Route 66 and the retail area. This can be achieved with appropriate building massing and signage.

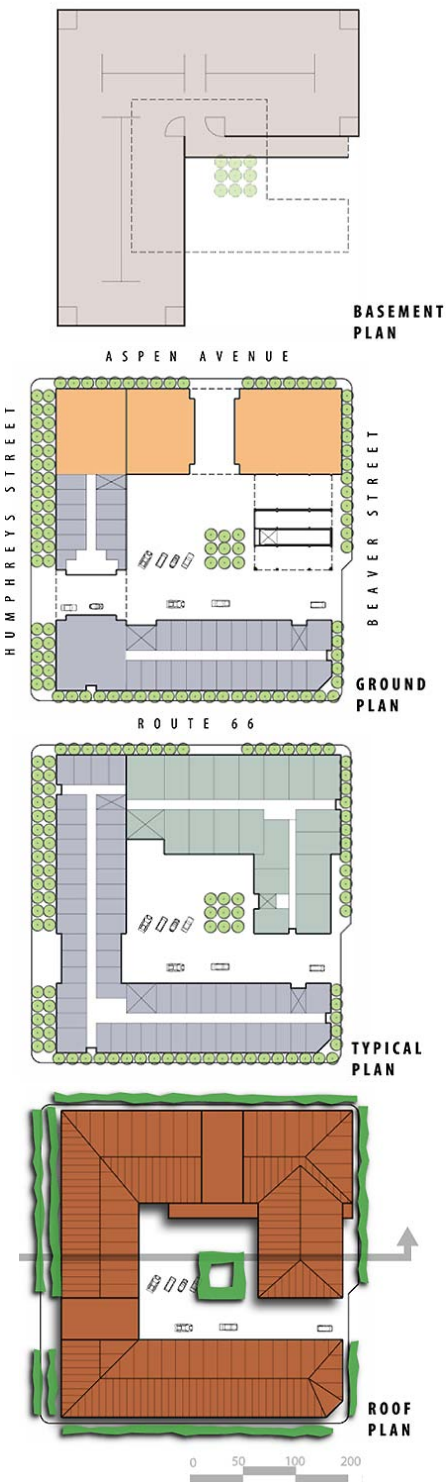


Fig 4.30: Block plan- Block 4

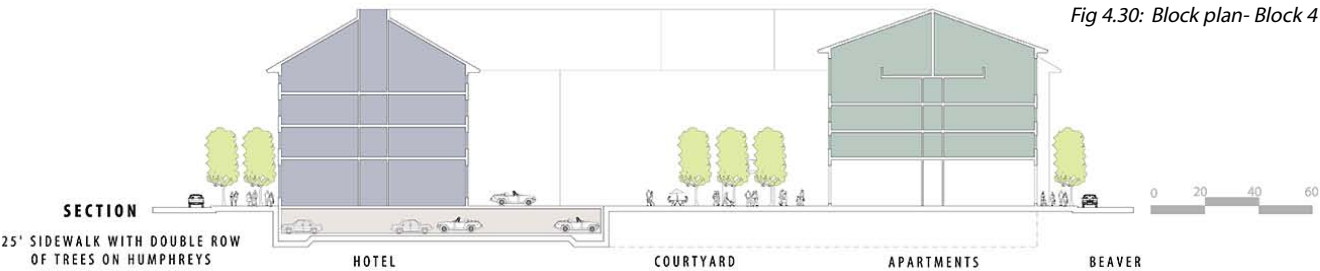


Fig 4.31: Section; east-west through Block 4



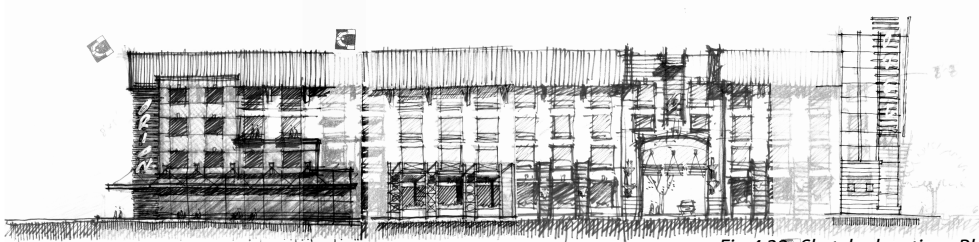


Fig 4.32: Sketch elevation ;Block 4 on Humphreys Street

Retail should line the Aspen Avenue front, contributing towards a continuous retail experience into Wheeler Square. Housing should line the upper floors on Aspen Avenue and Beaver Street.

The courtyard can be used as a public space, protected from the sun in summer and cold winds in the winter. Restaurants should be encouraged to make the most of the space. A mid-block pedestrian link off Aspen, as an underpass, could be designed to feed and absorb foot traffic to and from retail. A mid block access off Humphreys, as an underpass, can be used for pedestrian and vehicular access. This courtyard should try to link up to the Orpheum block and its open spaces. This can strengthen any shared uses and set up a link between the two. A clear access path and appropriate building massing/framing will help establish this.

One basement level of parking, if feasible, should be designed. This will cater to the housing and part of the hotel parking requirement, making it a more feasible project. Access to this parking could be from the courtyard, which is accessible from Humphreys and Beaver Streets.

The 15-foot setback, on the western side, continues on this block. The sidewalks on the other faces should be a minimum of 10 feet.

Site Area 82,000 sft.

Retail: Street Level. 96 car spaces required

Housing: 2<sup>nd</sup>-4<sup>th</sup> floors on Aspen and Beaver streets. 63 units. 95 car spaces required.

Hotel: 200 rooms. 4 floors on Humphreys and Route 66. 200 car spaces required.

Parking provided: Basement: 175 car spaces; 250 car space deficit.



Fig 4.33: Sketch elevation ;Block 4 on Aspen Avenue



Fig 4.34: Key Plan- Block 5

**Block 5.** Approximately half of this city block is under the purview of this urban design plan. The Orpheum is the major part of this site. A use, which supports the performing arts, and/or other theater uses, should be encouraged. An effort should be made to use the facility throughout the week. This can become a catalyst in drawing people into Downtown and contributing to its identity.

The theater should be restored and current exiting codes should be met. Any expansion that is needed, like an expanded lobby or green room, should be made, preferably to the west of the current building. This would preserve the alley running east-west at the back of the Orpheum. Other options are shown in the adjoining sketches. Open spaces for outdoor performances, in conjunction with restaurants, should be considered on

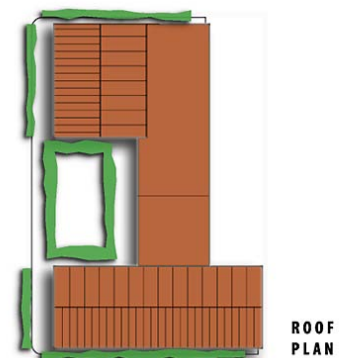
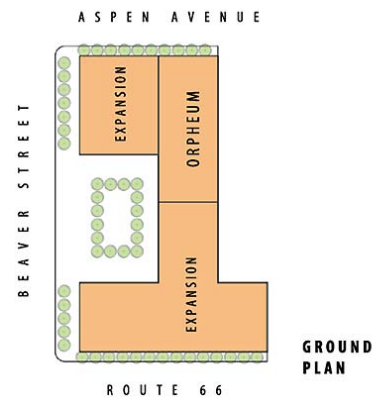


Fig:4.35 Block plan- Block 5- Alternative 1

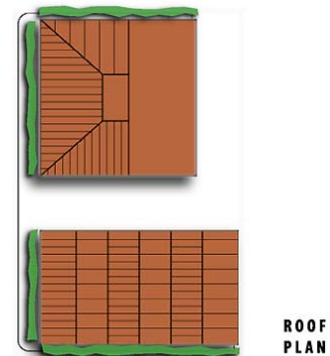
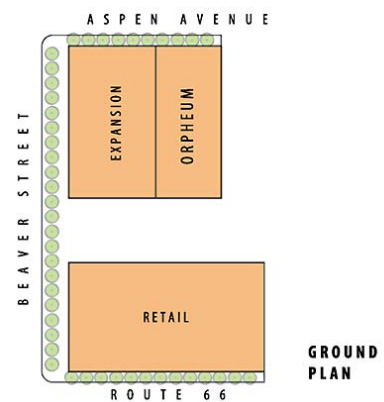


Fig 4.36: Block plan- Block 5- Alternative 2



the west side. This should be designed to have a strong link to the courtyard in Block 4.

The space south of the Orpheum, if not required for its expansion, can be occupied by the hotel for expansion, or by a retail or office use. This site, and the space west of the Orpheum, can also be land banked by the City for future development.

Site Area: 50,000 sft.

Orpheum area: 40,000 sft. 250 car spaces required.

Parking provided: 0 spaces. 250 car space deficit.

**Block 6.** This is an opportunity site on San Francisco Street, en route to Downtown from the University and the south side of town. Currently, San Francisco Street is the only access north, making Block 6 a premium



Fig 4.37: Looking west on Aspen Avenue with the Orpheum theater in the foreground



Fig 4.38: Key Plan- Block 6

site. The adjacent retail, supported in numbers by the NAU students, creates a potential for more retail uses.

The proximity to the university also sets up a possibility for artist studios and lofts with some connection to NAU. This will add to the character and interest of the Warehouse Historic area.

The building on Block 6 is a historic lumber building and should be restored. Structural and interior modifications should be made to adapt it to the proposed uses. Any needed additions should respond and be respectful of the existing structure. The sidewalk on Phoenix Avenue should be a minimum width of 10 feet.

Site Area: 33,000 sft.  
Built-up area: 17,000 sft. 34 car spaces required.  
Parking provided: 15 spaces. 19 car space deficit.



Fig 4.39: Looking north on San Francisco Street

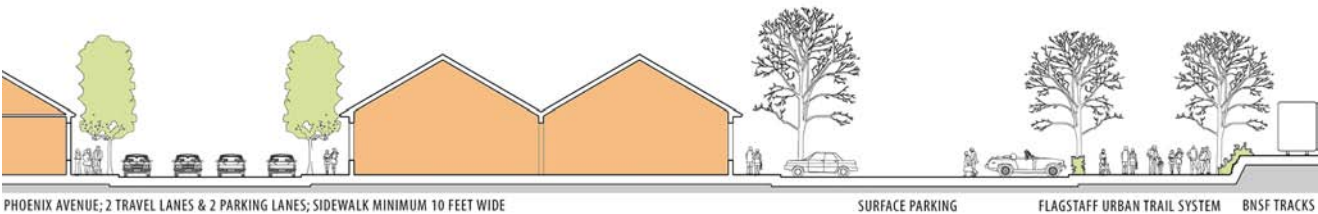


Fig 4.40: North -south section through Phoenix Avenue and Flagstaff Urban Trail System

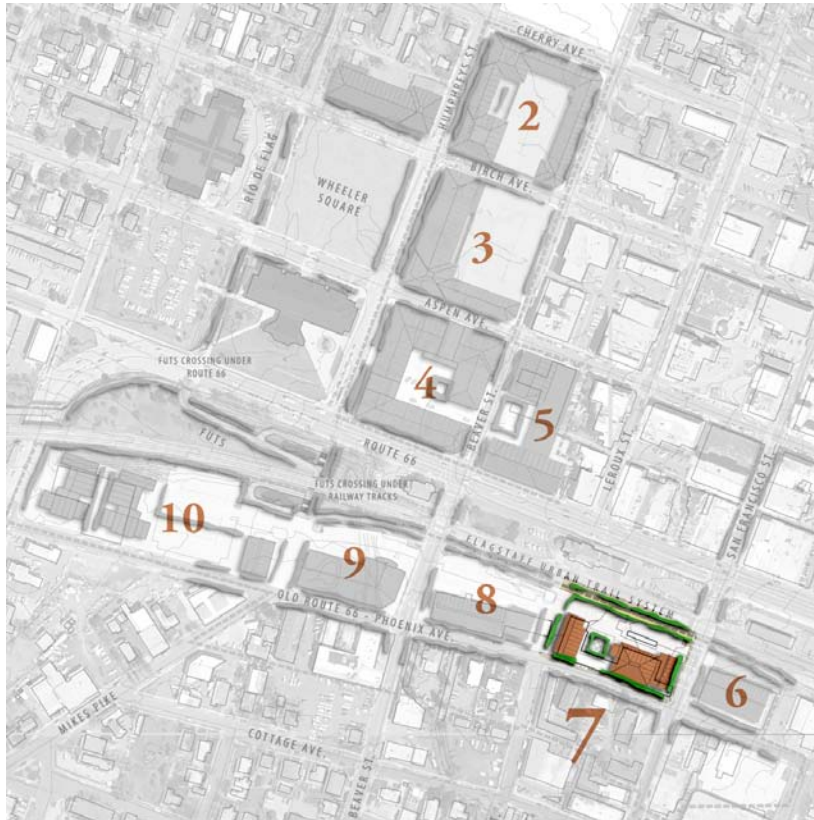


Fig 4.41: Key Plan- block 7

**Block 7.** This block is in the middle of the Phoenix Avenue section, which this urban design plan is evaluating. The existing building can also successfully interface with the Flagstaff Urban Trail System running north of the block.

An important public use, like a museum or public institution, will be able to define a focal center for Phoenix Avenue. Being a historic structure, both the building and the open spaces should be restored. The new additions can be altered if that helps the layout or connections to the street and trail.

The block, with the help of the extended Leroux Street right-of-way and other corridors, should try and link the FUTS to Phoenix Avenue. The Leroux Street view corridor, assisted by landscape, should also emphasize the Amtrak station, giving people a sense of bearing. The parking lot located at the back of the block should be structured to help with these connections. The sidewalk on Phoenix Avenue should be a minimum width of 10 feet.

Site Area: 54,000 sft.

Built-up Area: 18,000 sft. 72 car spaces required.

Parking provided 35 spaces. 37 car space deficit.



Fig 4.42: The lumber company building on Block 7



Fig 4.43: Existing view corridor looking north from Phoenix Avenue towards the Amtrak station



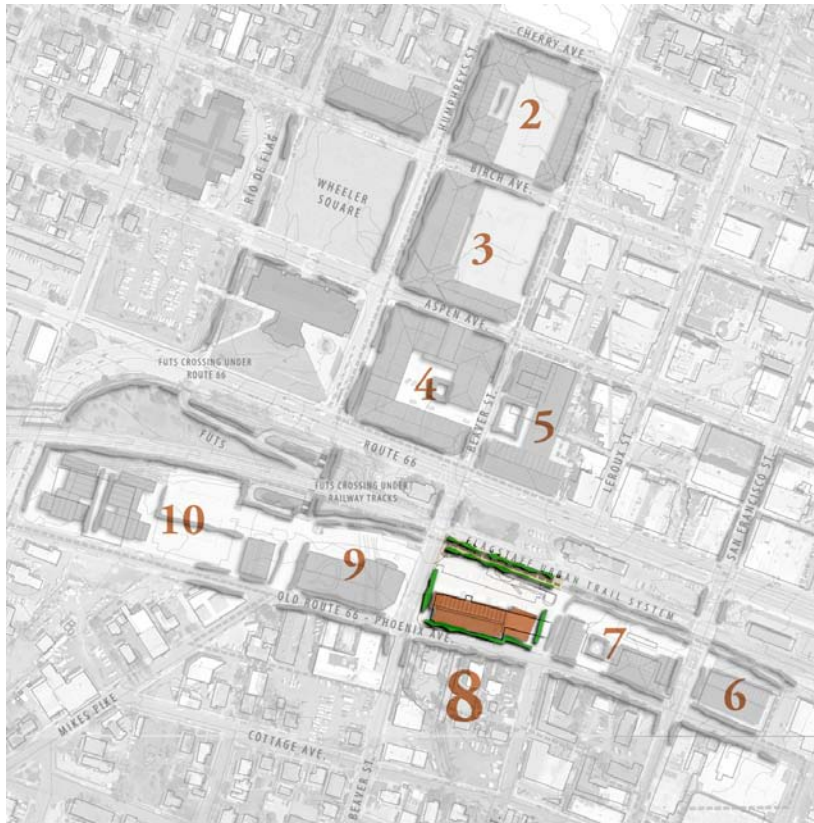


Fig 4.44: Key Plan- Block 8

**Block 8.** Situated on the corner of Phoenix Avenue and Beaver Street, this site already has a successful market in place. This business can build on the planned improvements to the Southside Warehouse area, simultaneously contributing to the area in the process.

This historic structure, of the market, should be restored with facade improvements and any needed interior modifications. The major access and windows should be on Phoenix Avenue to draw and contribute activity. Being a corner building, it should also address Beaver Street with windows, massing, lighting and/or signage.

The Leroux Street right-of-way should be restored with a view corridor and vehicular/pedestrian access. This should aim to strongly link Phoenix Avenue to FUTS and conversely get people off the trail and involved in the activity on Phoenix Avenue. The sidewalk on Phoenix Avenue should be a minimum width of 10 feet.

Site Area: 59,000 sft.

Built-up Area: 18,000 sft. 72 car spaces required.

Parking provided 50 spaces. 22 car space deficit.



Fig 4.45: The Andersen Building, housing a market on Phoenix Avenue

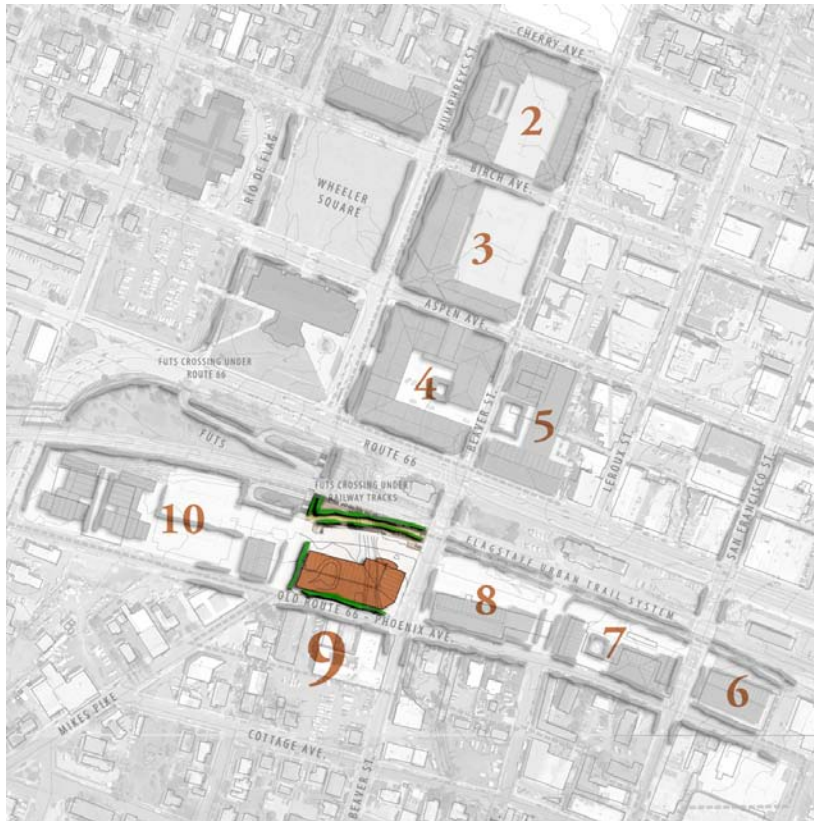


Fig 4.46: Key Plan- Block 9

**Block 9.** Situated on the northwest corner of Phoenix Avenue and Beaver Street, this is the only new-opportunity site, increasing design flexibility. With three corners of the crossing hosting successful commercial uses like the brewery and the market, this site has great potential for a new retail project.

The entrances and windows should be mainly oriented towards Phoenix Avenue. At the same time, the building should respond appropriately to the corner of Phoenix Avenue and Beaver Street. The sidewalk on Phoenix Avenue should be a minimum width of 10 feet.

The right-of-way of Humphreys Street should be kept clear. This would serve as a view corridor and provide pedestrian access to FUTS and vehicular access to the parking lot.

This project, in conjunction with Block 6, could be the catalyst project for Phoenix Avenue. These two projects try to build on the existing momentum and, together with the new streetscape infrastructure, will establish an attractive destination for new business.

Site Area: 58,000 sft.

Built-up Area: 27,000 sft. 108 car spaces required.

Parking provided: 30 spaces. 78 car space deficit.



Fig 4.47: Active corner developments make Block 9 a premium site



Fig 4.48: Key Plan- Block 10

**Block 10.** This site is situated on the western end of Phoenix Avenue. It is bounded by the railroad from the north and Route 66 to the west. Given its location in the project, this site bears proposed student housing, retail and public parking components.

The proximity to the University and the benefits of having housing in this area make student apartments a valuable proposition. The housing will contribute a permanent community and a sense of safety to the area. These units could be apartments or walk up townhouses/duplexes.

A surface lot supports, in good part, the parking requirements of new and existing development. Located at one end of Phoenix Avenue, this helps





Fig 4.49: Potential parking areas in the Southside Warehouse district

to make making it a pedestrian friendly environment. In the future, as businesses expand, it can be converted into a parking structure. A smaller surface lot adds to the parking capacity on the other end of the street.

Some retail should be located on the eastern end of this block, at the intersection of Phoenix Avenue and Mikes Pike. This helps to define and activate the extended Humphreys Street right of-way. People on bicycles and on foot can be funneled in from Mikes Pike and Phoenix Avenue into the FUTS and into north Downtown. Similarly, people coming in from the north on FUTS can access Phoenix Avenue and NAU in a convenient manner. The sidewalk on Phoenix Avenue should be a minimum width of 10 feet.

Site Area: 146,000 sft.

Housing: 24 units. 24 car spaces required.

Retail: 4,000 sft. 16 car spaces required.

Public Parking provided: 160 spaces. 120 car space surplus.



Fig 4.50: The FUTS will pass through this area south of the BNSF tracks; it has the potential of being developed as a park

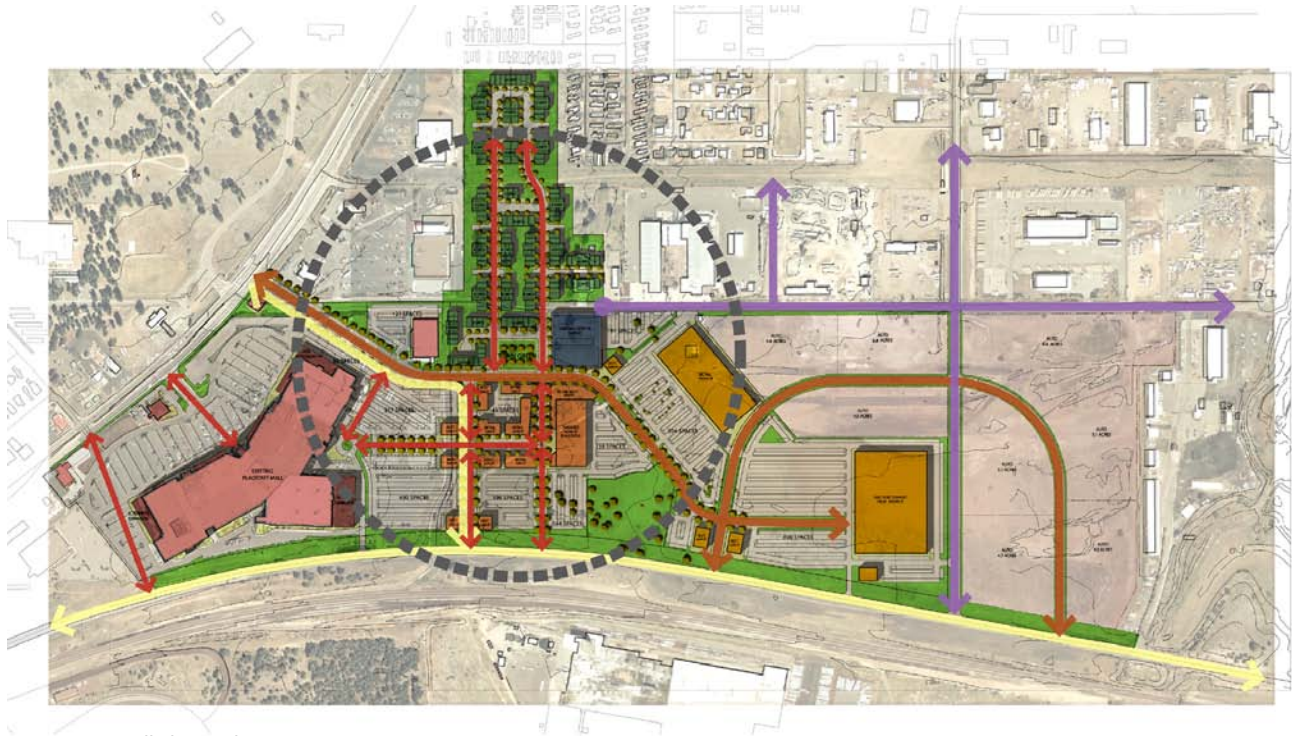


Fig 4.51: Overall Plan - Urban Design Diagram

## 4.2 GATEWAY EAST

### 4.2a. Connections

The US 89/Route 66 intersection should be upgraded as per the ADOT proposal. Currently, access onto westbound 89 from westbound 66 is extremely difficult, and the ADOT proposal would allow for better ingress and egress at that intersection. The new intersection layout would make better use of the currently under-utilized Route 66 portion to the south of the mall.

The proposed new traffic light at the Cummings/US 89 intersection should be implemented. This will create an opportunity for a new access point into the mall lot, with a connection down to Route 66. However, the existing mall entrance should however be kept as a right-in/right-out only entrance: vehicular access points should be encouraged to avoid the vehicular traffic being “funneled” into too few access points.



Fig 4.52: US 89/Route 66 Intersection



Fig 4.53: Cummings/US 89 Intersection

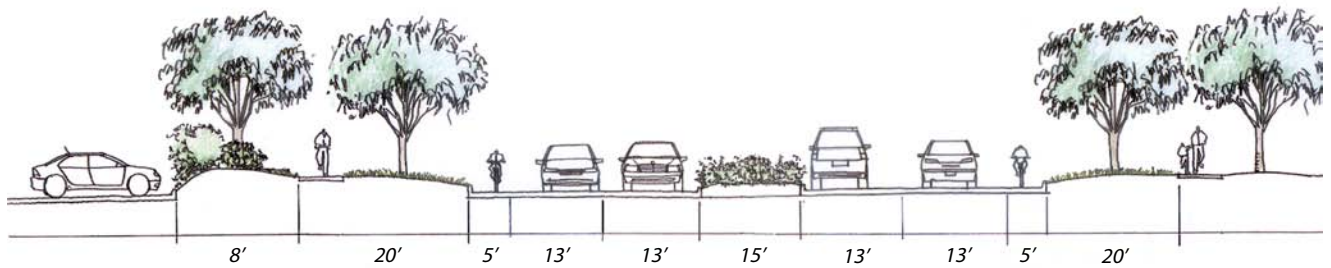


Fig 4.54: Railhead Avenue Section at Boulevard; Right of Way 117'

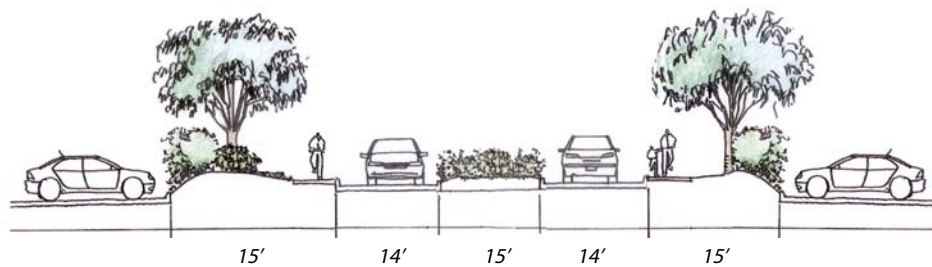


Fig 4.55: Railhead Avenue Section; Right of Way 73'

**Railhead Avenue should be replaced at US 89 to create more direct access to the eastern portion of the redevelopment area.** The existing east-west axis should be changed to one parallel to the north side of Sears. The road would lead vehicular traffic into the heart of the proposed new mixed-use district before heading east towards the destination retail located in the eastern portion of the redevelopment area. This new road should be designed as an appealing boulevard, with two lanes in each direction and bike lanes on either side, as part of the FUTS trail. A traffic study should be performed to estimate traffic volumes and determine the need for additional turn lanes at the US 89 junction. As the road reaches the mixed-use district, its width should be reduced to one lane in each direction, with a landscaped median wide enough to accommodate left turn lanes where needed. This new road will impact a number of properties, as well as existing parking configurations, and will necessitate the creation of a



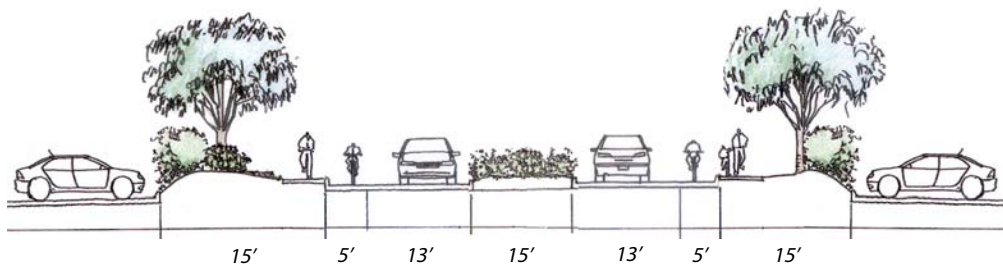


Fig 4.56: Spur Street Section; Right of Way 81'

new parcel map. Land located within the prior Railhead Avenue right-of-way will need to be reallocated to adjacent property owners impacted by the new Railhead Avenue alignment to provide better access and additional parking.

**Spur Street should be relocated and link Route 66 to the new US 89 connector.** This road will facilitate circulation around the east side of the mall, acting as the mall “loop road”. This road will also provide access to the new mixed-use neighborhood from Route 66. The road should have no more than one lane of traffic in each direction, unless a traffic study determines that this can not handle projected traffic volumes. A dedicated bike lane should be provided in each direction, as part of the FUTS.

**Public transportation routes through the site should be developed.** The possibility of adding a bus interchange at the back of the mall should be studied, as should the location of a bus stop in close proximity to the mixed-use area.



Fig 4.57: Pedestrian and Truck Routes

The FUTS trail should be extended through the site. The FUTS trail currently runs along the southern edge of Route 66. The FUTS trail should be extended through the site as a pair of dedicated bike lanes or a 10 foot wide sidewalk. These lanes would connect the existing FUTS trail to the new Railhead/89 intersection, terminating at the start of Elden trail.

Dodge Avenue should be extended southwards through the site to Route 66, and Empire Avenue should connect to US 89. This extension would provide a more direct way for the trucks hauling cinder to reach either the I-40 on-ramp, or northbound US 89. It is important to minimize conflicts between trucks and vehicles; the type of trucks used to haul cinders from the adjoining quarries generate dust, dirt and fumes and therefore should not share small-scaled streets with vehicles or pedestrians. Separating truck traffic from vehicular traffic will benefit both types of traffic because existing traffic congestion at the Railhead Avenue/US89 intersection would be eliminated.



Fig 4.58: Mall area

#### 4.2b. Use

**A new mixed-use neighborhood should form the nucleus of development at the back of the mall.** This would include a retail component, a housing component and a public-use component. The retail component could include an 8-12 screen theater, as well as a mix of shops and restaurants. The housing component could include a mix of dwelling unit types (including apartments and townhomes), and should be well connected to the retail by means of the public-use component. This could include an open space such as a town green, as well as a destination use such as a skating center. In addition, the town green would give character and identity to the new neighborhood. It would act as a focal point to the new neighborhood and as a common resource for the various uses located around it, such as the housing to the North and East, the skating center to the East and the retail to the South.

**Create a “Restaurant Row” along Route 66.** These restaurants could be auto-oriented and include fast-food type uses. Part of the clientele could be westbound traffic on I-40. The restaurants could advertise on the freeway within the opportunities provided by ADOT’s freeway signage system. The restaurants should be arranged to form “gateways” into the site from Route 66.



**Create new destination retail uses to the east of the mixed-use district.** These would be oriented to be visible from the loop road, as well as from Route 66. These should include a large tenant (in the range of 150,000 to 200,000 sf) which would act as a regional draw and increase trips to the East Gateway area.

**Create an Auto Mall to anchor the eastern end of the site.** An Auto Mall would be laid out on both sides of an “auto row” to create a synergistic destination.

**Allow for the expansion of the Flagstaff Mall building.** This expansion could include additions to the department stores, as well as new retail at the front of the mall.

**Develop signage guidelines appropriate to use and context.** The city should move away from one-size-fits-all guidelines and investigate the creation of different signage districts, each with their own unique characteristics.

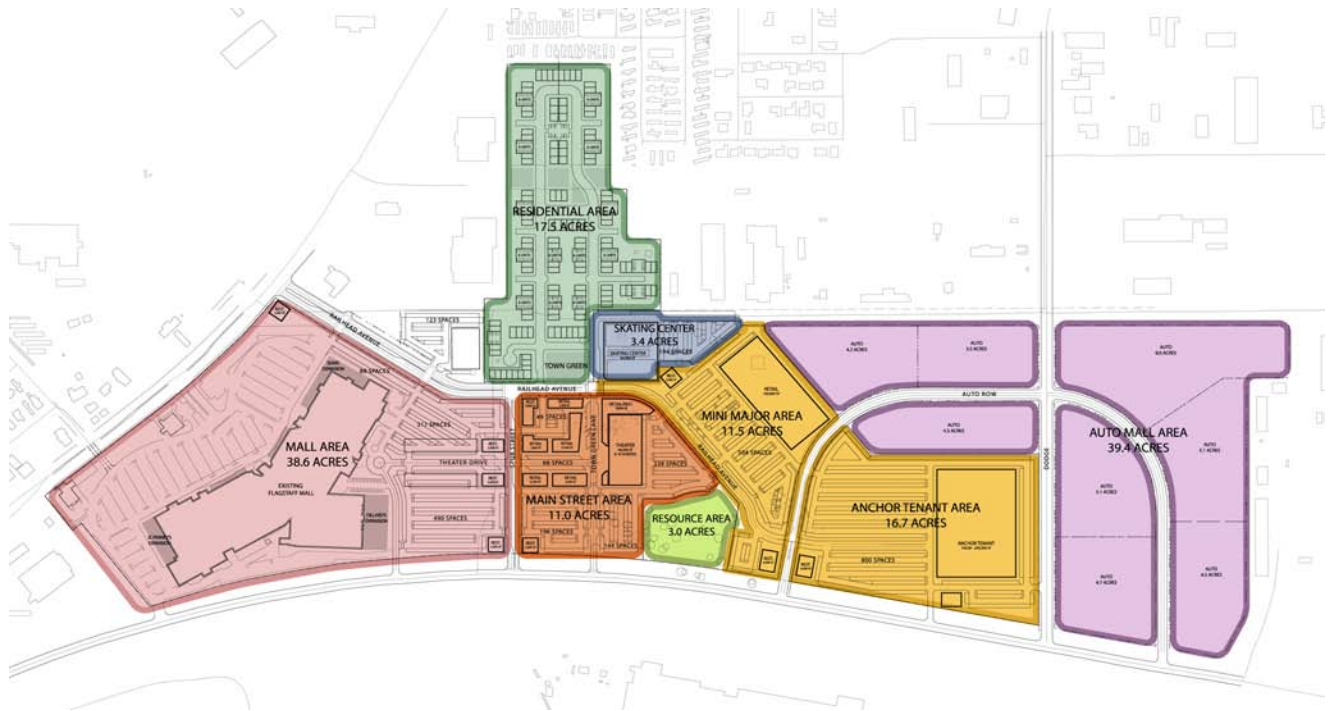


Fig 4.59: Illustrative Site Plan

#### 4.2c. Structure and Layout

**Flagstaff Mall Expansion:** (area located to the West of Spur Street). Expansion could happen in a number of different ways:

1. **Provide additional retail facing US 89.** This would have an impact on the parking field, but creating new retail frontage on the North-West face of the mall would help give the mall a much needed facelift, and would dramatically improve the present fortress-like appearance of the mall. An additional depth of about 20' would minimize impact on parking, affecting about 24 spaces. The new frontage could extend for approximately 175' on the south side of the main mall entrance, and 155' on the north side of the main mall entrance. Ideally, tenants would have through-spaces connecting to the inside of the mall, though there could also be stand-alone uses facing the parking lot. Existing tenants within the mall could be encouraged to expand outwards. Given the desirability of creating display windows facing the parking lots, entertainment-type tenants (such as books or music) would be suitable candidates for this kind of layout. Additional retail area could be in the range of 6,000 to 7,000 square feet.

2. **The anchor stores could expand outwards.** Due to site constraints, expansion at Sears would be limited to about 15,000 to 20,000 sf; expansion of JC Penney would depend on availability of land in the so-called “blight” area to provide an additional parking area; within the present site constraints, expansion would be limited to the range of 10,000 to 14,000 sf. Expansion of Dillards is possible, given the potential reconfiguration of uses to the east of the existing mall footprint, and the potential relocation of Spur Street to the east. Expansion could be in the range of 25,000 to 28,000 sf.
3. **The anchor stores could expand inwards.** This would allow potentially greater expansion of the landlocked department stores (Sears and Penney’s). This would also minimize the construction cost of building a new perimeter to the mall; however some tenant relocation would be necessary. Suitable tenants could find a home in the outdoor entertainment retail destination, or along the block of Theater Drive which connects the mall to the mixed-use area (see “future expansion” below).
4. **Some new restaurant pads could be provided in a number of locations, including:**
  - a. the South corner of the intersection of the re-aligned Railhead Avenue and US 89. The additional area could contain a pad of approximately 5,000 square foot in size; however, parking in that area is in short supply due to the realignment of Railhead Avenue, and consideration should be given to supplementing the Sears parking.
  - b. the intersection of the former Spur Street and Route 66. This is a location which has plenty of visibility and parking. This would be part of the proposed “Restaurant Row” along Route 66.
  - c. the intersection of the former Spur Street and the new Theater Drive. This is a location which also has plenty of visibility and parking



It is anticipated that the additional square footage for the Dillards store would require about 100 to 120 parking spaces according to industry standards. The remainder of the new square footage (Sears expansion, Penney's expansion, new retail at front of mall and new restaurants) would require about 200 to 225 spaces. These additional spaces would be located in an expanded lot to the East of the Dillard's store.

Area	Current Parking Count	Proposed Parking Count
Roseben Inc. Parcel (Office Max)	123 spaces	123 spaces
Area immediately to the North of Sears	140 spaces	88 spaces
Parking field to the east of the Mall	785 spaces	850 spaces
Overall Mall	1,994 spaces for 422,417 sf (4.72/1,000)	2,100 spaces for approx. 500,000 sf (4.2/1,000)

The parking counts are for illustrative purposes; actual counts may vary depending on the way that the parking lots are laid out. The square footage for the overall mall in the "proposed" column (approx. 500,000 sf) includes the expansion square footages described above.

Current recommendations for parking supply in ULI's "the dimensions of parking" are in the range of 4.0 to 4.5 spaces per 1,000 square foot of retail. By ULI standards, the parking supporting the expanded retail West of the former Spur Street, though less than the current ratio, is still within an acceptable range.

Should the retail prove to be a thriving success, expansion would eventually be possible along the block of Theater Drive that connects the mall to the outdoor retail area. However, new retail uses would be supported by structured parking since the added retail would reduce the surface parking count. The economics of supporting retail with structured parking can be challenging, and this would have to be studied at the appropriate time. Including retail uses fronting US 89, the existing mall area is approximately 38.6 acres.



Fig 4.60: Main Street Area

#### “Main Street” Area:

This area is located immediately to the East of the relocated Spur Street. A significant anchor, such as a movie theater, would be needed to create a draw in this location. In turn, this would allow other retail uses, such as a bookstore and music store to become viable. There is a 10-screen theater in the Milton Road area of town, and there may, therefore, be room in the local market for an additional 10 screens. Due to the current constraints of the downtown area, this would be an ideal location for such a use. An 8 to 10 screen movie theater could have between 2000 and 2400 seats, with a parking demand of 670 to 800 seats (at 1 space per 3 seats).

The illustrative plan shows an additional 74,000 sf of retail. In order to create a compelling atmosphere, the retail should be arranged continuously along a street environment, with the storefronts facing the street and parking to the rear, with some additional parking (either parallel or diagonal) arranged along the street.

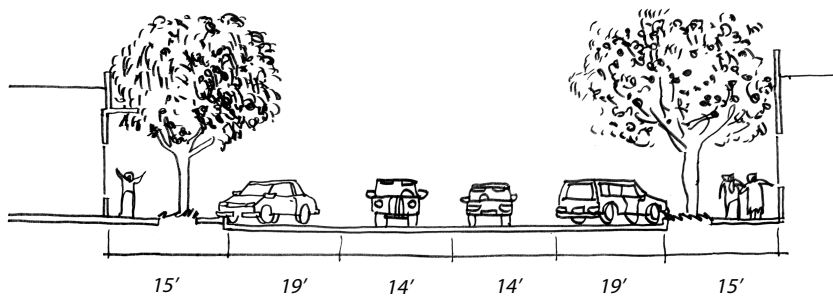


Fig 4.61: Section of Theater Drive; Right of Way 96'

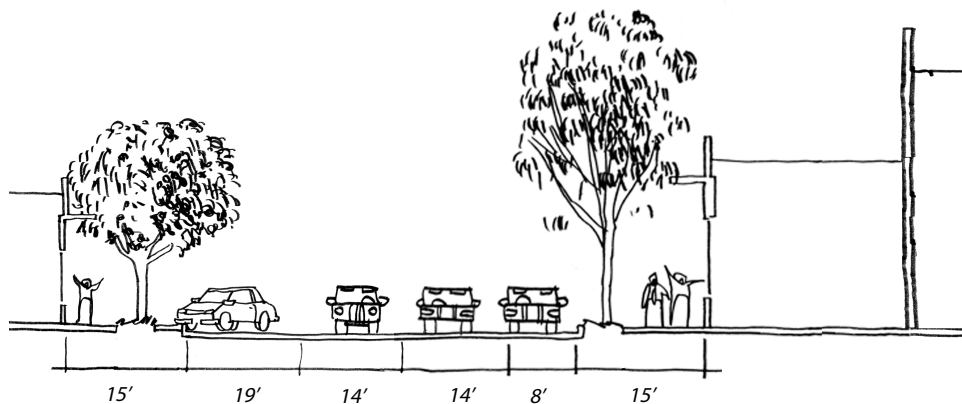


Fig 4.62: Section of Town Green Lane; Right of Way 85'

Depth of the retail stores could be in the 60' to 70' range, unless a large tenant (such as a bookstore, which might require about 25,000 sf) needs to be accommodated, in which case the areas within the blocks shown on the illustrative plans would have to be modified.

The street widths in this area should be kept as narrow as possible to make streets pedestrian friendly. A 26'-0" curb-to-curb dimension is suggested, with 12'-0" to 15'-0" sidewalks between the curb and the face of the buildings.

The 720 parking spaces shown on the illustrative plan may be sufficient if the theater does not exceed 2,000 seats, and it is assumed that some of the shops and theater parking could be shared.





Fig 4.63: Main Street Area

The architectural design of this area should not be overly themed. A variety of materials should be encouraged, including, where possible, use of local facing stones such as those found in Downtown. For instance, this material could be used as a high base on the front of the buildings.

Storefronts should not be treated as a continuous horizontal band of glass; rather, they should be broken up and separated by pilasters. The use of a variety of parapet heights and roof forms should be encouraged. The area should be eclectic and lively, and the use of colorful awnings and creative signage should be encouraged.

The ROW at the relocated Spur Street is 71'-0". This includes two 10'-0" sidewalks, two 5'-0" bicycle lanes, two 13'-0" travel lanes, and a 15'-0" wide median which can accommodate left turn lanes where required.

The Main Street area is approximately 11.0 acres in size.



Fig 4.64: Mini Major Area

#### Mini-Major Area:

In contrast to the Main Street area, the mini-major area is an automobile-oriented retail destination linked to the mixed-use neighborhood via the new loop road. It is anticipated that this area could support about 100,000 sf of retail, parked at the ratio of 5 spaces per 1,000 sf. This slightly higher ratio corresponds to the parking demands of this kind of retail, and will help in attracting quality national tenants.

The area should include a pad at the Auto Row/Route 66 intersection, as shown on the illustrative site plan. This would be part of the proposed “Route 66 Restaurant Row”.

As in the Main Streets area, the use of local stone should be encouraged. Identical repetition of the “Rocky Mountain” themed wood canopy structure at the mall entrance should be avoided, though the architectural treatment certainly could include heavy timbers and sloping roofs. The use of incongruous materials, such as the clay tile used in the Barnes and Noble store on Milton Road, should be avoided.



Fig 4.65: Anchor-tenant Area

The width of Railhead Avenue as it crosses the Mini-Major area should be as follows: 15'-0" of landscaping/sidewalk on either side of the road, two 13'-0" travel lanes, and a 15'-0" landscaped median to accommodate left turn lanes where required.

The Mini-Major area is approximately 11.5 acres in size.

#### Anchor-Tenant Area:

This area is located to the east of the Mini-Major area. This area could accommodate a large single user in the range of 150,000 to 200,000 sf. Parking requirements for such a user could be anywhere in the range of 600 to 1,000 spaces, depending on size and use. Once the ADOT intersection upgrade is complete, it is anticipated that the vehicular traffic to this anchor tenant would use Route 66 rather than US 89.

This area should contain a restaurant pad across from the one located in the Mini-Major area, as shown on the illustrative site plan. Typical sizes range from 5,000 to 7,000 sf. In addition, adding a pad-type building to the south of the anchor tenant is seen as desirable, since this will help mitigate the large blank side walls that are characteristic of such tenants.

The Anchor-Tenant area is approximately 16.7 acres in size.



### Residential Area:

This area is located immediately to the north of the Main Street Area, and is organized around two parallel north/south streets, one of which is the new “Town Green Lane”, which runs south all the way to Route 66.

Dwelling units could be a mix of town homes (with densities in the range of 12 to 15 units per acre) and garden apartments (with densities in the range of 15 to 25 units per acre).

The illustrative site plan shows one way in which these different unit types could be combined. Streets should have a cross-sectional width of 40’ to allow for guest on-street parking, with access streets only needing to be 25’ wide.

The east-west gas line easement that runs across this portion of the site needs to be maintained, and should be used for public open space.

This area includes the Town Green, which acts as a focal point for the entire neighborhood. The net dimensions of the Town Green are 200 feet in the east-west direction by 180 feet in the north-south direction, excluding streets. The Town Green should be a landscaped open space that might accommodate such events as casual ball games, a farmer’s market, outdoor afternoon concerts, etc.

The Residential Area is approximately 17.5 acres in size.



Fig 4.66: Residential Area

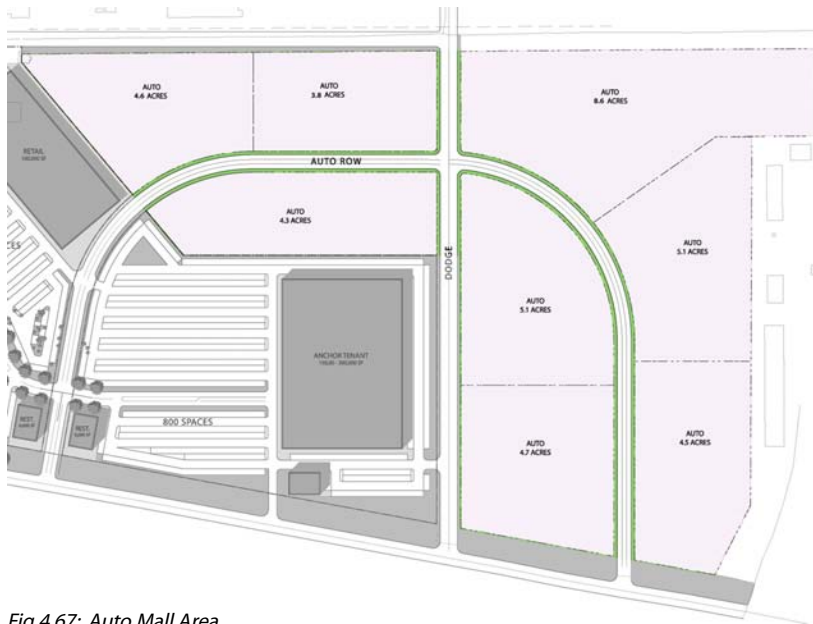


Fig 4.67: Auto Mall Area

#### Auto-Mall Area:

This area is located to the north and east of the Anchor-Tenant Area and consists of 8 lots. Lots could be combined, or further subdivided, depending on tenant needs. The lots are organized around a curving “Test Drive”, to create a strong identity. Special signage guidelines should be devised for this area. Signage should be included at the entrance of US 89.

Dodge bisects the Auto Mall Area and runs in a north-south direction to connect Route 66 with the cinder quarry area. It is anticipated that very little vehicular traffic would use Dodge, since Auto Row loops conveniently to Route 66.

The Auto Mall Area is approximately 43.7 acres in size, excluding Dodge and Auto Row itself.



Fig 4.68: Resource Protection Area

**Resource Protection Area:**

This is located immediately to the south-west of the movie theater. It has been isolated in order to preserve the mature trees that are located there, as well as the significant changes in topography that occur in this area. Of the total of 238 significant trees throughout the site, the illustrative site plan retains 105. The ones that are retained are typically the most mature, 27 of which are in the specially designated resource protection area.

The Resource Protection Area is approximately 3.0 acres in size.

**Skating Center Area:**

This is located immediately to the east of the Town Green and could accommodate a large destination use such as an ice skating center.

The Skating Center Area is approximately 3.4 acres in size.



Fig 4.69: Skating Center Area





## 5. RETAIL STRATEGY; *Pat Hurst, Economic Development Systems*

### Approach to Strategic Positioning

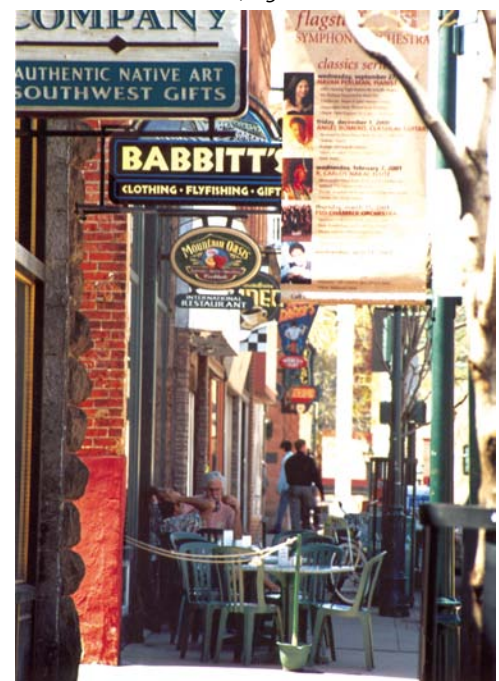
I have outlined herein the approach taken in efforts to strategically position both the Downtown and Gateway East areas. It is clear there are two distinctive environments to enhance. Each has their own personality, strengths, weaknesses and constraints. By addressing the tenant-mix merchandising program as enclosed herein, I believe the opportunity for success is attainable for each area respectively.

#### 5.1 Downtown

As in most downtown districts where there are multiple ownerships the revitalization process takes time. This is due in large part to the varying levels of interest in participation by owners and existing tenants, but also by the types of businesses sought to help revitalize historic/cultural areas. The most desired tenants, such as boutique and independent retailers/restaurateurs are spending the majority of their time running their businesses and are not typically looking for new retail venues. Therefore, research and recruitment of these types of businesses can be time consuming. However, the end result can be tremendous if approached aggressively, but strategically. This is not to say that there is no place in Downtown for national or regional tenants. National and regional tenants have advertising power, which local/independents do not usually have. As a result, a visitor looking for the Z Gallerie store will also find The Artist's Gallery or other local stores they would not otherwise have found. Nationals regionals can usually pay higher rent and usually desire corner locations. An independent storeowner can be around the corner and still gain tremendous foot traffic by being adjacent to a national or regional tenant. The tenant mix and merchandising plan for accommodating a variety of tenants is crucial to long-term success.

While there are several reasons why tenants will or will not choose a location, there is one factor that all national/regional/independents have in common—the desire for well designed and functional retail/restaurant space.

Fig 5.1 : Downtown,  
a mix of local, regional and national stores



It is extremely important that, as new mixed-use projects are designed, the design and function of the retail and restaurant space components be given priority status. Issues of concern include the following:

- Minimum ceiling height (16-18')
- Glass lines (maximum exposure)
- Signage
- Lighting-inside and out
- Façade at street level
- Sidewalks (for patio dining)
- Deliveries
- Trash storage/removal
- Utilities/grease traps/ vents
- Valet parking opportunities
- Sloping floors/ceilings (garage retail)

In addition to these guidelines, a pro-active outreach program to market and promote the Downtown to prospective tenants is recommended. Streamlined market data with supporting district maps depicting locations of existing tenants as well as opportunities for lease, building profiles, demographic comparisons, visitor profiles, campus lifestyles, etc. should all be included in the package.

## 5.2 Gateway East

The Gateway East area, including the Flagstaff Mall, if revitalized and expanded as represented in this report, will require a strategic approach to tenant mix/merchandising. The majority of tenant concepts are national and regional and typically prefer to be in a mall setting. However, you will find tenants that can function in both downtown and mall environments. The small shop tenants discussed below are good examples of this mix.

It is my understanding that there is a desire to upgrade the current mix of shop tenants as new space is added to the Flagstaff Mall. The most important factor, which will drive an upgraded mix for the new shop



Fig 5.2: Flagstaff Mall entrance



Fig 5.3 : Flagstaff Mall entrance

space, will be determining the level of success of the following existing tenants:

- Gap/GapKids
- Victoria's Secret
- Eddie Bauer
- Bath & Body Works
- Department Store Type (Level A, B, C and their current volumes)

If, in fact, these stores are doing well, one has a better chance of attracting other Gap family stores such as Banana Republic, other apparel shops, such as Ann Taylor, and more specialty retail.

The substantial traffic increase by developing the proposed 10-plex theater will help to support the shop space in Flagstaff Mall. It is crucial at Gateway East, as in the Downtown, that restaurants with patio dining be programmed and strategically located to help connect the sub-districts of the mall. For example, a full-service restaurant could be located to take advantage of the environment created by the landscape and pine trees along Route 66 thus linking the other restaurants in "Restaurant Row" to the anchors in the project.



Fig 5.4 : Mall interior

The mini-anchor or major-anchor tenant opportunities for the larger mall expansion are also important. Their space requirements range from 20,000 to 150,000 square feet, depending on the mix.

Attachments: "A" Downtown Districts Theme

"B" Competitive Position for Downtown

- attachment “A” -

## DOWNTOWN DISTRICT THEMES

To further community identity, the promotion of a public and private visual arts program, the development of “art film” festivals, small live theatres (including comedy, improv, jazz and blues venues), restaurants, art galleries and other cultural activities will assist in the development of an image of a multifaceted Downtown District. Within a district, retail should be developed in a linked and continuous manner, so that pedestrians are not impeded or discouraged to make district-wide connections. This development should be a mix of mid to upscale value-retail, neighborhood serving retail, as well as smaller specialized retail uses. Residential space in the districts (including mixed-use with upper-level residences and perhaps live-work spaces for artists and others) should be linked with the surrounding residential community/consumer base.

Private development of small and large-scale retail, residential and hotel projects is only part of the strategy. Public-private partnerships must work together to develop the creative design of public space. Streetscapes are a key part of the public space in the districts because they can unify the districts thematically and link visitors and consumers to all of the businesses and amenities. Landscaping, new lighting, unified signage and well-designed trash receptacles are some of the important ways to identify and enhance the streets and walkways of the districts. Designing creative and inviting open spaces within, and adjacent to buildings is necessary to encourage strolling and lingering within the districts. Streetscapes and alleyway improvements are important because they will improve the pedestrian experience, which will reinforce private investment and promote the visibility of businesses in the districts. In this way, improved streetscapes will be an important part of the overall strategy of the districts as a safe and attractive heart of the city.



*Fig 5.5 : Towards a vital and multifaceted downtown*



### A Sense of Place

The districts have a special historic and cultural character, which should be capitalized on in its general development strategy. Moreover, Downtown should become a “destination location” where people decide to visit the districts, rather than a specific store, and also have the opportunity to engage in shopping and dining experiences as well as multiple cultural experiences. Both, streetscapes and private development, should be designed to encourage such pedestrian strolling and “lingering” in the districts. A key element in encouraging this pedestrian activity will be to promote safety, cleanliness and order in the districts.



Fig 5.6 : Fall in Flagstaff

### Romance

The downtown districts can build on current assets and become known for not only quiet and sophisticated settings, but as a cultural and intellectual center for Flagstaff and the greater marketplace, boasting of professional artist-studios, theaters and music/jazz venues. Streetscapes should connect the various venues through the use of sidewalks, alleys and open spaces. Lighting should be bright enough to enhance safety but be consistent in design with the character of the districts.

The districts should continue the blending of night and day by providing a distinct living, working, and entertainment district for artists mixed with other residents. This would be a place that would be both home and working environment for artists in live/work buildings and other spaces. It would contain exhibition and sales galleries, performance venues, offices for arts organizations, and educational studios. These would be supported by retail services, restaurants, coffeehouses, jazz clubs, and other entertainment facilities in conjunction with the greater downtown area.

While attracting a critical concentration of artists, the majority of the district residents would represent a broad spectrum of educational, professional, economic, and cultural backgrounds. As a consequence, the residents would patronize local markets, personal service establishments, schools, parks, and similar uses found in the greater downtown district.

The adjacency of both Districts to the available transportation venues is beneficial and attractive to Flagstaff residents and visitors. Upgraded hotels, plus additional overnight accommodations, will offer a substantial patron base for its galleries, performance venues, restaurants, and entertainment facilities. More patrons could be captured from residents and visitors throughout Arizona who travel through the city regularly.

The arts and community serving uses would extensively utilize the fabric of historic and older buildings of the Southside Warehouse District. Many buildings display note-worthy architectural design elements which, if renovated, would contribute to a distinct character that distinguishes the District. New development could serve as infill of comparable scale and density maintaining the patterns that have traditionally characterized the Southside Warehouse District.

The streetscape of the Southside Warehouse District along Phoenix Avenue/old Route 66 could function as an outdoor “front room,” thereby accommodating living, working, arts, dining, entertainment, and other uses. In many respects, they could functionally “continue” the uses from inside a building to its outside. The streets could offer a communal space for walking, socializing, dining, retail, and community events. Additional trees, planters, benches, signage, pedestrian scaled lighting, public art, and paving treatments would enhance their quality as a “special place.” Rather than emphasizing uniform streetscape improvements, local artists could contribute to the historic, but eclectic, design of streetscape elements, distinguishing the SSW District from other pedestrian areas of the city and region.

A central outdoor space, Arts Park, could serve as the symbolic center of the districts. It can be used to display the work of local artists, as a performance venue (Shakespeare in the Park, etc.), as well as provide a small recreational center for residents. Linked to the adjacent sidewalks and uses, this outdoor space could be an integral element of the urban fabric. If appropriate, the scattering of “pocket parks” throughout the area would serve as the “backyard” for the new downtown.



*Fig 5.7 : Architecturally noteworthy buildings like the Sierra Vista motel can contribute to the character of the historic Southside Warehouse district*

Arts oriented and community events could be conducted throughout the year to promote the identity of the districts and provide a forum for community socialization. A key event, an annual arts walk, would provide the opportunity for local artists to display and sell their work to a large clientele. Other events could include working galleries, phantom galleries, performances, music festivals, children's art exhibitions, educational programs, farmers' markets, community picnics, cultural heritage festivals, athletic events (5K/10K, bicycle races, etc.), and similar activities.

The revitalization of the Districts would result from its proactive marketing and promotion as a distinct and desirable place in not just Northern Arizona, but greater Arizona as well. This would involve the cooperative arrangements of local artists, residents, businesses, organizations and the City of Flagstaff.

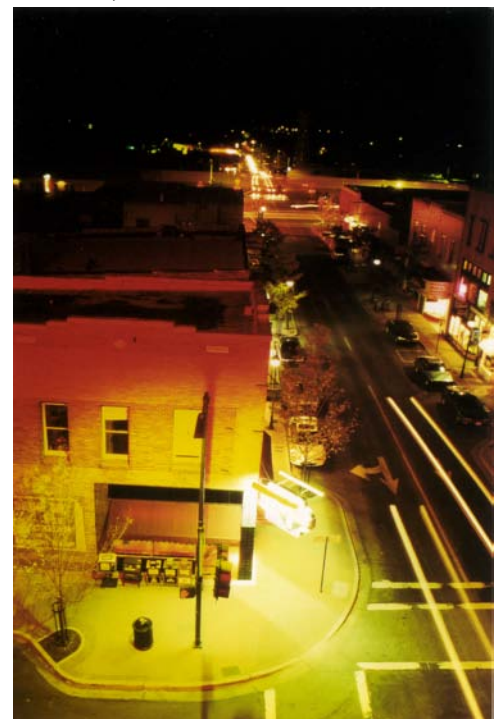
### Blending Day and Night

The Districts should encourage use well into the evening. This could be accomplished by integrating a variety of complementary, but perhaps different daytime and nighttime uses. The districts should attract interesting, eclectic and dynamic retail uses; including live-work studios, mid to upscale retail, major cultural/educational institutions (perhaps a culinary arts school) and provide both daytime and nighttime pedestrian traffic. The Districts also should seek to expand entertainment, restaurant and retail, as well as cultural activities including art film festivals and equity waiver theatres for nighttime visitors. Dining, entertainment and neighborhood serving uses, accented with both small and mid-scale retail, should provide the day-night link. Streetscapes should recognize the districts' varying day and nighttime pedestrian patterns, thereby reinforcing the links between day and nighttime uses.



*Fig 5.8 : Cultural events need to be planned and the locations and timing coordinated*

*Fig 5.9 : Provide both, uses and safe lighting, for night-time activity*



- attachment “B” -

## RECOMMENDED COMPETITIVE POSITION FOR DOWNTOWN

A blending of new uses, with existing specialized and successful uses in the districts, will help to distinguish these shopping areas from others. By building upon the most successful retail operations, new uses can be added that accentuate a differentiated image from other areas of the city. Recommended ways to distinguish the districts include the following:

1. The incorporation of a small-scale venue to present independent films, 16mm film, or a Foreign Cinema concept (the film is projected onto a blank exterior wall and is part of courtyard and café/dining experience) will help to create a unique arts/bookstore/dining destination node. This will be unlike the more typical chain store/cinema combinations seen in most mall locations. In combination with other uses, such as the proposed revitalization of the Orpheum Theater, this could help establish the area as an arts/entertainment destination.
2. A culinary school offering classes to residents, in addition to an accreditation program for chefs, would be a notable addition, particularly if marketed aggressively to area residents. This not only assists in the creation of an 18-hour environment, but also provides the opportunity to have graduates stay and open restaurants in the local area. Typically, culinary schools are packaged with chef supply stores such as Sur la Table. In some cases, the breads, pastries, etc. are presented and sold in a retail venue at street level.
3. The inclusion of more restaurants, particularly if these restaurants are not found in other neighboring locations, would be a compatible addition to the district. Strategically placed restaurants, bakeries and delis would assist in creating a competitive position differentiated from the mall. This would also assist in creating the link needed in Downtown. Patio dining should be encouraged.



4. To infill with independent merchants, as well as some nationals, not replicated in regional mall and power center settings, would add much to distinguish the district with a unique character. Such stores would carry items including home furnishings, home gifts and accessories (such as Z Gallerie, Elm Street, CB2, Illuminations, The Mole Hole), galleries, antiques, interior design products, art gifts and supplies, and specialized hobbies and collectibles.
5. The tourist and local community would patronize boutique versions of outlet stores. Retailers with “Main Street” curb appeal who would function well in this environment include Plartzgraff, Dansk, Crate & Barrel, etc.
6. A freestanding (non-hotel affiliated) day spa of approximately 7,500 – 10,000 s.f. in a strategic location in the downtown area could continue to help establish the area as unique and different from the mall experience.
7. The inclusion of attractive residential and hotel projects with ground floor retail as proposed in the Field Paoli Urban Design Program will help distinguish the area as one that is a lively, active place to live and to shop. Housing options should include live-work and artist-lofts, in addition to traditional formats.



## 6. ECONOMIC ANALYSIS & STRATEGY

*Tim Kelly, Marilyn Chu, Keyser Marston Associates*

### 6.1 Overall Economic Approach and Purpose

The approach recommended for the Gateway West and Southside Warehouse sites is basically an analysis of the investment supported based on a projected target return. This analysis involves a review of the expectations and assumptions that affect the net income of the proposed project. Evaluated, in addition, are the financial objectives of the developer, investors and lenders, that must be achieved in order to provide sufficient financial incentive for the project to proceed.

It should be noted that financial feasibility analysis is an iterative process that continues throughout the development period, each iteration becoming more sophisticated and accurate as more and better project data is available. The above is especially true for the Gateway West and Southside Warehouse projects, proposed in the Downtown Plan, which are primarily conceptual at this stage of planning.

The following discusses the analytical process and the key components used in determining the economic feasibility of the projects proposed for the two Downtown sites.



*Fig 6.1: Looking East on Aspen Avenue in Downtown Flagstaff*

## 6.2 The Process

There are essentially three basic steps in the process for analysis development feasibility. They are as follows:

- a. **Determine the development budget**
- b. **Develop a project pro forma**
- c. **Determine the Investment Supported Based on Target Return on Costs (ROC) or Return on Investment (ROI)**

The key components of each of these steps are described below and illustrated in Exhibits I to III.

**6.2a. Determine the Development Budget.** Financial feasibility analysis begins with the proposed project's development budget. This budget should include potential costs related to the development, including:

- Acquisition costs
- Site and infrastructure improvements
- Construction costs
- Soft costs, including legal fees, architectural and engineering fees
- Governmental fees and EIR mitigations
- General and administrative costs (overhead)
- Costs incurred to obtain financing
- Costs associated with marketing and lease up

**6.2b. Develop a Project Pro Forma.** The analysis requires using the budget to prepare a pro forma statement, including a forecast of income and expenses. The pro forma is used to generate the Net Operating Income (NOI) of the project, which is the income generated by a property less vacancy and bad debt and less non-reimbursable operating expenses.



**6.2c. Determine Investment Supported Based on Target Return on Cost Return on Investment.** The next step is to estimate the investment supported (land and improvements) based upon the stabilized Net Operating Income and the target Return on Costs (ROC), or Return on Investment (ROI), needed to attract private capital. Developers and investors anticipating a short-term investment often look at a project's return on cost, which is calculated by dividing the NOI by the total development costs (land cost, construction costs, soft costs, and financing). Alternately, the total investment supported can be determined by dividing the Net Operating Income by the target rate of return.

The target ROC/ROI values by land use, location, and level of risk is typically in the range of 9% to 13%. The estimated investment supported based on these returns, for the various land uses proposed for the Gateway West and Southside Warehouse sites, is discussed in the next section of this memo.

It should be noted that, in some cases, an evaluation of the Internal Rate of Return (IRR), or the rate of return computed on a multi-year, before-tax and after-tax cash flows, is also appropriate. The IRR reveals a discount rate that can be compared to yields offered by other projects and investment opportunities. However, given the preliminary and conceptual nature of the projects proposed for the Gateway West and Southside Warehouse site, we recommend that the less complex ROC/ROI analysis be used to evaluate financial feasibility at this time.

### 6.3 Estimated Investment Supported

As discussed above, an adequate return must be provided in order to create incentive for a developer to proceed with a project. A reasonable range of return in the current market is in the 9.0% to 13.0% range. Based on the average rent levels provided by city staff for new/newer spaces in the downtown area, our preliminary estimate of the investment supported are as follows:

**6.3a. Residential**

(Assume a 900 square foot unit on an average )

		<u>Per Unit</u>
Annual Gross Rent	@ \$1/SF/Mo.	\$10,800/Yr.
<Less> Vacancy & Bad Debts	@ 5%	( 540)
Effective Gross Rent		\$10,260
<Less> Operating Expenses @ \$4,000/Du		(4,000)
Net Operating Income		\$ 6,260/Yr.
Target Rate of Return on Costs		9%
Estimated Investment Supported (rounded) Per Unit		\$70,000±

**6.3b. Retail**

		<u>Per SF</u>
Annual Rent (NNN)	@ \$1.85/SF/Mo.	\$22.20/Yr.
<Less> Vacancy & Bad Debts	@ 5%	( 1.11)
Effective Rent		\$21.09
<Less> Operating Expenses	@ 3%	( .63)
Net Operating Income		\$20.46/Yr.
Target Rate of Return on Costs		12%
Estimated Investment Supported (rounded) Per Sq. Ft. of Rentable Area		\$170±

**6.3c. Office**

		<u>Per SF</u>
Annual Rent (NNN)	@ \$1.70/SF/Mo.	\$20.40/yr.
<Less> Vacancy & Bad Debts	@ 5%	( <u>1.02</u> )
Effective Gross Rent		\$19.38
<Less> Operating Expenses	@ 3%	( <u>.58</u> )
Net Operating Income		\$18.80/Yr.
Target Rate of Return on Costs		11%
<b>Estimated Investment Supported (rounded)</b>		
<b>Per Sq. Ft. of Rentable Area</b>		<b>\$170±</b>

**6.3d. Hotel**

		<u>Per Room</u>
(Assume top quality facility)		
Average Room Rate	@ \$100/rm./night	
Average Occupancy Rate	@ 75%	
Gross Room Revenues	@ 67% of Total	\$27,375
Gross Total Revenues		\$40,858/Yr.
<Less> Departmental Expenses		
<Less> Undistributed Expenses		
<Less> Fixed Charges		_____
Net Operating Income	@ 27% of Gross	\$11,032/Yr.
Target Rate of Return on Costs		12%
<b>Estimated Investment Supported (rounded) Per Room</b>		<b>\$90,000±</b>

In general, if per unit development costs, inclusive of land, directs, indirects and financing, exceed the estimated investment supported, public subsidy would be needed in order for the project to generate sufficient return and financial incentive to encourage a developer to proceed. If per unit development costs are less than the estimated investment supported, no public subsidy would be needed. Given that the above estimates are based on very preliminary concepts, and that the rents have not been independently verified by KMA, they should be viewed as early order-of-magnitude estimate ranges to provide an early indication to the City/Agency of the development costs supportable. These estimates should be refined as additional project data (i.e., costs and program) become available.

#### 6.4 Financing Challenges

The development proposed for the Gateway West and Southside Warehouse sites is expected to face a number of challenges which will impact the ability of the projects to secure financing. The key challenges include the following:

- **Attracting a qualified developer:** The two sites, including both proposed public and private uses, cover a substantial area, i.e., roughly 20± blocks, in the city's core. The proposed projects are also relatively complex, i.e., they involve a diversity of uses like civic and private, street level commercial and upper level residential, rehab of existing buildings and new construction and historic rehabilitation. In addition, the residential apartments being proposed in the Downtown Plan include a new prototype that has not been built to date in the Flagstaff. Thus, given the size, scale, range of uses, and complexity of the projects proposed for the two sites, it is our understanding that few, if any, local developers have the requisite qualifications and resources to implement the projects.



- **Securing financing for the private components:** In the current market, financing appears to be the easiest for residential products and most difficult for hotels. In general, the ability of the developer to obtain financing is just as important a test of project financial feasibility as the results of a pro forma.
- **Securing financing for the public components:** In addition, funding for the public components proposed, i.e., the courthouse, city center, library, parking, etc. - which is expected to be substantial - has not yet been identified and remains uncertain.
- **Structuring public/private partnership:** Given the mix of public and private uses proposed for the sites, it is important to identify a developer who has experience with public/private projects.

These challenges clearly impact on the financial assumptions used in the pro forma and the analytical results.

## 5.5 Recommended Strategies

In response to the financing challenges above, following are some recommended strategies that can be considered by the Redevelopment Agency to assist the implementation of the projects:

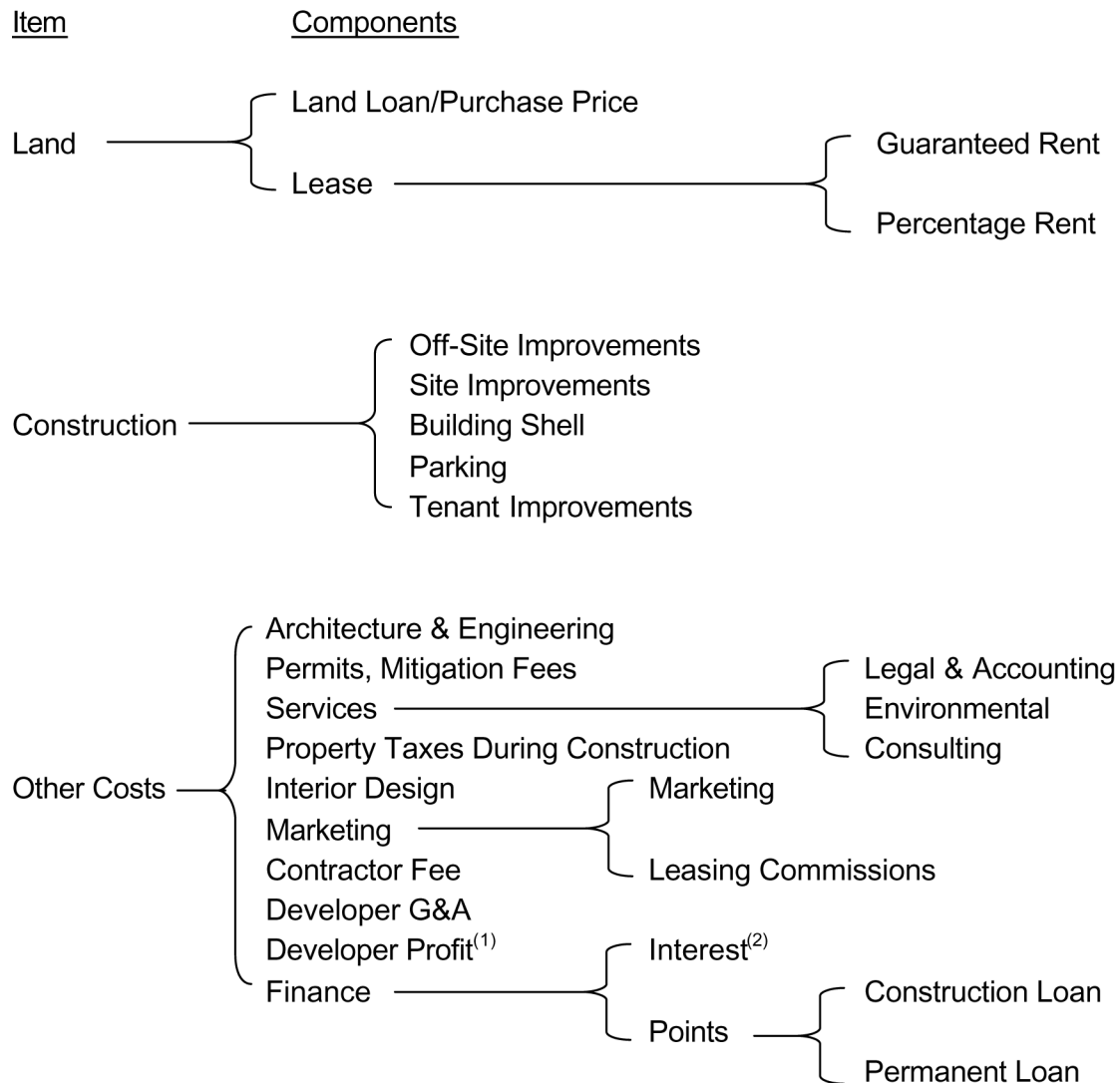
- Pre-test the proposed development concepts with a selected group of qualified developers who have successfully completed comparable projects. The purpose is to both gauge development interest and to obtain early “real-world” feedback on the concepts.
- Identify public actions that can support project implementation, i.e., assistance with land assemblage, initiation of discussion with property owners for an Owners Participation Agreement (OPA), availability of tax-increment funds, etc.

- Identify private resources that may potentially be available, i.e., establishment of a special assessment district, a business improvement district, etc., to fund project-wide improvements.
- Target existing program resources, if any, such as building facade improvement, historic preservation credits, housing set aside funds, etc., to assist project implementation on the two sites.
- Review zoning to identify any changes that may be needed to support the development proposed in the Downtown Plan.

## Exhibit I

### Development Cost Pro Forma – Key Components

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<sup>(1)</sup>Not a true cost, but sometimes used to generate developer compensation for undertaking the project.

<sup>(2)</sup>Interest paid during construction.

## Exhibit II

### Net Operating Income – Key Components

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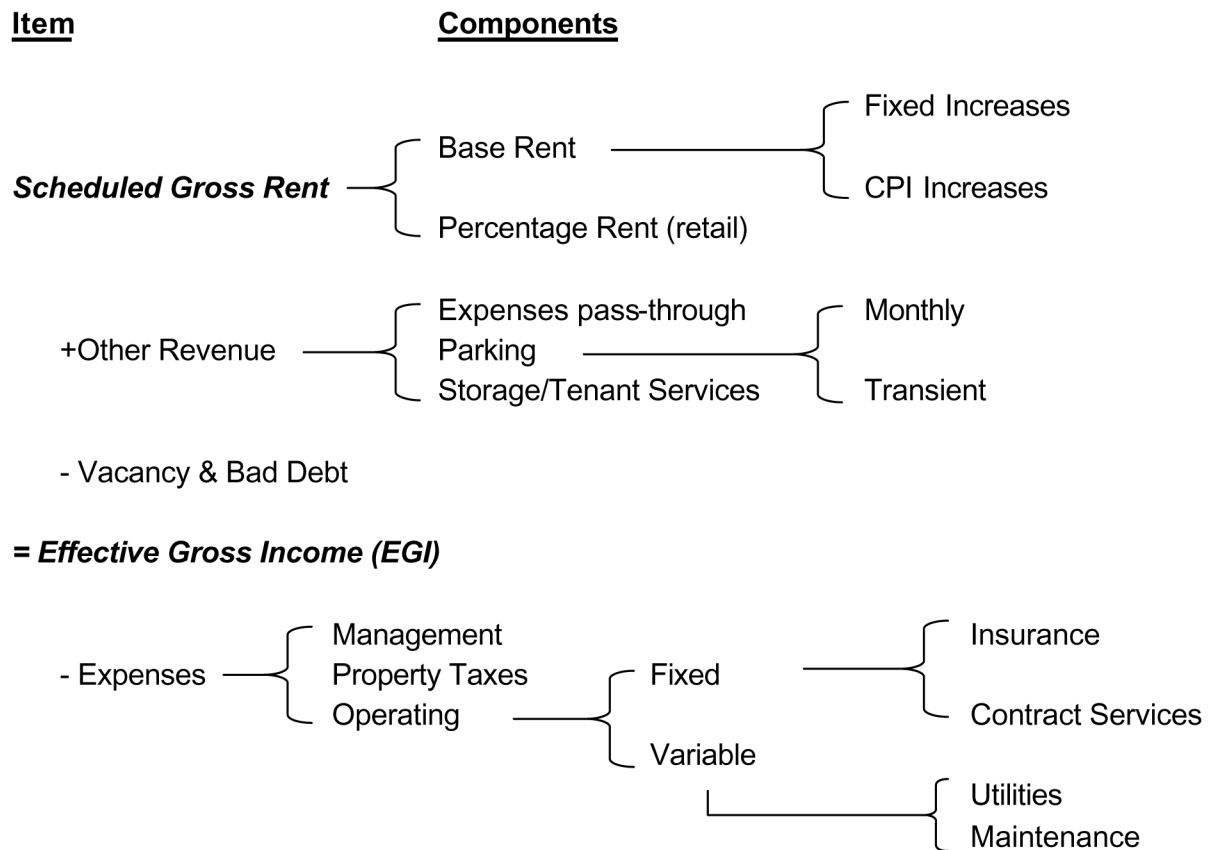
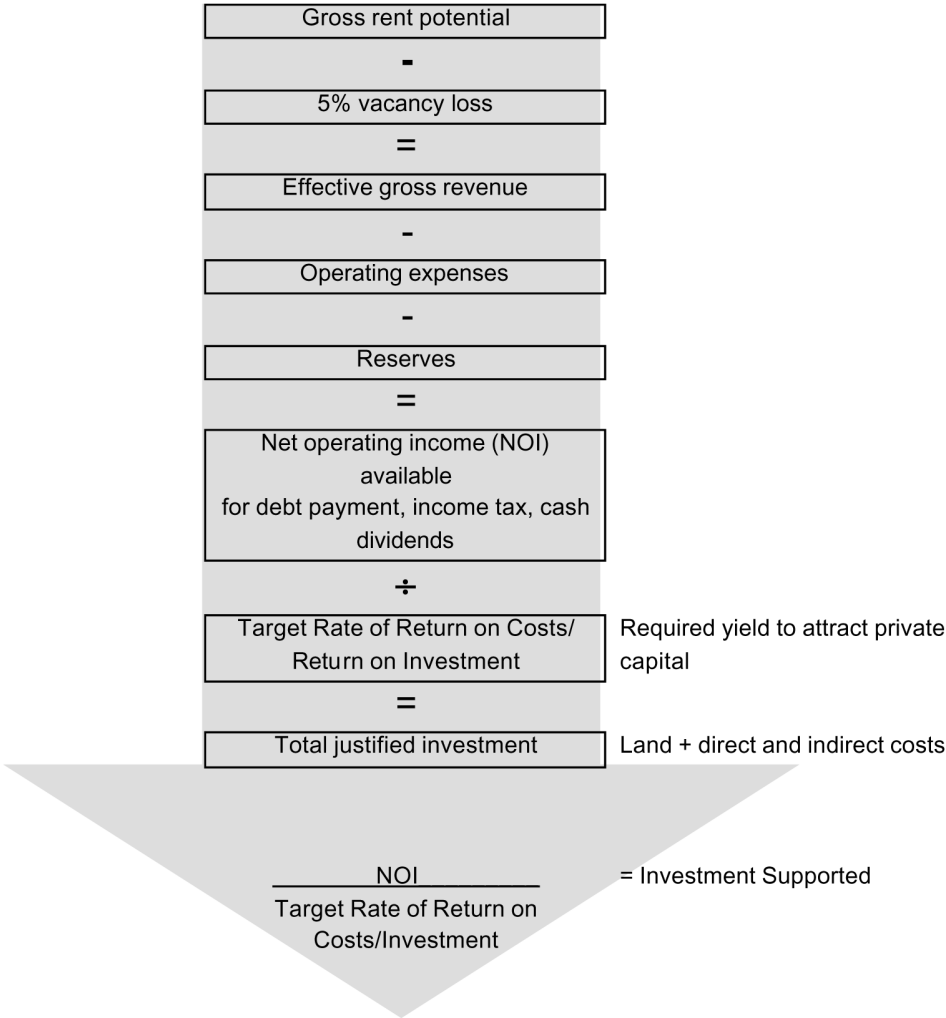




Exhibit III  
Investment Supported  
Return on Costs/Return on Investment

Illustrative





## 7. THE NEXT STEPS

### 7.1 Downtown - Gateway West and Southside Warehouse Areas

This chapter outlines next steps in the implementation of the “Development Strategies,” including the use of this report in future planning and redevelopment processes by the City of Flagstaff.

A sizeable portion of proposed new development is located within the three and a half blocks in the West Gateway Area of Downtown. Given the strategic importance of the blocks, new development on them will affect the entire Downtown and to some extent the entire City. For that reason, the design of any major development in town with retail, office, hotel, and housing should refer to the urban and architectural design directions in this report. The directions will ensure that the projects will fit into the City programmatically and will draw upon the existing synergy of the Downtown.

The plan for the Southside Warehouse Area, including new infill buildings, streetscape and renovation, creates strategies that will contribute to the area's historic and cultural character. The evolution of the area's identity should follow a coordinated approach to development amongst property owners, business operators and the City. The City should encourage appropriate development in this area with uses such as a museum and artist lofts, which could help anchor the area.

The construction and completion of the Rio de Flag Project is critical to the ability to carry out these projects, since it will remove these areas from the floodplain. It is essential that the City continue to pursue construction of the Rio Project with a completion date in 2005. As the Rio De Flag project construction timetable is finalized, a schedule should be established for issuing Request for Proposals for the Southside Warehouse District. Also, a community dialogue should be completed regarding specific street improvements, especially along Phoenix Avenue, and ways that these improvements can be funded.

A Parking District should be considered to build and manage the new parking garages, along with the overall management of on-street parking and other lots and garages that may exist today, or be developed at a later date.

The City should continue to increase its marketing programs to assist in the development of Downtown as a destination, based on the recommendations included in this report and from other economic and retail consultants that have provided reports to the City as part of this project. The City should retain a rendering consultant to create images of the Gateway West and Southside Warehouse Areas of the Downtown. These images, including walking tours, historic building maps and information sheets, could be used in the marketing of these projects to regional and national tenants, developers and tourism agencies.

The City should issue a Request for Proposal to private developers. Existing businesses or tenants can be incorporated into the new projects in several ways. Retail tenants could obtain better retail street frontage along Aspen Avenue or Humphreys Street and office and commercial tenants could obtain space on upper floors of the project.

A proposed project for a conference center and hotel, which has been considered for the eastern end of Aspen on sites defined by Agassi, Verde and Elden Streets, is a priority project for the Downtown. The hotel and conference center is a necessary activity center for the eastern end of the Aspen Street and it would be complimentary to the hospitality and cultural components of downtown events. Also, it could be connected to a possible Elden and Lone Tree access into the Downtown from I-40 to the south. The City should coordinate with property owners in the area, with operators in the hospitality industry, and with the private development community to strive for the realization of this project in the Downtown.

Block 3 is critical for providing public parking for existing Downtown uses, in addition to providing parking for new projects. Block 3 could provide additional space for City Hall and for Courts' expansion. From an urban design perspective, Block 3 creates a retail linkage along Aspen Avenue from Leroux Street to the civic functions around Wheeler Square. Blocks 3 and 4 create a gateway into the Aspen commercial corridor from Wheeler Square and Humphreys Street. Block 4's development is dependent on, and integral to, the proper development of Block 3, since it provides additional parking for Block 4.

The next block to be developed should be Block 2. This block could be easily assembled since the two major property owners, Bank One and



Arizona Public Service, could be either accommodated in a new development or relocated to other properties. The creation of market rate housing in Downtown is critical to the creation of a 24-hour community. There are a number of national developers that have successfully completed similar projects throughout the country.

The Orpheum, in block 5, can be one of the anchors to Downtown, pulling in residents and tourists. The City should continue to search for an appropriate use and operator. It should also consider NAU as a collaborator or leverage the input it has to offer.

## 7.2 East Gateway Area

The East Gateway area has a somewhat different strategy from the Downtown, since a major developer and owner is a partner with the City in the redevelopment of the area. The City will concentrate on design and installation of the infrastructure for the area in preparation for building development. The retail and the housing components will complement each other and each will contribute value. Building the Town Green and the ice-rink in a first phase will help make an attractive neighborhood and should contribute to the timely completion of the overall development. The City should pursue consolidation of the residential site for a future issuance of Request for Proposal for a mixed-income development.

Renderings and other drawings should be completed of the Mall expansion, which can be used in marketing to potential tenants and to establish development objectives for the different concerned parties.

City staff and Westcor should proceed with a rezoning, tentative plan, creation of the Redevelopment Plan and Development Agreement for Planning and Zoning, Council and public input with final decisions reached by all parties by the end of 2002.

The City should incorporate existing TEA 21 FUTS projects so that the trails link with the Mall expansion. This includes projects on Route 66 and US 89.

The City should work with ADOT and Westcor to ensure that the East Flagstaff Interchange is constructed in a timeframe that positively impacts the Mall redevelopment.

The City should proceed with the designs of Dodge Avenue, Test Drive and Empire Avenue, for completion in 2003. Westcor, in cooperation with the City, should proceed with designs for the Loop Road system.

The City should ensure that the existing fire station on Railhead Avenue has access during the redevelopment process, while pursuing a long-term solution for the station relocation to the Country Club/I-40 area. The existing training station should also be relocated from this densely developed area.

The City should develop a strategy for redevelopment of the existing heavy industrial area, as well as prospects for additional light industrial area on surrounding lands, as part of the creation of the overall final Redevelopment District Plan.

The City and Westcor should meet with the State Land Department to review the overall design concept and finalize the disposition agreements for the site.

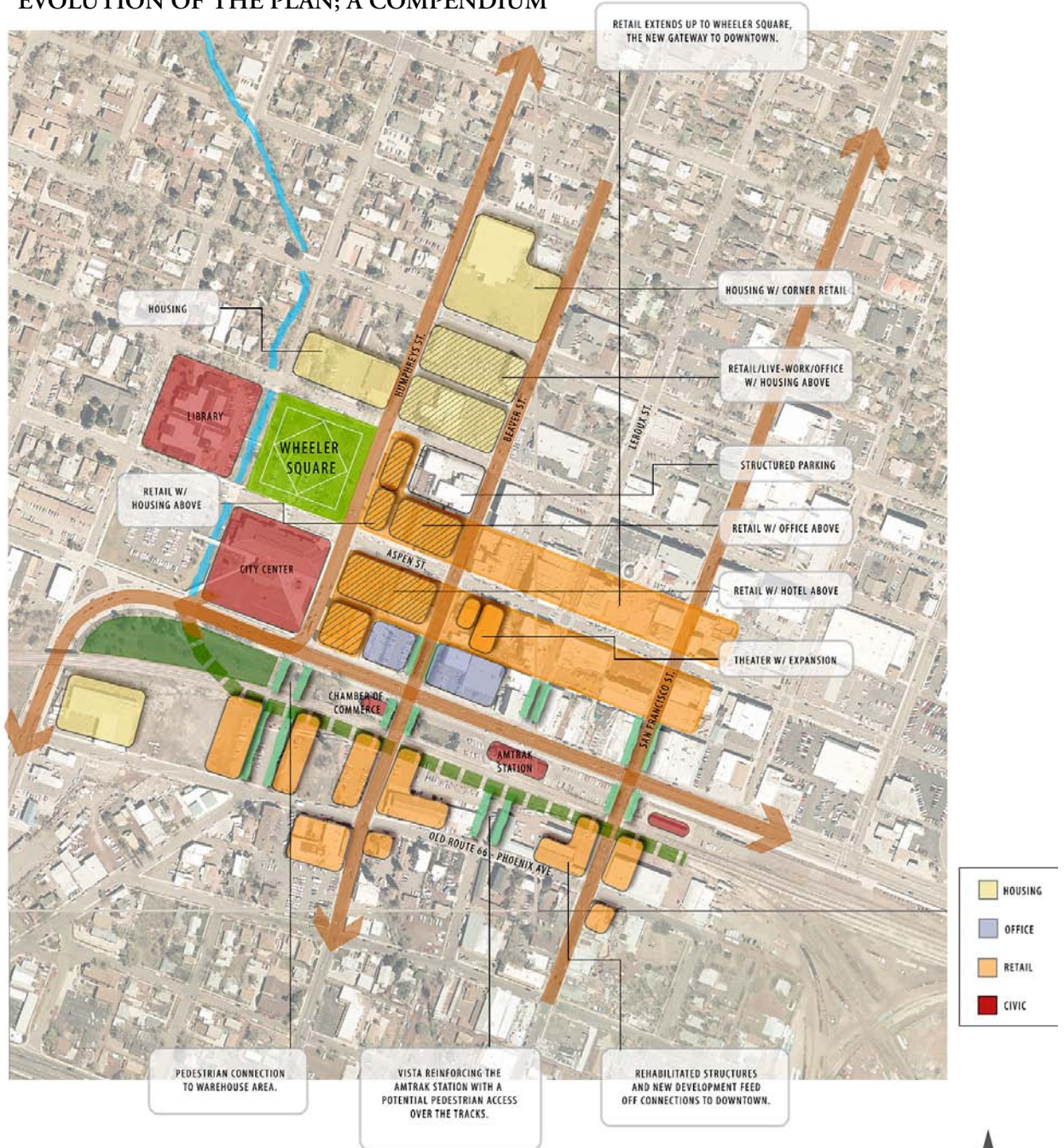
Staff should complete the overall redevelopment plan for the 1,000-acre Redevelopment Area and include the Mall expansion concept plans as part of the overall plan, in conjunction with the rezoning of the Mall and Auto Mall sites.

The City, working with Westcor, should complete a timeline for the Mall expansion including necessary infrastructure improvements to meet the needs of the redevelopment.

Staff should work with auto dealers and manufacturers to finalize plans for the Auto Mall and proceed with improvements to enable this area to be completed.



## 8. EVOLUTION OF THE PLAN; A COMPENDIUM

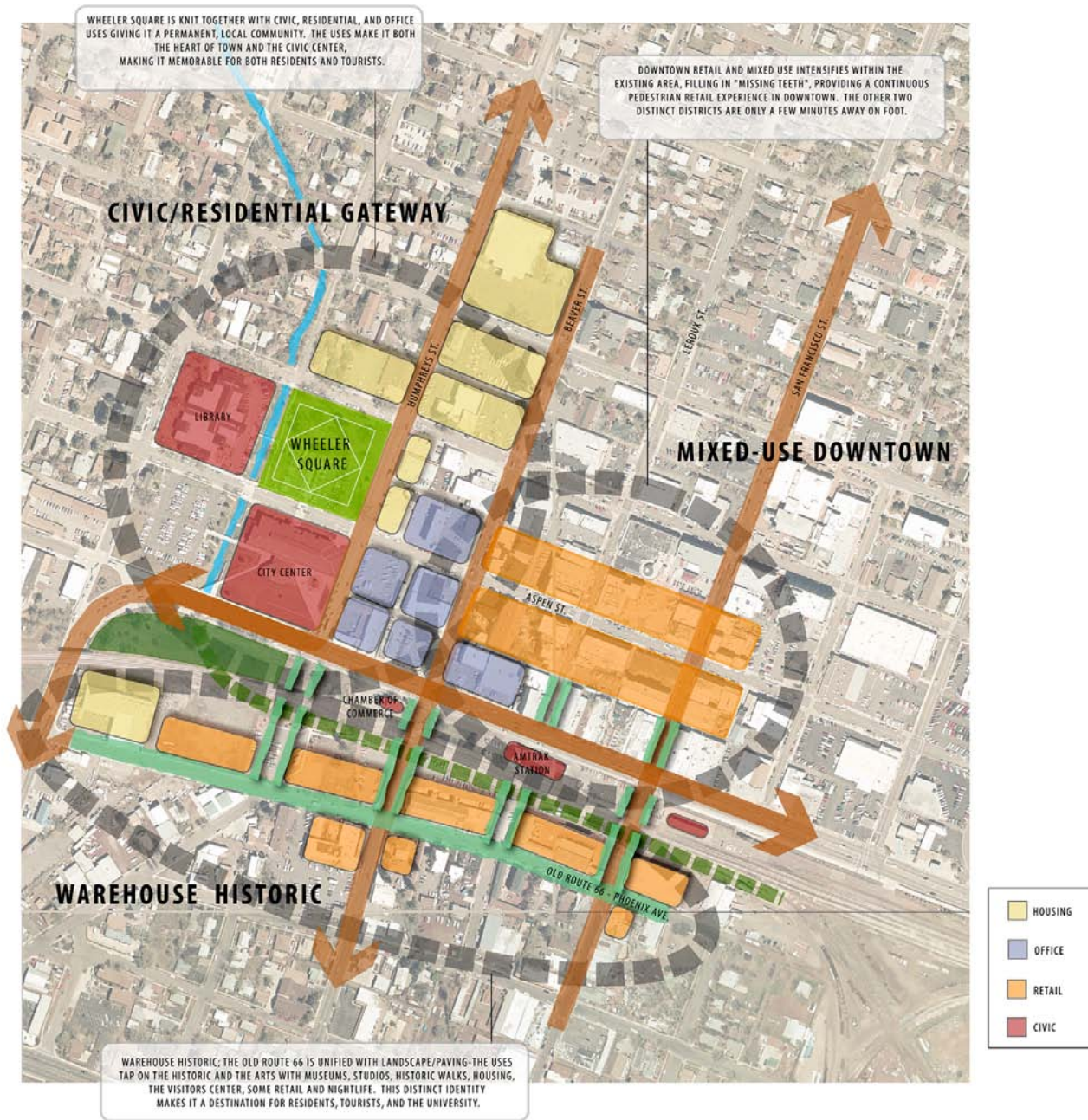


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OPTION 1: DOWNTOWN ONE

**DOWNTOWN . FLAGSTAFF . ARIZONA**



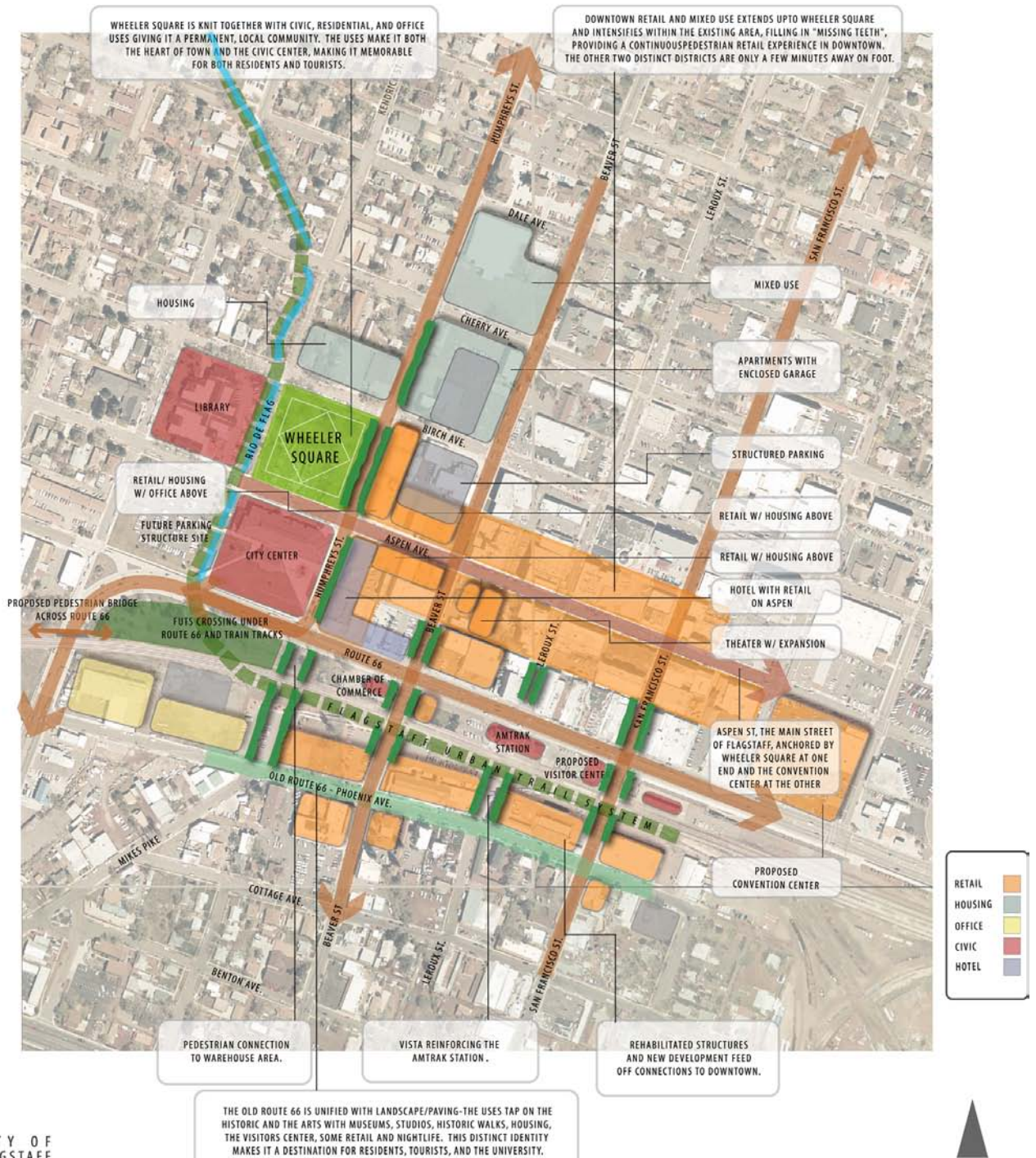


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## OPTION 2: DOWNTOWN DISTRICTS

# DOWNTOWN . FLAGSTAFF . ARIZONA





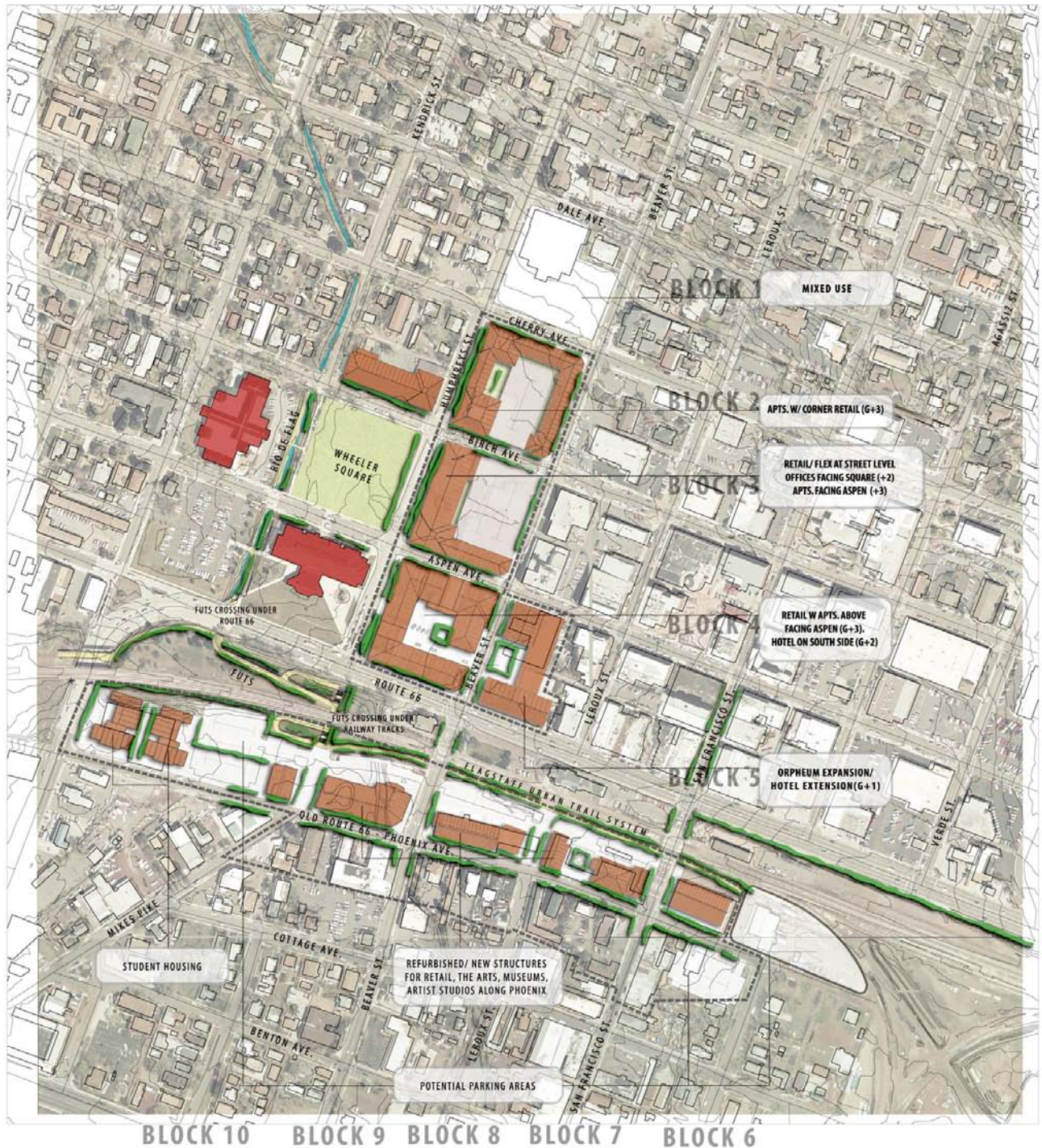
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## URBAN DESIGN DIAGRAM

# DOWNTOWN . FLAGSTAFF . ARIZONA



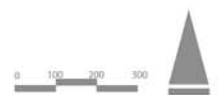




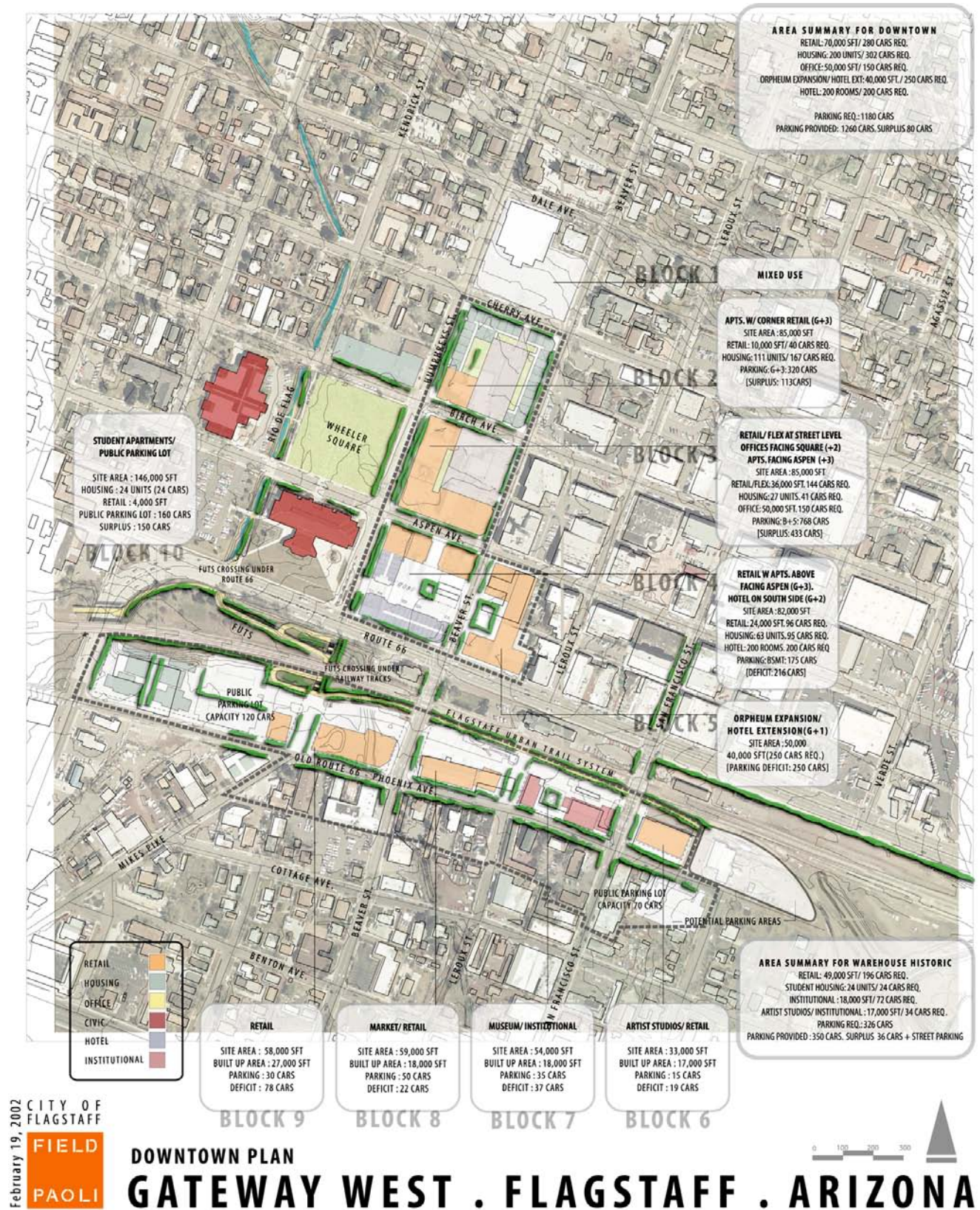
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DOWNTOWN PLAN

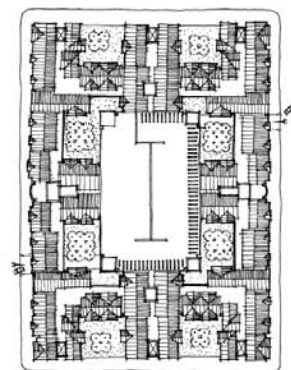
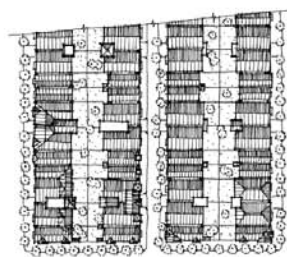
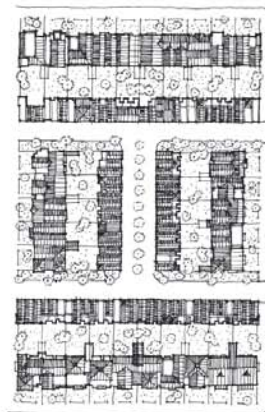
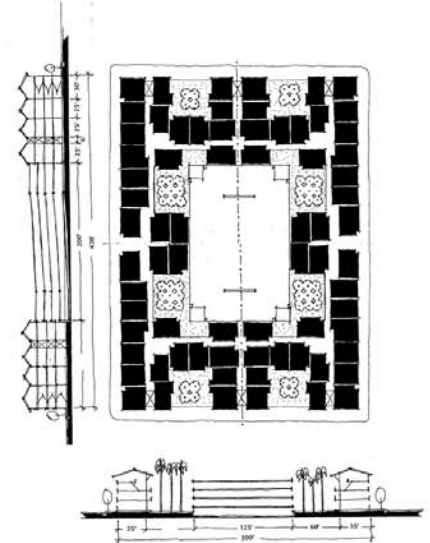
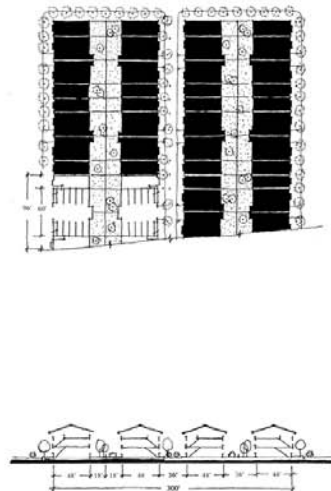
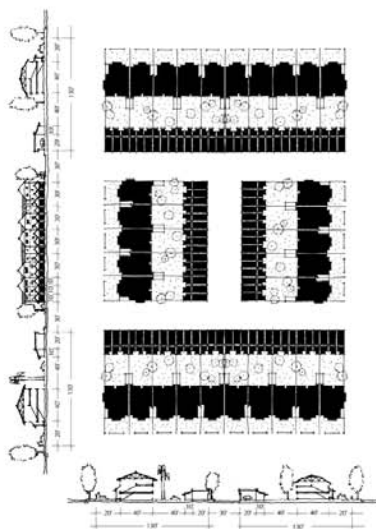
# GATEWAY WEST . FLAGSTAFF . ARIZONA











**ALLEY TOWNHOUSE**

2-3 STORIES  
15-20 D.U. PER ACRE  
ROW HOUSING  
1.5 CARS / UNIT  
SITE FITS 75-100 UNITS

**HIGH DENSITY TOWNHOUSE  
WITH ENCLOSED PARKING**

2-3 STORIES  
25-30 D.U. PER ACRE  
ROW HOUSING  
1.5 CARS / UNIT  
SITE FITS 125-150 UNITS

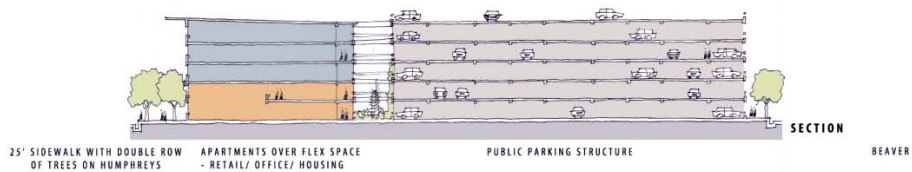
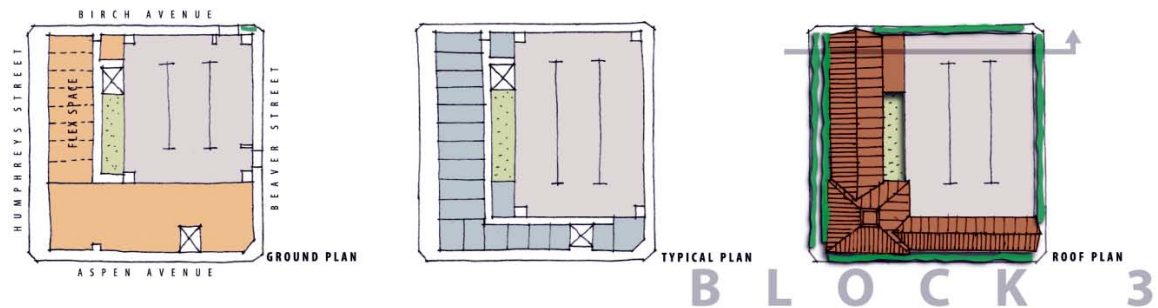
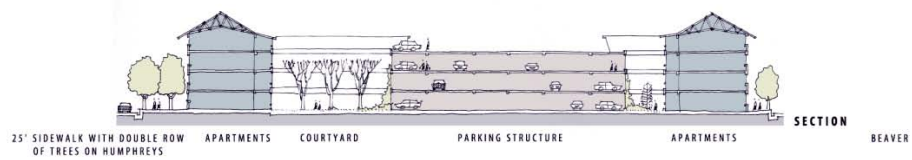
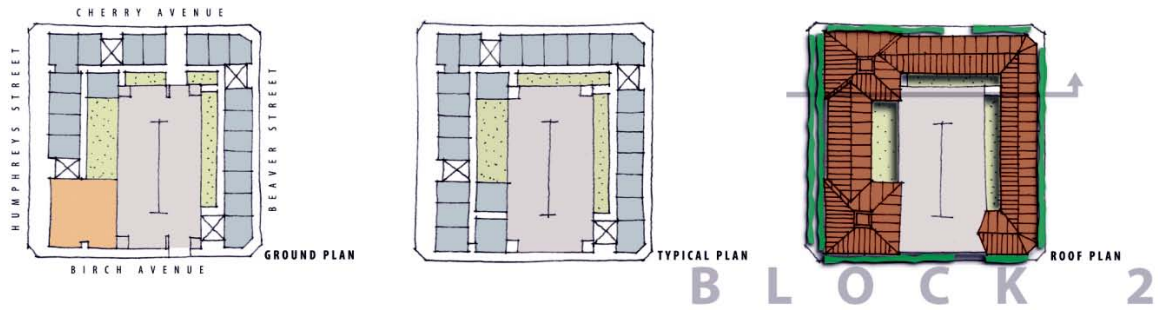
**LINER HOUSING WITH  
FLEXIBLE GROUND FLOOR**

4-5 STORIES  
60-65 D.U. PER ACRE  
ROW HOUSING  
1.5 CARS / UNIT  
SITE FITS 300-325 UNITS

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**TPOLOGIES**

**DOWNTOWN . FLAGSTAFF . ARIZONA**

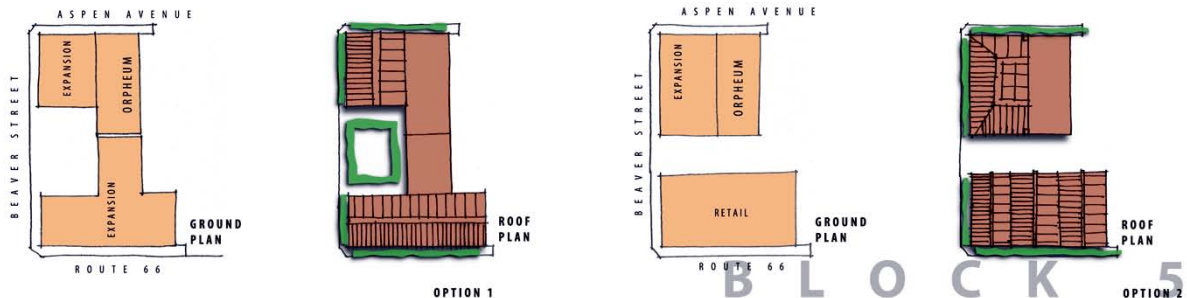
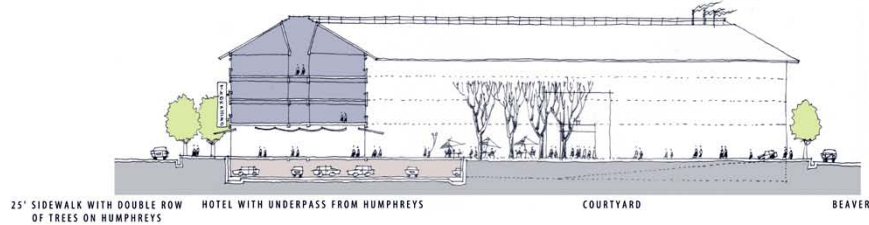
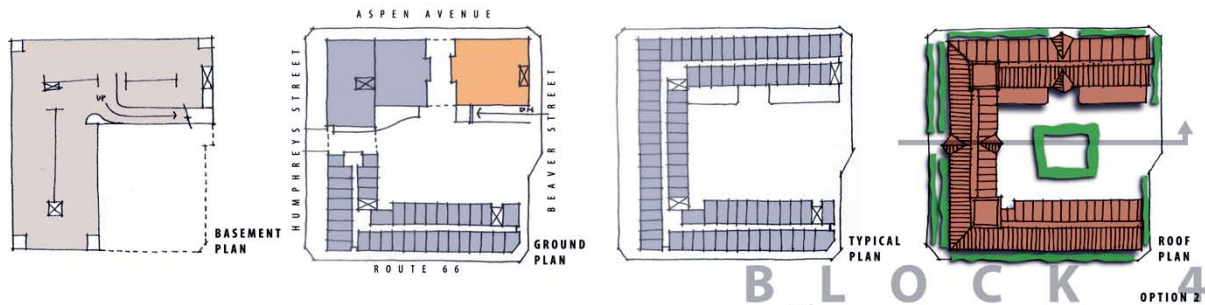
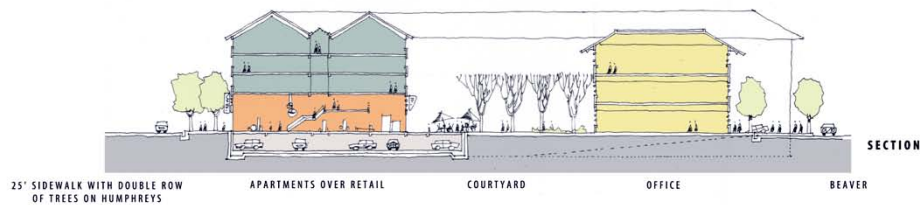
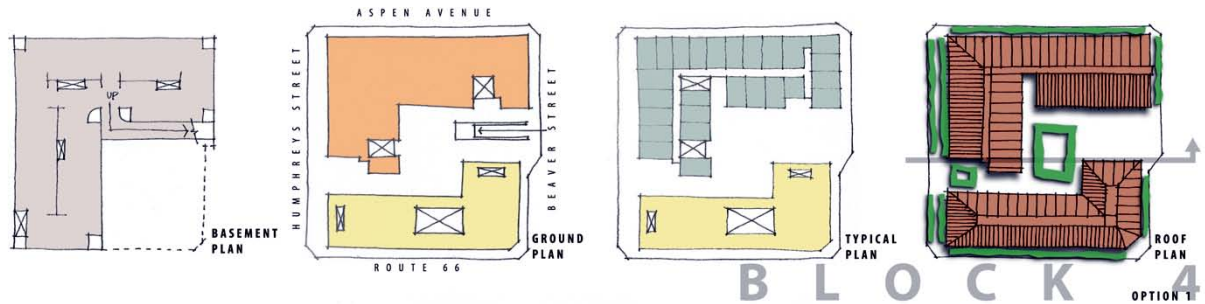


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## BLOCK PLANS

# DOWNTOWN . FLAGSTAFF . ARIZONA

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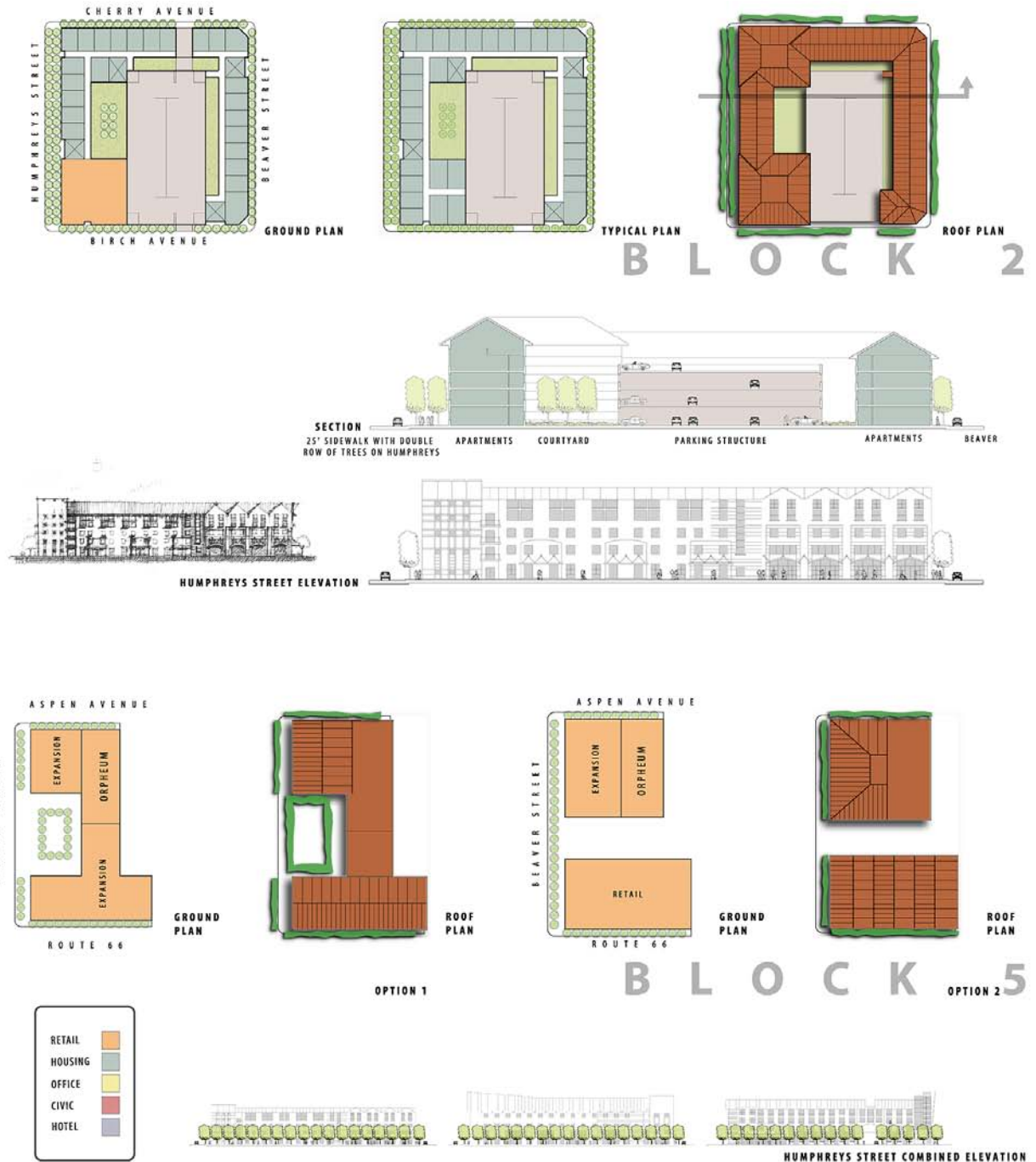


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## BLOCK PLANS DOWNTOWN . FLAGSTAFF . ARIZONA

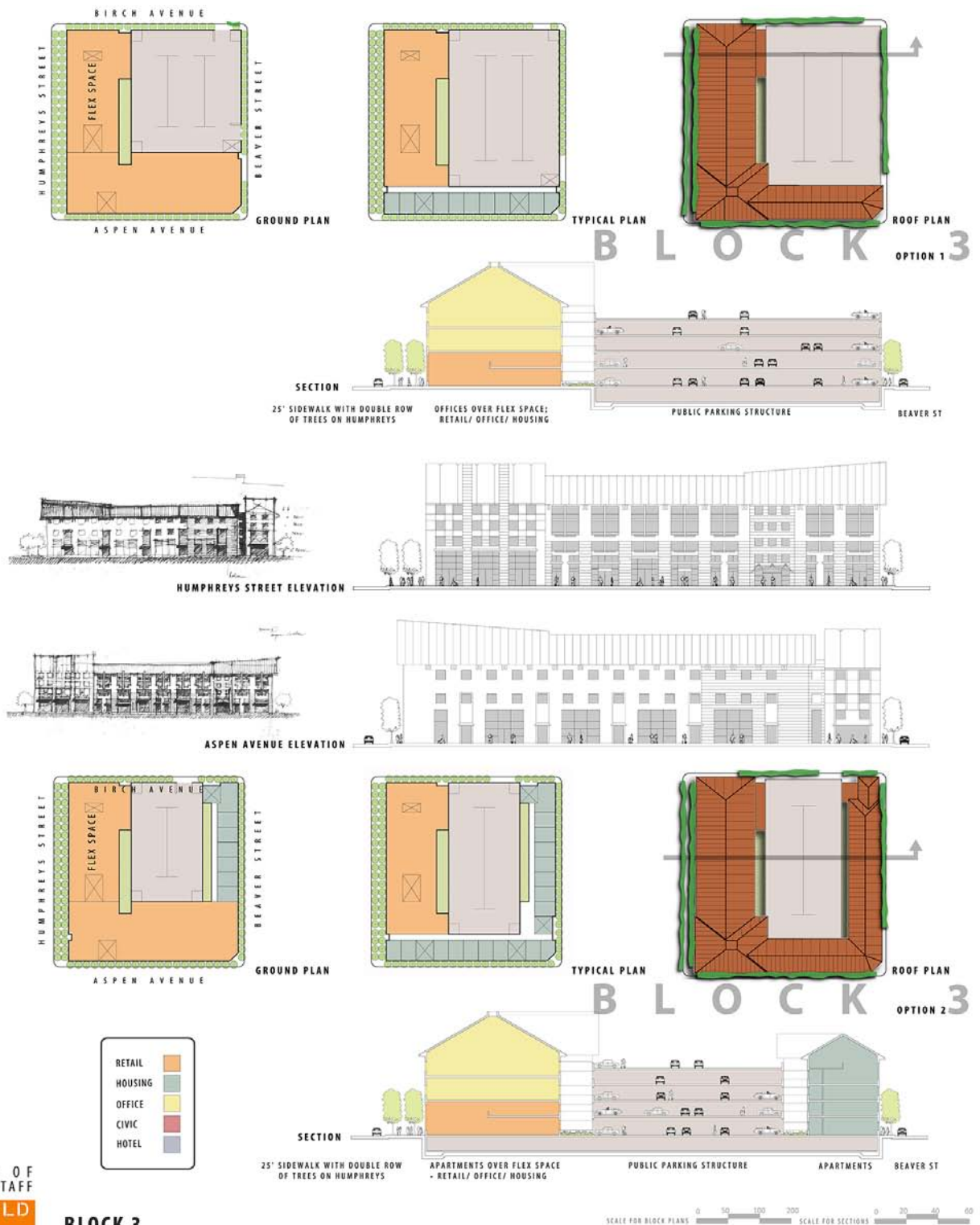
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February 19, 2002  
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**FIELD PAOLI**

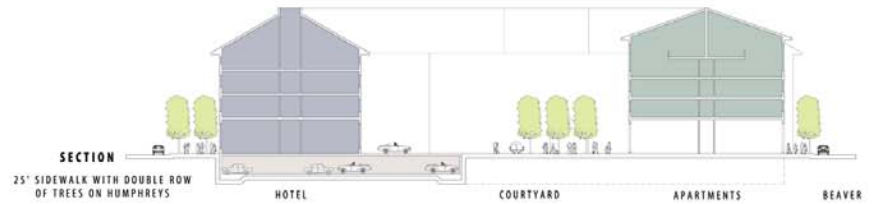
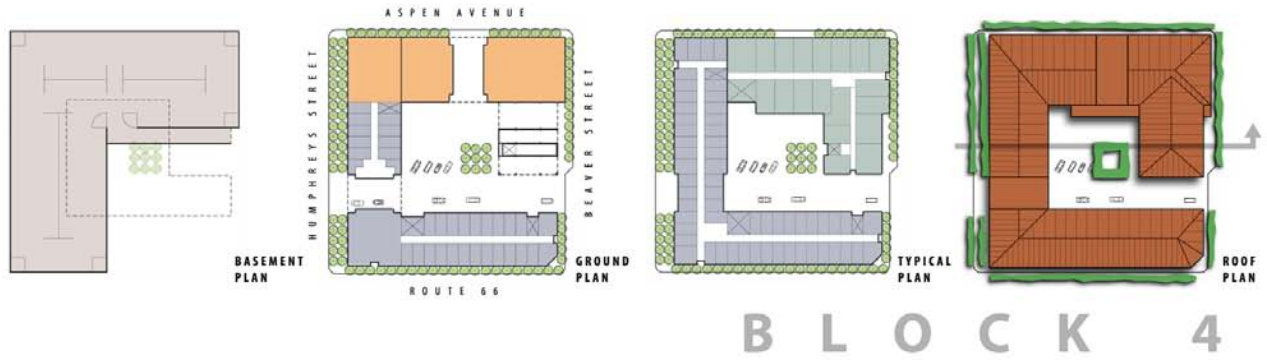
# BLOCK 2 & BLOCK 5 DOWNTOWN . FLAGSTAFF . ARIZONA



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**BLOCK 3**

**DOWNTOWN . FLAGSTAFF . ARIZONA**

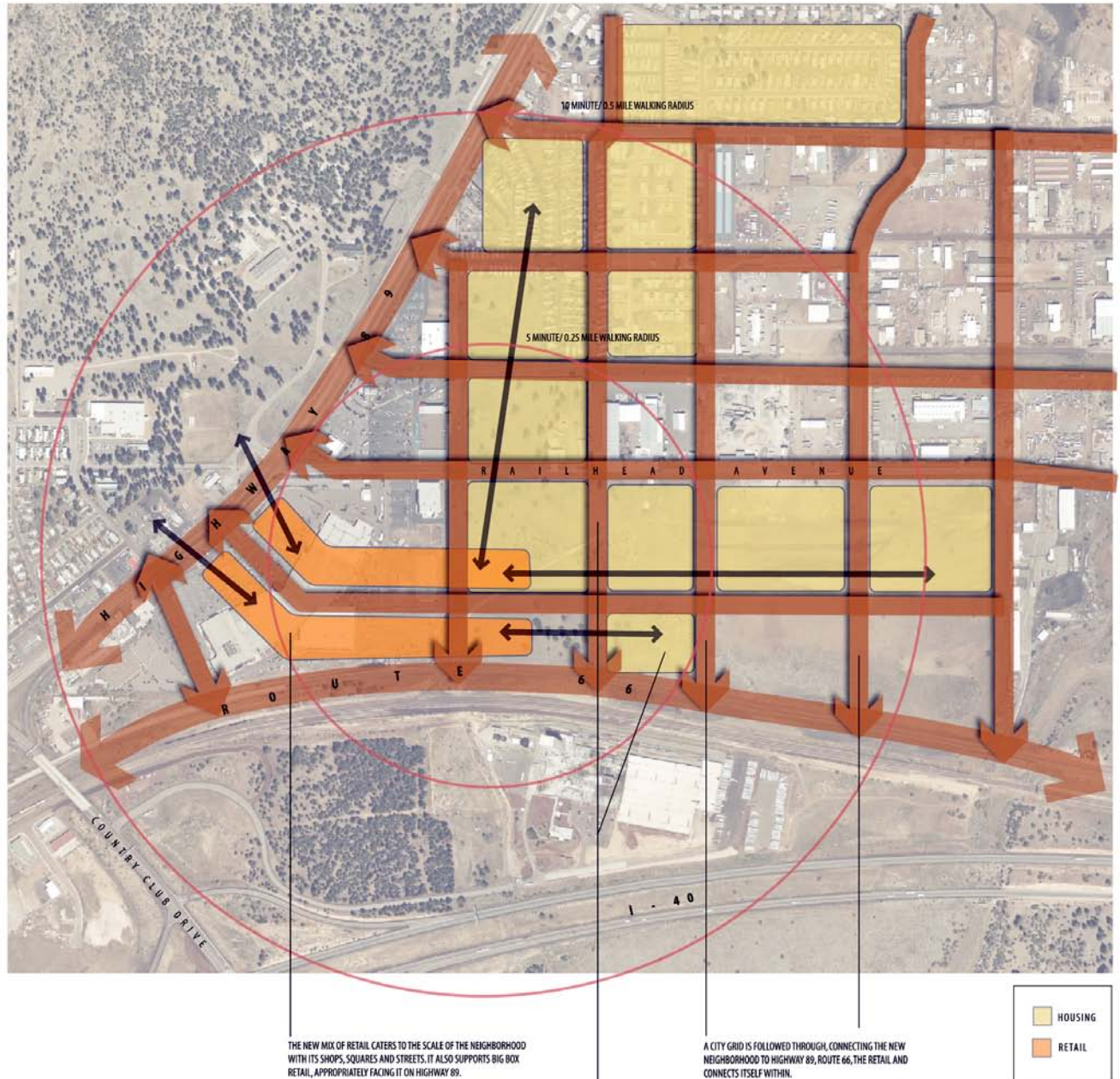


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## BLOCK 4 DOWNTOWN . FLAGSTAFF . ARIZONA

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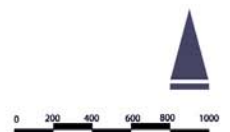




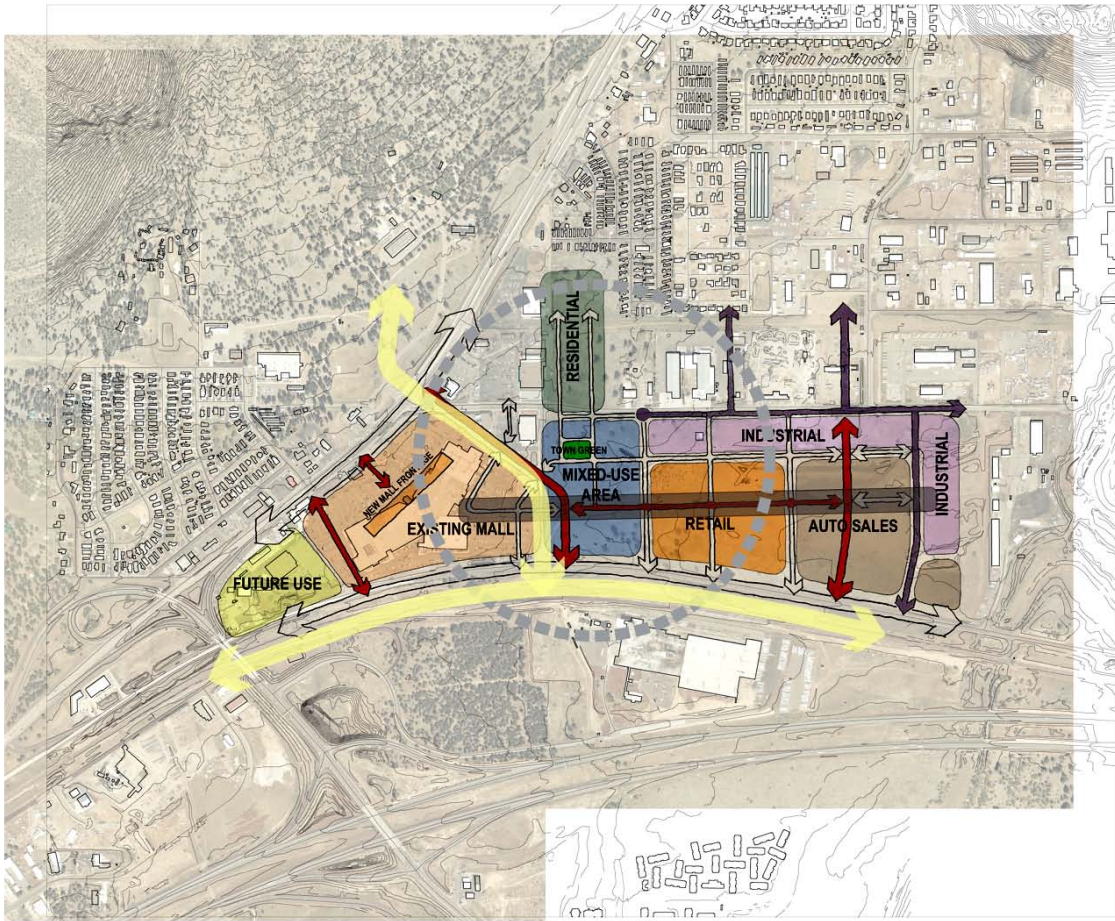
November 26, 2001  
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## URBAN DESIGN DIAGRAM

# GATEWAY EAST . FLAGSTAFF . ARIZONA





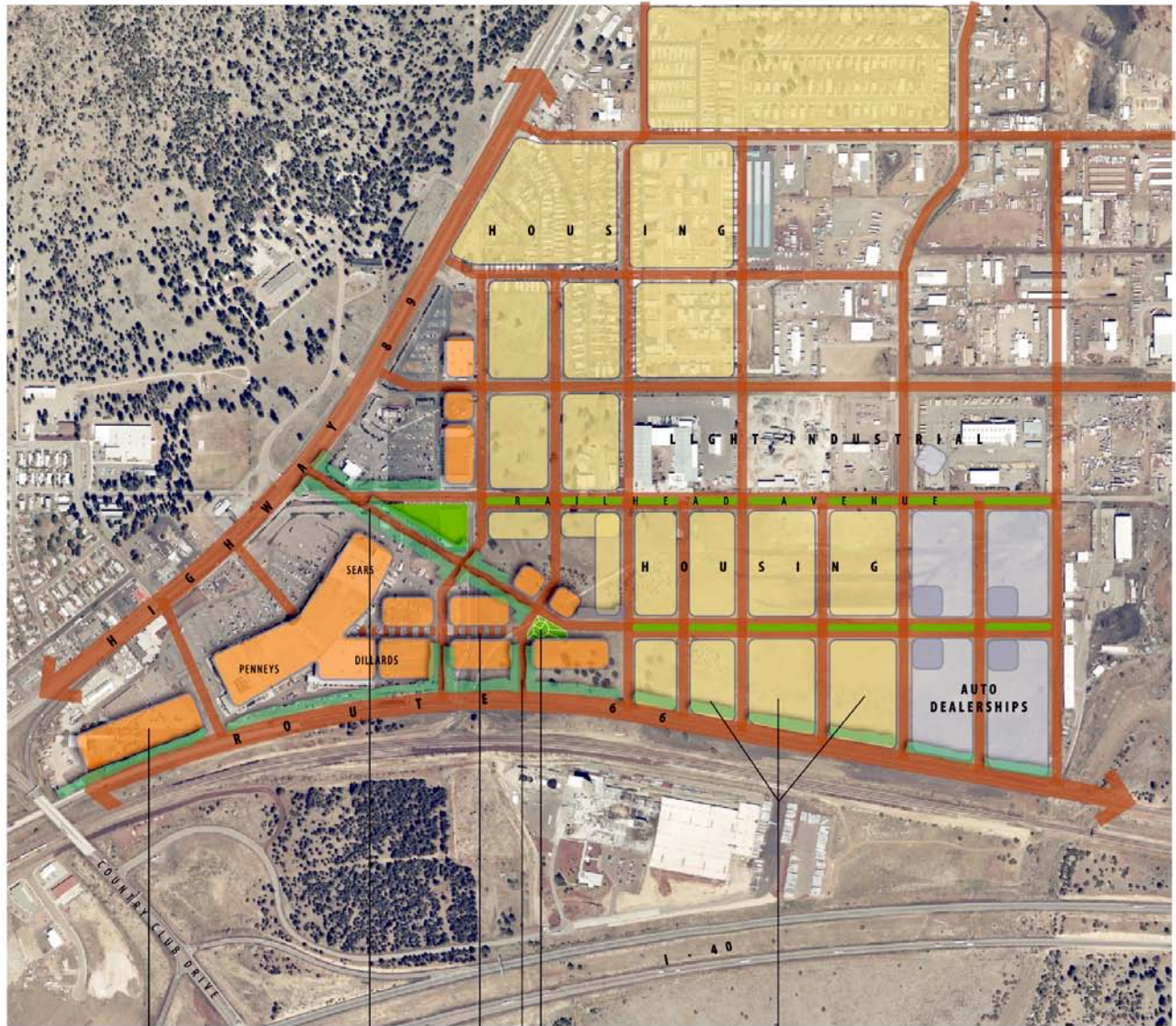


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URBAN DESIGN DIAGRAM

# GATEWAY EAST . FLAGSTAFF . ARIZONA





NEW BIG BOX RETAIL ON HIGHWAY 89.

RETAIL SQUARE, POSSIBLY ANCHORED WITH A THEATER, SETTING UP VISTAS INTO THE MALL AND THE NEW NEIGHBORHOOD

DEVELOPMENT ESTABLISHES A NEIGHBORHOOD ON ROUTE 66

LANDSCAPED ENTRIES SET UP ON ROUTE 66.

PEDESTRIAN STREET, WITH A FEW SHOPS, LEADING UP INTO THE MALL.

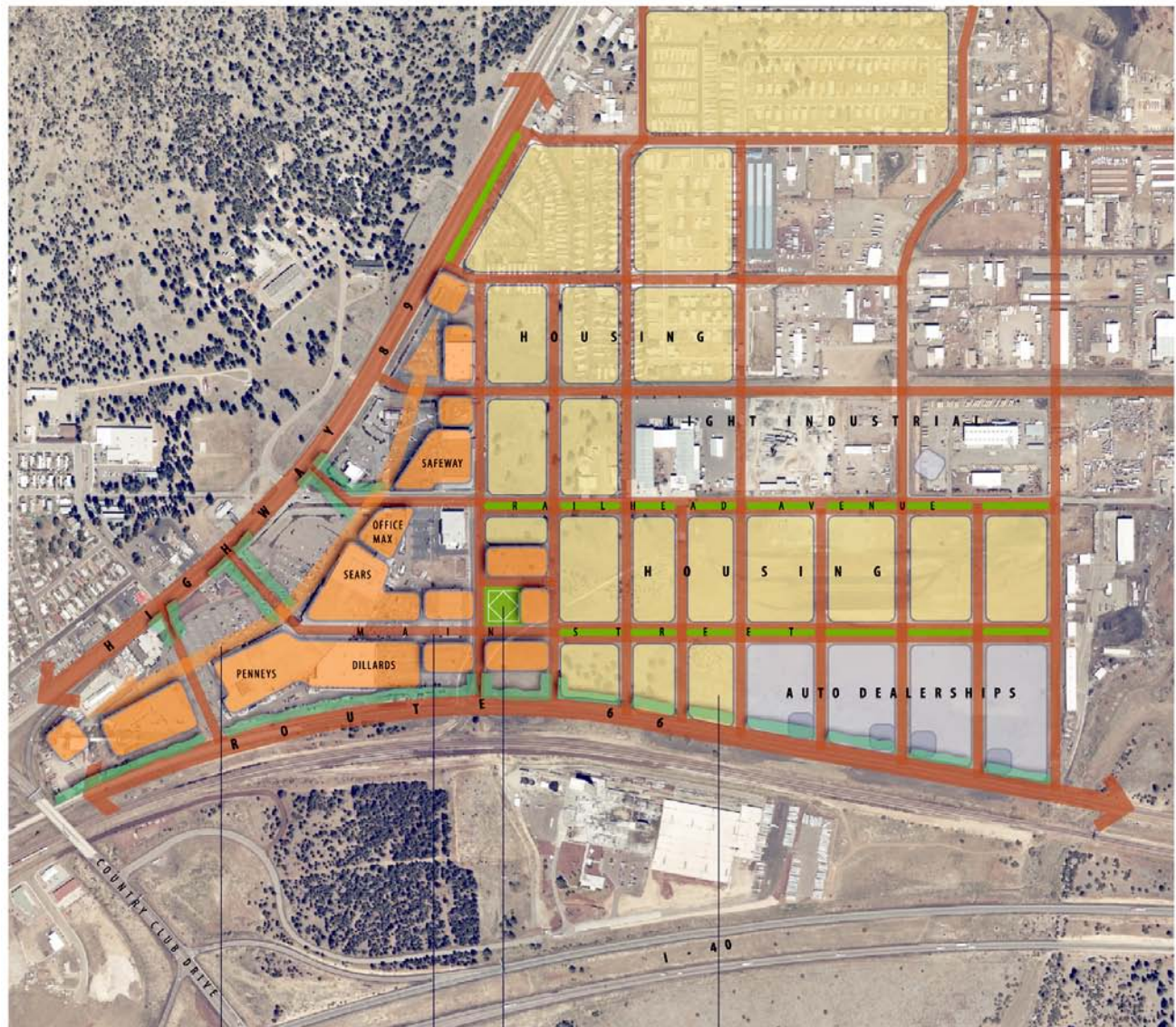
STREET REALIGNED TO MAKE A DIRECT ENTRANCE INTO RETAIL SQUARE AND THE MALL

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OPTION 1 : NEW NEIGHBORHOOD WITH MALL ADDITIONS

# GATEWAY EAST . FLAGSTAFF . ARIZONA





89 CRESCENT, A SWEEPING CURVE, UNIFIES  
BIG BOX RETAIL ON HIGHWAY 89.

RETAIL SQUARE, POSSIBLY ANCHORED WITH A THEATER,  
IN CLOSE PROXIMITY TO THE RESIDENTIAL NEIGHBORHOOD

DEVELOPMENT ESTABLISHES A NEIGHBORHOOD ON ROUTE 66

PEDESTRIAN ORIENTED MAIN STREET SHOPS  
WITH A CHARACTER AND SCALE IN LINE WITH  
THE ADJACENT RESIDENTIAL NEIGHBORHOOD.



November 26, 2001

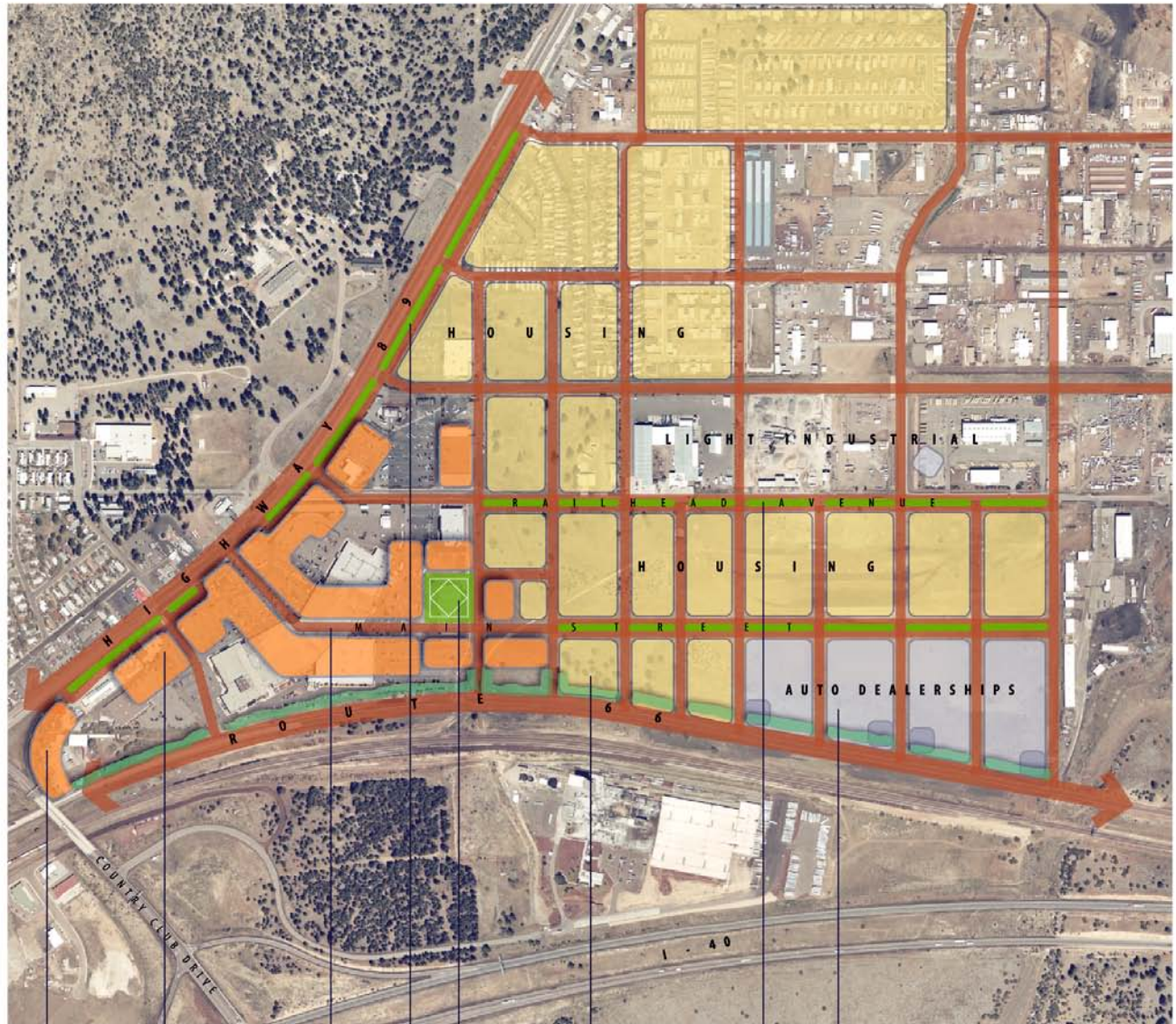
**FIELD  
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OPTION 2 : MAIN STREET AND 89 CRESCENT

# GATEWAY EAST . FLAGSTAFF . ARIZONA







HOTEL, FEEDING OFF ON THE SUCCESS OF THE NEW NEIGHBORHOOD AND STREET RETAIL.

BIG BOX RETAIL, ON THE GREEN BOULEVARD 89

PEDESTRIAN SCALED MAIN STREET LINKING RETAIL, RESIDENTIAL AND COMMERCIAL USES.

RETAIL SQUARE, POSSIBLY ANCHORED WITH A THEATER, IN CLOSE PROXIMITY TO THE NEW NEIGHBORHOOD.

HOUSING ON BOULEVARD 89 WITH A HEAVILY LANDSCAPED FRONTAGE ROAD.

DEVELOPMENT ESTABLISHES A NEIGHBORHOOD ON ROUTE 66

LANDSCAPE SCREEN IN THE FORM OF A PLANTED MEDIAN BETWEEN INDUSTRIAL AND RESIDENTIAL.

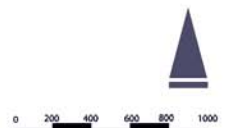
AUTO DEALERSHIPS, WITH A PRESENCE ON BOTH MAIN STREET AND ROUTE 66.



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OPTION 3 : MAIN STREET AND BOULEVARD 89

**GATEWAY EAST . FLAGSTAFF . ARIZONA**







PLAN OPTION 1



PLAN OPTION 2

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PLAN OPTIONS 1 & 2

# GATEWAY EAST . FLAGSTAFF . ARIZONA

0 200 400 800 1000





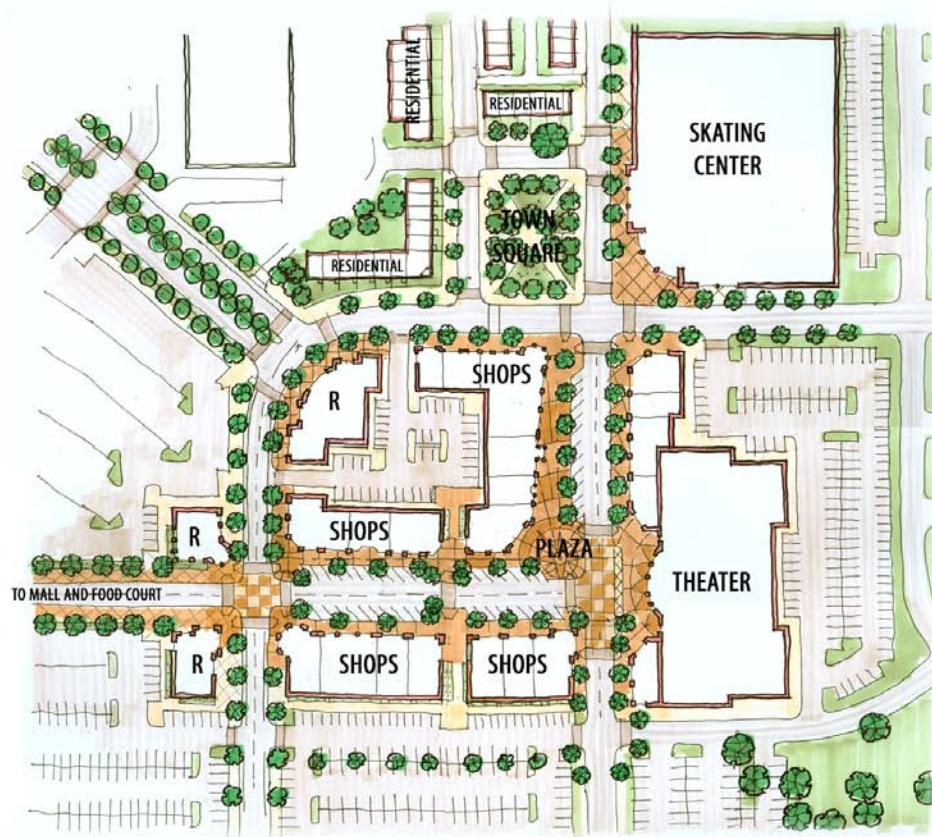
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# GATEWAY EAST . FLAGSTAFF . ARIZONA

Development Strategies ■ Downtown ■ East Gateway ■ Flagstaff ■ Arizona

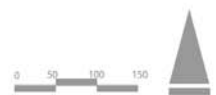




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MIXED-USE AREA

# GATEWAY EAST . FLAGSTAFF . ARIZONA



## RELATED DOCUMENTS

1. Demographic Survey
2. Southside Historic Building Survey. Volume I and II. October 1993
3. Historic property survey report. 1980
4. Historic properties survey. Volume I. 1985
5. Historic survey map 1993
6. Historic preservation grant application manual
7. Regional Land Use and Transportation Plan. Draft.
8. Regional Land Use and transportation Plan. July 2001
9. Greater Flagstaff Open areas and Greenways plan. 1998
10. Urban Mobility Study; issues and visions. August 2001
11. Urban Mobility Study; existing conditions. September 11, 2001
12. Growth Management Guide 2000. April 1987
13. Land Development Code
14. Redevelopment area designation & Redevelopment area plan. August 1992
15. Parcel Ownership
16. Public Transit brochure
17. Flagstaff mall store listing
18. Campus Master Plan, Northern Arizona University. 2000
19. Design Review Guidelines. August 2001
20. Vision 2020. June 1997
21. Downtown Design Handbook. 1991. Updated 1997.
22. Local newspapers- City Scape, Flagstaff Tea Party
23. Stone Landmarks by Marie D. Jackson. 1999



## Acknowledgements

### CITY OF FLAGSTAFF

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