

FINAL REPORT
FLAGSTAFF URBAN TRAILS SYSTEM
AD HOC COMMITTEE
MARCH 17, 1988

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FUTS EXECUTIVE SUMMARY

There exists a great potential to enhance the recreational opportunities and alternative transportation options for Flagstaff citizens and visitors. The proposed Flagstaff Urban Trails System would provide non-motorized links between neighborhoods, schools, parks, and business areas. A functional, 3.2 mile system on 130 acres of City land is attainable through dedication and minimal improvements. Acquisition of flood plain and steep-sloped links of private properties would greatly expand the system. Leadership by the City will help ensure access to the system through private property and other City land as infill development occurs. Also, City commitment will inspire other agency and private participation as evidenced by Northern Arizona University (NAU), the United States Forest Service (USFS), and the Arizona State Land Department and State Parks interest in the system. Information regarding specific properties, trail design, and funding sources are discussed within this report.

Although appropriate City guidance will be necessary, it is intended that the Flagstaff Urban Trails System be maintained largely through volunteer efforts. Citizen input already suggests an interest in organized adoption of the trail links.

This Committee, with excellent staff support, has held many long, informative meetings. The work of the members was reinforced by a sense of positive community support for the trails system. The following conclusions and recommendations are a result of the Committee's efforts.

FUTS CONCLUSIONS

1. As the Flagstaff community continues to grow within and around the corporate limits, the demand for walking, running, bicycling, and related recreational opportunities throughout the community will increase.
2. The desire for non-motorized alternate modes of access to schools, parks, and shopping, etc., will increase as well as the demand for access from within the community to quality USFS recreational lands around the community.
3. As infill development occurs, opportunities for quality recreational rights-of-way will diminish.
4. Without a specific system objective, and without City commitment, Planning staff will have difficulty negotiating continuous rights-of-way (easements) through new developments.
5. The City presently owns property that already affords some of the benefits of urban trails, though it is not dedicated as such and needs improvement. Even if the system does not expand immediately, the areas recommended for dedication are "stand alone" segments.
6. Cooperative efforts with other agencies and projects will enhance the recreational opportunities throughout the entire Flagstaff area, e.g., the Mt. Elden Trails System, The Arizona Trail, Ft. Tuthill, etc.
7. The proposed Urban Trails System is supportive of and in accord with the Open Space/Greenbelt and Bicycle/Pedestrian Sub-elements of the Growth Management Guide 2000 (GMG 2000). It is also a concept embraced in the City's Parks and Recreation Master Plan.
8. It is recognized that conflicts between pedestrians, bicyclers, and equestrian users can occur. Further involvement from the users should be sought to best accommodate these uses.
9. The expense of Phase I of the Urban Trails System, including initial clean-up, signage improvements, and projected annual operations and maintenance, is minimal and very cost-effective, particularly if compared to the alternative of purchasing and improving parkland for a rapidly growing City.
10. Parts of the proposed system, particularly the Rio de Flag Canyon, exhibit a diverse canyonland habitat for animal and plant life, and as such, could be used for natural science interpretive activities for school systems, residents, and other system users.
11. An informal, de facto Urban Trails System already exists within the City, particularly on the Phase I City links.

12. Non-dedication of City properties would encourage the continued degradation, dumping, and mis-use of the properties, particularly since the properties have no real alternative economic uses other than drainage and utility corridors.
13. Urban Trail and Open Space systems analogous to this proposal successfully exist in cities all across the United States, e.g., Anchorage, Alaska; Reston, Virginia; Scottsdale, Arizona.
14. Creation of an Urban Trails/Open Space System will: a) increase property values for both private and City-owned properties along the system; b) serve as a catalyst and design opportunity for quality growth and redevelopment; c) provide a very effective means for preserving significant natural areas inside of the City; d) promote a better, more flexible land use development pattern through continuous buffering and trails system connections; and, e) in conjunction with drainageways, will provide a solid basis for sound flood plain management by the City.
15. The Urban Trails/Open Space System will be a continuous source of community pride and identity and would be a major, positive addition to the quality of life in Flagstaff.
16. The most critical and opportune time to create an Urban Trails System is now, before any more obstructions and impediments develop along the proposed routes.

FUTS RECOMMENDATIONS

1. City-owned land that has been identified as necessary for the Urban Trails System should be dedicated. Upon dedication to City parkland, the City should first embark on a course to clean up and improve the system to the point of being operational and safe. It is also recommended that this property be included in the City's Southside clean-up campaign.
2. City-owned property adjacent to urban trails and not needed for aesthetic value or access should be sold or traded for acquisition of private lands needed for continuity of the system. If possible, receipts from sales should be specified for the Urban Trails System to reduce competition with other City budget items.
3. The City should retain adequate staff for the continual planning, acquisition, improvements, and coordination efforts between volunteer, inter-agency, City commissions, and different user groups of the Urban Trails System.
4. Planning and Zoning procedures should allow for consideration of the Urban Trails System during development activities.
5. Planning and implementation efforts should continue to pursue links with points beyond the corporate limits, particularly USFS lands. Also, as infill development occurs, opportunities to improve the Urban Trails System should be acted upon.
6. Public use of the Urban Trails System should be multiple-use, but be limited to non-motorized means of travel, pursuant to City Code Section 9-1-4(A), and all applicable rules and policies of the City Parks Division. Equestrian travel, where permitted, should be separated from the main treadway.
7. Funding possibilities are discussed in this report, but the Committee recommends that some of the Urban Trails System monies be obtained from Proposition #304 (Bed, Board, & Booze Tax) since it: a) offers a direct benefit to the people paying this tax, e.g., the tourists; and, b) dedication, clean-up, and future acquisition would be a major contribution to the City's beautification effort.

INTRODUCTION

The Flagstaff Urban Trails System Ad Hoc Committee was appointed by the City Council to study and make recommendations pursuant to implementation of a City-wide Urban Trails System.

The Urban Trails System concept is an integral component of the Open Space/Greenbelt Sub-element and Bicycle/Pedestrian Sub-element of the City's GMG 2000. The concept is also a recommended component of the City's Parks and Recreation Master Plan.

On several occasions during the Spring of 1987, interested citizens met with City Planning staff to discuss community interest and involvement in urban trails. Representative members of the community and area governmental agencies were invited to an informational meeting and field trip on June 3, 1987. The field trip focused on segments of the proposed system along the Sinclair Wash and Rio de Flag. Another field trip was held on July 25, 1987 for a closer look at areas on the south side of the community. It was well attended. Response by participants was very positive as well as subsequent response to media coverage of the event.

The momentum precipitated by this grassroots effort culminated with the appointment of the Flagstaff Urban Trails System Ad Hoc Committee (hereinafter called "FUTS" Committee) of the Flagstaff Planning and Zoning Commission. The City Council adopted a Resolution on October 20, 1987 convening the Committee, and charging it with making recommendations to the Planning and Zoning Commission regarding the following:

1. Dedication of appropriate City properties into the Urban Trails System;
2. Prioritization of private properties to be acquired;
3. Other public properties necessary and desirable for inclusion into the system;
4. Volunteer/promotional efforts to improve the system;
5. Funding sources;
6. Refinement of the GMG 2000 Urban Trails Plan;
7. Coordination with other organizations and activities affecting the Urban Trails System;
8. Planning and Zoning procedures to address development activities in Urban Trails areas.

The Ad Hoc Committee has been meeting weekly since November, 1987 to study and discuss establishment of the Urban Trails System. The Committee has taken field trips along various drainageways and potential trail links and discussed the aesthetics and logistics of the system. The Committee has studied maps, patterns of land ownership, and the topography of various sections of the City.

Representatives of several agencies, such as the Arizona State Land Department, the USFS, the Arizona Department of Transportation (ADOT), NAU, City engineering, and others have provided input and answered questions from the Committee concerning the effects of a trails system on other lands.

As guides, the Committee has used the GMG 2000 and the Planning Guide for Parks and Recreation, both of which call for a trails system, and a consultant study that was done for the City on the Greenbelt Plan for the south-side area.

Several themes have guided the work. The Committee recommends that the Urban Trails System be a non-motorized multiple-use facility, and, preferably, rural and natural in nature. The system will link the various neighborhoods, parks, and schools, and allow persons to use the trails as a transportation corridor to travel to various areas within the City.

Significant steps have already occurred in regard to private participation into the proposed system. For example, the Fairway Peaks development, Woodlands Village, and Wal-Mart, Mesa Verde Village, Flagstaff Commerce Park, and Canyon Del Rio have already planned and dedicated non-motorized access easements through their properties for use as urban trails. In addition, two pending offers of dedication, totaling 130 acres, are awaiting City commitment.

Ultimately, the trails system would provide access to other public lands such as Coconino National Forest, the National Park Service, State lands, Coconino County lands, and cultural centers such as the Museum of Northern Arizona, the Arboretum, and NAU.

Private groups, school and civic groups, and clubs can adopt portions of the trail and keep them clean and free of debris through an Adopt-A-Trail program which has proved successful in other areas through-out Arizona such as portions of the Mt. Elden Trails System, the Olden Trail, etc.

The main recommendation of the FUTS Committee is for the City to dedicate three corridors of own land as trails to form the initial core (Phase I) of the system. This first step is crucial for several reasons: 1) it demonstrates the City's commitment to the trails system; 2) it provides the basis and incentive for other landowners and government agencies to participate in the system, allowing for its growth as development occurs; and, 3) it insures that planning activities will take the trails system into account in all areas of the City.

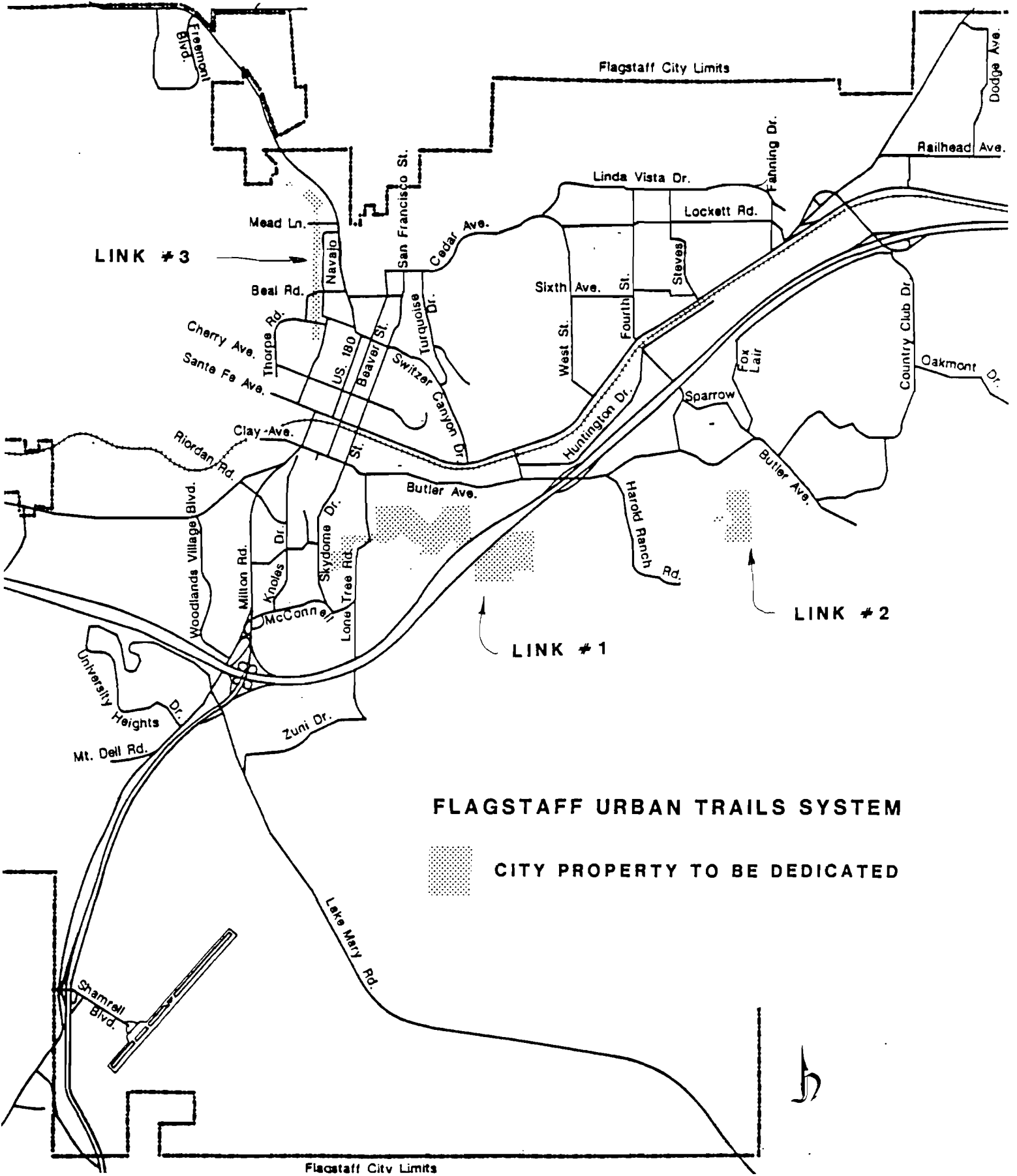
These first three City links are identified and mapped in the body of the FUTS Report.

The Committee also recommends that the City sell or trade some of its surplus land in order to acquire certain parcels which are privately owned and which the Committee believes are essential to the integrity of the trails system. These parcels, as well as potential trade land, are also detailed within this report.

Finally, the Committee proposes use of natural drainage areas, areas in the flood plain, major water and sewerline corridors, and areas which are difficult to develop due to severe slope constraints. All of these areas have also been targeted as Greenbelt areas in the GMG 2000, and all have very little, if any, development value.

The City Resolution charged the FUTS Committee to produce a written report containing its recommendations. This report is the product of our work.

AREA MAP



PHASE I

PROPOSED DEDICATION OF CITY PROPERTIES - PHASE I

The most important recommendation of this report is in regard to the dedication of three corridors of City-owned land that fortunately consists of the most critical parts of the proposed system in terms of: 1) strategic location; and, 2) natural beauty.

It is also the most important recommendation because: 1) dedication of these three corridors signals the commitment by the City to the Urban Trails and Greenbelt Systems; and, 2) provides the basis and incentive for others to cooperate and participate and add to the system so that it will eventually link together.

As was previously discussed, this Committee proposes a rural setting for the Urban Trails System as based upon the Recreation Opportunity Spectrum (ROS), a trail guideline adopted by the USFS for use in their trails system. This means that, whenever possible within the City, the Committee feels it is desirable to provide a setting for the users that exists in as natural an environment as possible. As previously mentioned, this is in accord with the Open Space/Greenbelt System as outlined in the GMG 2000.

Essentially, this overall philosophy has been factored primarily into the Committee's recommendations regarding the City properties. This is in recognition of the following:

- 1) the undevelopable nature of the City property;
- 2) and, more so, the tremendous natural beauty of the Sinclair Wash, the Rio de Flag, and the Bow and Arrow Canyons.

Hence, the City areas recommended for dedication encompass the 100-Year Flood Plain, the sewer and water utility corridors, and the steep, heavily wooded canyon side slopes. The total City area recommended for dedication is approximately 130 acres (see area map).

In a few instances, areas that are adjacent to the canyons are recommended to be retained because of their strategic location in relation to the proposed system's potential as City parkland. Specifically, critical areas have been set aside for access, parking lots, and general staging areas that are appurtenant to City park facilities. This will assure the system's ability to serve as multi-use parkland, and in turn, reduce the City's need to acquire parkland for future growth.

As a general note, all dedications should not preclude flexibility in accommodating future City improvements in these areas, e.g., necessary water, reclaimed water, sewer, and drainage facilities.

This Committee took several field trips to the different areas in order to decide what was necessary in terms of land needed to provide this setting. After walking the properties and consulting topographical maps, it was concluded that within drainageway canyons, varying setbacks, depending upon terrain and timber, would be used.

In areas of steep slopes and/or heavy timber, which is applicable to 95% of the City properties in Links #1 and #2, a 50 foot rim setback was decided upon. In areas of gentle to moderate slopes and light timber, a 100 foot setback was deemed necessary to eliminate the encroachment of future development upon mesas overlooking the proposed trail. This took into account the possibilities of development on the rims which included rock outcroppings, heavy timber, and slopes in excess of 30% to 40%. Due to the narrow width of City property in Link #3, this criteria was not applicable.

The Committee is recommending dedication of three major links of City-owned property that transect three quadrants of the City. The links are outlined as follows:

LINK #1

The general purpose of Link #1, as shown in Exhibit "A", is to directly connect this portion of the system with NAU, the southside neighborhoods, Kinsey School, future on-street and street-side bicycle and pedestrian systems to be constructed with the Lone Tree Road and Butler Avenue street bond projects, and future neighborhoods that will develop on surplus City and private property in the area.

Per Exhibit "A", City Parcel #1, beginning at the intersection of Dome Drive and the Sinclair Wash, runs east along the drainageway to O'Leary Street. This area contains 16.19 acres.

Dedication should be subject to the right-of-way needed for the Lone Tree Road street bond project, and a minor portion of land north of the Sinclair Wash that may be desirable for expansion of NAU's multi-purpose field.

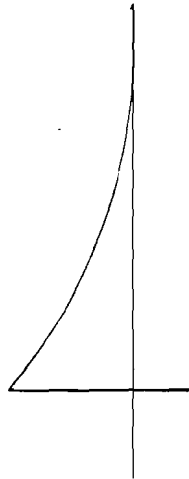
It is anticipated, and strongly recommended by the Committee, that the Lone Tree Road realignment right-of-way should incorporate the Urban Trails System through Babbitt property northeast of City Parcel #1.

City Parcel #2, beginning at O'Leary Street and the confluence of the Rio de Flag and Sinclair Wash drainageways, runs east through the Rio de Flag canyon and drainageway to intersect the west line of property owned by Stone Container Corporation.

This area contains 45.16 acres and runs along the drainageway and two City sewer transmission lines, and is considered by the Committee to be the backbone of the entire Urban Trails System. It is also this parcel that provides for two staging and parking areas for the system that are out of the 100-Year Flood Plain. This particular area also contains a large, wide area of 100-Year Flood Plain that could support multi-purpose field use or other parkland activities. Dedication should be subject to the Lone Tree Road realignment right-of-way.

F.U.T.S.

LINK # 1



North
Scale: 1" = 2000'

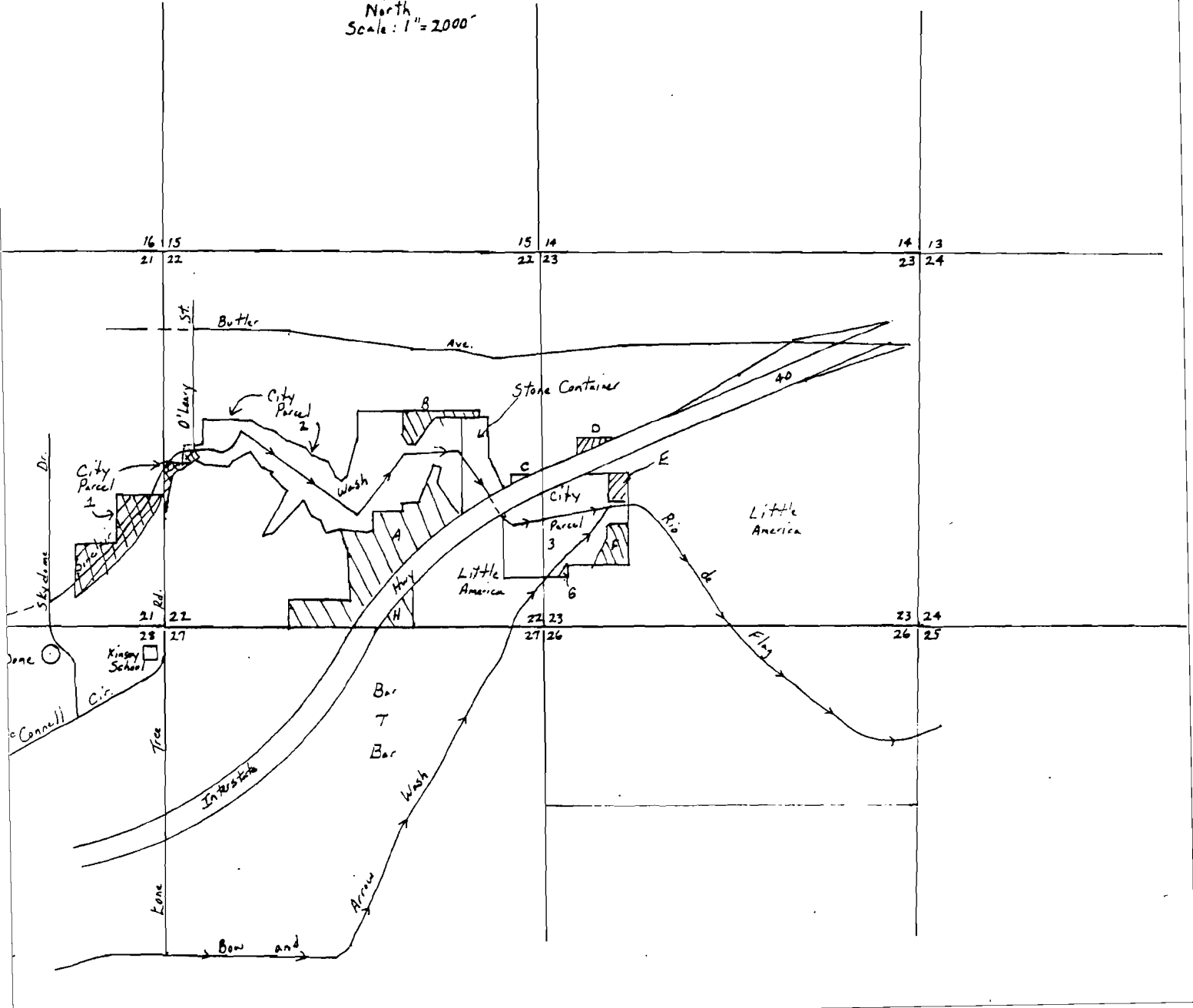


EXHIBIT "B"SALE OR TRADE POTENTIAL/SURPLUS CITY LANDS

LINK #	PARCEL DESIGNATION	APPROX. ACREAGE
#1	A	43.63
#1	B	1.35
#1	C	0.11
#1	D	2.25
#1	E	3.17
#1	F	4.21
#1	G	0.72
#1	H	0.87
#2	I	0.23
#2	J	3.05
#2	K	7.50
TOTAL SURPLUS ACREAGE		67.09

City Parcel #3, beginning at the southeast right-of-way line of Interstate 40 (I-40) and the Rio de Flag drainageway and running east to the west line of property owned by the Little America Corporation contains 29.35 acres. This section of trail, at the confluence of the Rio de Flag and Bow and Arrow drainageways, is crucial to connecting eastern and western segments of the Urban Trails System. Dedication should be subject to adequate acquisition of the Stone Container parcel to the north, and to an approved ADOT I-40 permit.

Within Link #1, there are eight surplus, non-essential parcels of land that will be isolated from other City-owned properties that are recommended for dedication, and in most cases are completely landlocked. These pieces of property do, however, border other larger, privately-owned property and are considered by this Committee to have excellent trade potential. This is particularly true for those surplus City parcels that are adjacent to private property owners who also own property that is recommended for acquisition and Urban Trails extensions. These are shown on Exhibits "A" and "C", and are identified by designation and acreage on Exhibit "B".

Inside of Link #1, there are approximately 9650 lineal feet of urban trail proposed within the properties being considered for dedication. This breaks down into 1950 feet within City Parcel #1, 5300 feet within Parcel #2, and 2400 feet within City Parcel #3. With the commitments of Woodlands Village and NAU to the urban trails concept, this would give the citizens of Flagstaff a section of trail that could be utilized almost immediately as a recreational opportunity.

LINK #2

The general purpose of Link #2 is to connect this portion of the system to Foxglenn Park, the Fairfield Continental neighborhood, Knoles Elementary School, the new high school, and to integrate the system with the Canyon Del Rio Urban Lands project, and eventually connect to Link #1.

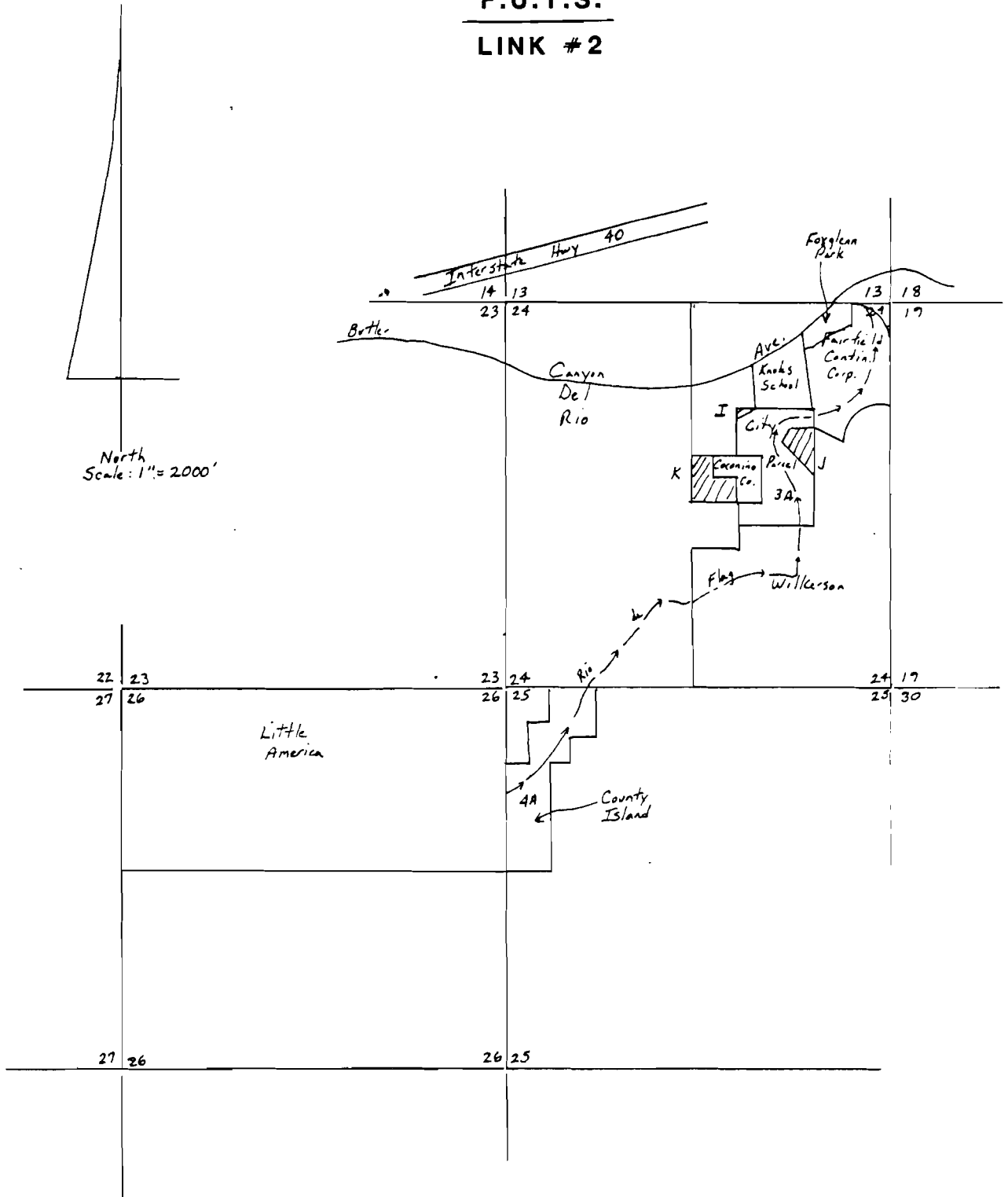
As shown on Link #2, Exhibit "C", the Committee is recommending dedication of City-owned property that is presently known as the old sewer treatment plant site. Beginning on the south line that borders private property presently owned by the Wilkersons, the Committee is recommending dedication of a parcel of land running north and then east to intersect the west line of property presently owned by the Fairfield Continental Corporation. This strip of land contains 29.45 acres, the majority of which lies within the existing drainageway. Dedication should be subject to demolition of the old treatment plant, and adequate acquisition of the Fairfield parcel linking to Foxglenn Park.

Within Link #2, there are three parcels of surplus, non-essential City-owned property that are isolated from other City-owned property; again considered to be excellent trade potential. These are also shown on Exhibit "C" and identified by designation and approximate acreage on Exhibit "B". It is recommended that sale or trade of City Parcel "K" be subject to retaining the Switzer Wash corridor.

EXHIBIT C

F.U.T.S.

LINK #2



All parcels considered as trade potential could contribute greatly to the City being able to obtain easements or rights-of-way of urban trails sections through private properties needed to interconnect the entire system. It is recommended that the sale or trade of City Parcel "K" be subject to retaining the Switzer Mesa corridor.

Inside of Link #2, the land referred to as Parcel #3A being proposed for dedication, contains 1900 lineal feet of urban trail that could lead to the connection of Knoles Elementary School and Foxglenn Park.

LINK #3

Another section of land being proposed for dedication, hereinafter called Link #3, is shown on Exhibit "D". The general intent of Link #3 is to connect Coconino Estates, Sechrist and Marshall Elementary Schools, and Flagstaff High and Junior High Schools with the downtown area. Eventually, with the possibility of trail development north to Cheshire and points beyond, the system could tie in with the Museum of Northern Arizona, the Pioneer Historical Museum, and the Mt. Elden Trails System.

Per Exhibit "D", Thorpe Park, beginning at the intersection of Elm and Bonito Streets runs northwest to Beal Road and is already dedicated as parkland. No dedication is necessary; only the route needs to be located within this area in coordination with the Thorpe Park Master Plan. The School District has concurred with the proposed concept and alignment.

City Parcel #5, beginning at the intersection of Beal Road and the existing drainageway approximately 200 feet west of Navajo Road runs north to Meade Lane and contains approximately 6.94 acres. This section of trail runs along the existing drainageway and is currently used as a bicycle and jogging route.

Immediately north of Meade Lane there are approximately 650 lineal feet of drainageway presently owned by the area homeowners' association as easement. Immediately north of this, City Parcel #6 runs north along the drainageway into Coconino Park and Lantern Lane. Dedication of City Parcel #6 should be subject to acquisition of the 650 feet of private land south of Parcel #6.

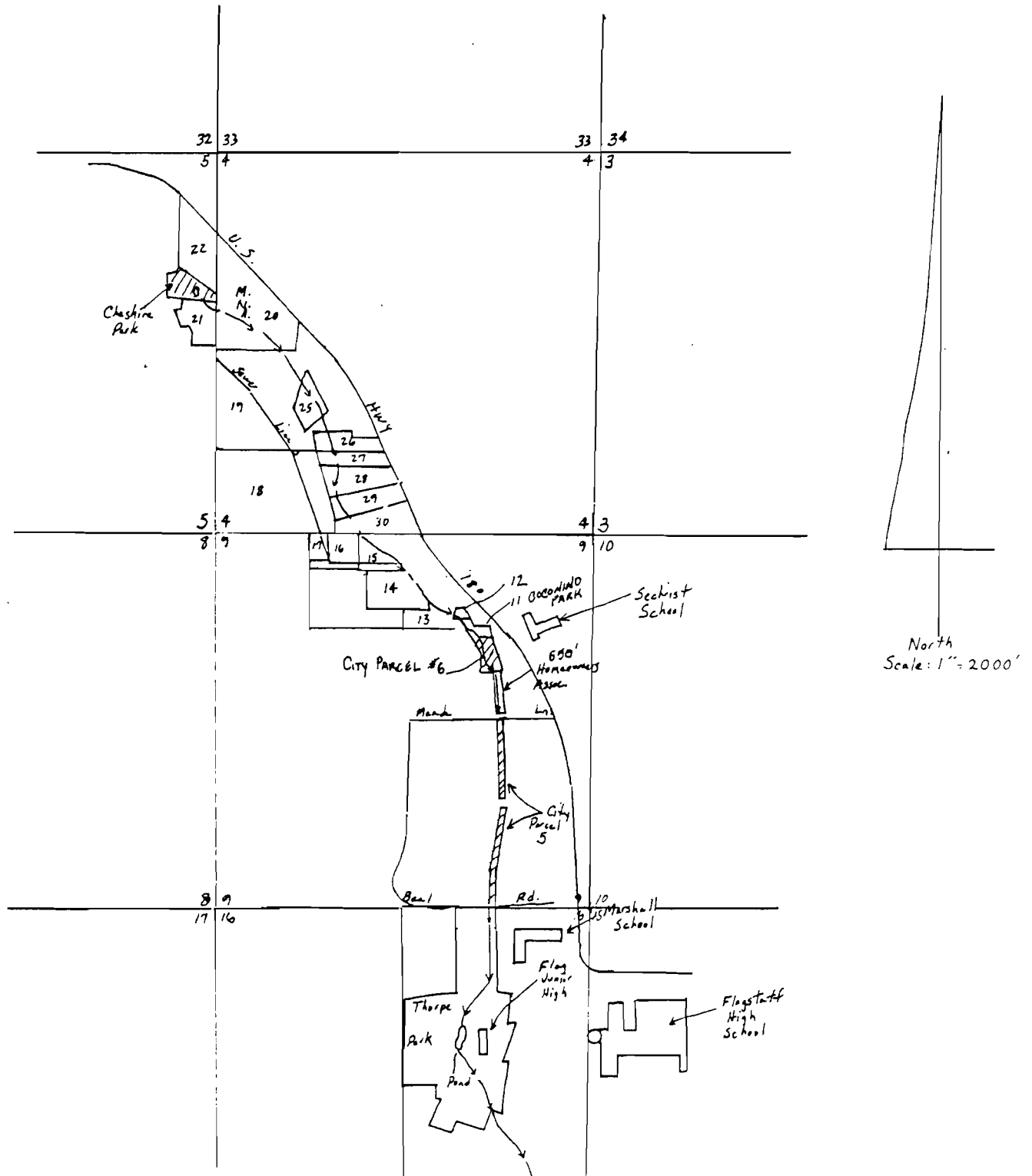
Within Link #3, there would be approximately 5300 lineal feet of urban trail, 3000 feet through property which exists as parkland, and 2300 feet which would be the result of the proposed dedication.

DEDICATION SUMMARY - PHASE I

By proceeding with the process of Phase I dedication, there would be within the City approximately 17,000 lineal feet (3.2 miles) of trail and 130 acres of City parkland that could be utilized almost immediately. Total surplus City acreage recommended for sale or trade to extend the Urban Trails System is approximately 66 acres (see Exhibit "B"). With future development, the possibility exists to link entirely distinct geographic areas within the City to each other and provide for the citizens of Flagstaff a non-motorized recreational opportunity within a unique Open Space/Greenbelt setting.

F.U.T.S.

LINK #3



SUMMARY

PHASE I

PARCELS TO BE DEDICATED AND LINEAL FOOTAGE OF TRAIL

LINK #	PARCEL NUMBER	APPROXIMATE ACREAGE	LINEAL FEET OF TRAIL
#1	#1	16.19	2350'
#1	#2	45.16	5300'
#1	#3	29.45	2400'
SUB-TOTAL:		90.80	10,050'
#2	#3A	29.45	1900'
SUB-TOTAL:		29.45	1,900'
#3	Thorpe Park	No Dedication Needed	3000'
#3	#5	6.94	1680'
#3	#6	2.75	620'
SUB-TOTAL:		9.69	5,300'
GRAND TOTALS:		129.94	17,250'

PRIORITIZATION OF PROPERTY ACQUISITION - PHASE I

In order to develop a complete, interconnected trails system, access through several different parcels of public and private property within the different links must be acquired or gained. The first priority for acquisition is for those pieces of property within drainageways that geographically separate City-owned segments of the trail and are identified as "Phase I" within the following links:

PRIVATE PROPERTY - PHASE I

Within Link #1, a most obvious example is that portion of land transected by the Rio de Flag and north of I-40 as shown on Exhibit "A". Because the entire portion of this property lies within the drainageway and steep slope leading to the rim of the canyon, its potential for development is very limited, if not impossible. The Committee feels it necessary to acquire from Stone Container Corporation this piece of property and subsequently proceed with the dedication process for City parcel #3 to the Urban Trails System.

Within Link #2, another area of property needed for the system is that currently owned by Fairfield Continental Corporation which lies immediately south and east of Foxglenn Park. This parcel provides for a logical expansion of Foxglenn Park and also provides a necessary connection of the parks and schools within the Urban Trails System.

Acquisition of a trails system link through this parcel is two-fold: it expands the Foxglenn Park area, and works well for connecting the school and the parks to the Urban Trails System. Acquisition discussions are currently underway between the City Parks Division and Fairfield Continental.

OTHER PUBLIC PROPERTIES - PHASE I

NAU owns a portion of the Sinclair Wash, a link in the trails system west to the Woodlands Village trail link and east to the Rio de Flag areas of the trails system. NAU has already sent a letter to the City committing to a cooperative effort to get that portion of the trails system established.

The Arizona Department of Transportation (ADOT) has apprised the City of its permit application procedure for obtaining a permit for trail users to cross underneath the two ADOT rights-of-way: where the Rio de Flag trail section crosses under I-40, and where the Sinclair Wash trails section crosses under the realigned I-17 and US 89A interchange. Applications are currently pending with no significant problems anticipated.

TRAIL DESIGN AND BUDGET - PHASE I

TRAIL WIDTH AND SURFACE

The FUTS Committee recommends that the desired width of the trail treadway for the Urban Trails System should be a minimum of eight feet with a two foot shoulder on either side, for a total of twelve feet. Optionally, a total width of 20 feet is most desirable to allow for signage, slope area, and landscaping, if necessary. (In certain areas the restrictions of the terrain or property ownership might make this objective unobtainable.) This width would make the trails system suitable for walking, jogging, mountain-biking, and cross-country skiing. Because of the high cost and installation of surfacing materials, the Committee recommends that during the initial developmental stages, the trail surface be limited to hard-packed dirt or crushed rock. The only required improvement upon dedication of City property would be a minimal amount of fill and grading in order to upgrade existing sections of trail to a safe and useable condition. See Table 1 for Phase I cost estimates.

CLEAN-UP

The majority of clean-up work along the trails system can be performed by volunteer citizen's groups, but there are two dump sites located on City property that will need more extensive efforts. The "Old City" and Stone Container sites will require heavy equipment to clean up large metal debris which could be hazardous to trail users and which severely detracts from the scenic beauty of the proposed trail route. Cost estimates for Phase I are shown in Table 1, Phase I Budget.

BARRIERS

Barriers will need to be placed at designated locations to prevent motorized vehicles from entering the trails system. At certain sites, signs will serve a dual function as barriers, while at others, the installation of more permanent materials such as boulders will be necessary. Cost estimates are shown in Table 1 for Phase I.

SIGNING

Types of signs

Warning: Warning signs and/or stop signs will be necessary to warn both trail users and motorists of all locations where the Urban Trails System crosses a roadway. It is anticipated that the Phase I dedication of the three sections of City property to the system will necessitate the placement of sixteen warning signs at designated intersections.

Crosswalks: Locations where the trails system intersects existing, paved roadways will require crosswalk striping. For Phase I, the following street/trails intersections will need painted crosswalks:

- Link #1: O'Leary Street, San Francisco Street
- Link #3: Thorpe Park, Beal Road, Anderson Road

Crosswalks should be designed in cooperation with the City Traffic Engineer and Traffic Commission.

Regulatory: Signs informing the public of the non-motorized status of the Urban Trails System will be necessary at specific trailheads and intersections. For Phase I, approximately twenty-five to thirty signs of this type will need to be installed at designated locations as shown in Table 1.

Boundary: These signs should be installed every one-hundred to three-hundred feet (distance dependent upon terrain and line of sight) along the Greenbelt boundary to inform local residents, and the public at large, of the system's boundaries and regulations. Phase I costs are identified in Table 1.

Trailheads: These signs should be placed at principal trailheads and provide the following information: name of the trail, location map of the trail, destinations, distances, and trail regulations. For Phase I, such signs would be most beneficial at the Bonito Street, O'Leary Street, Fox Glenn Park, and Thorpe Park trailheads.

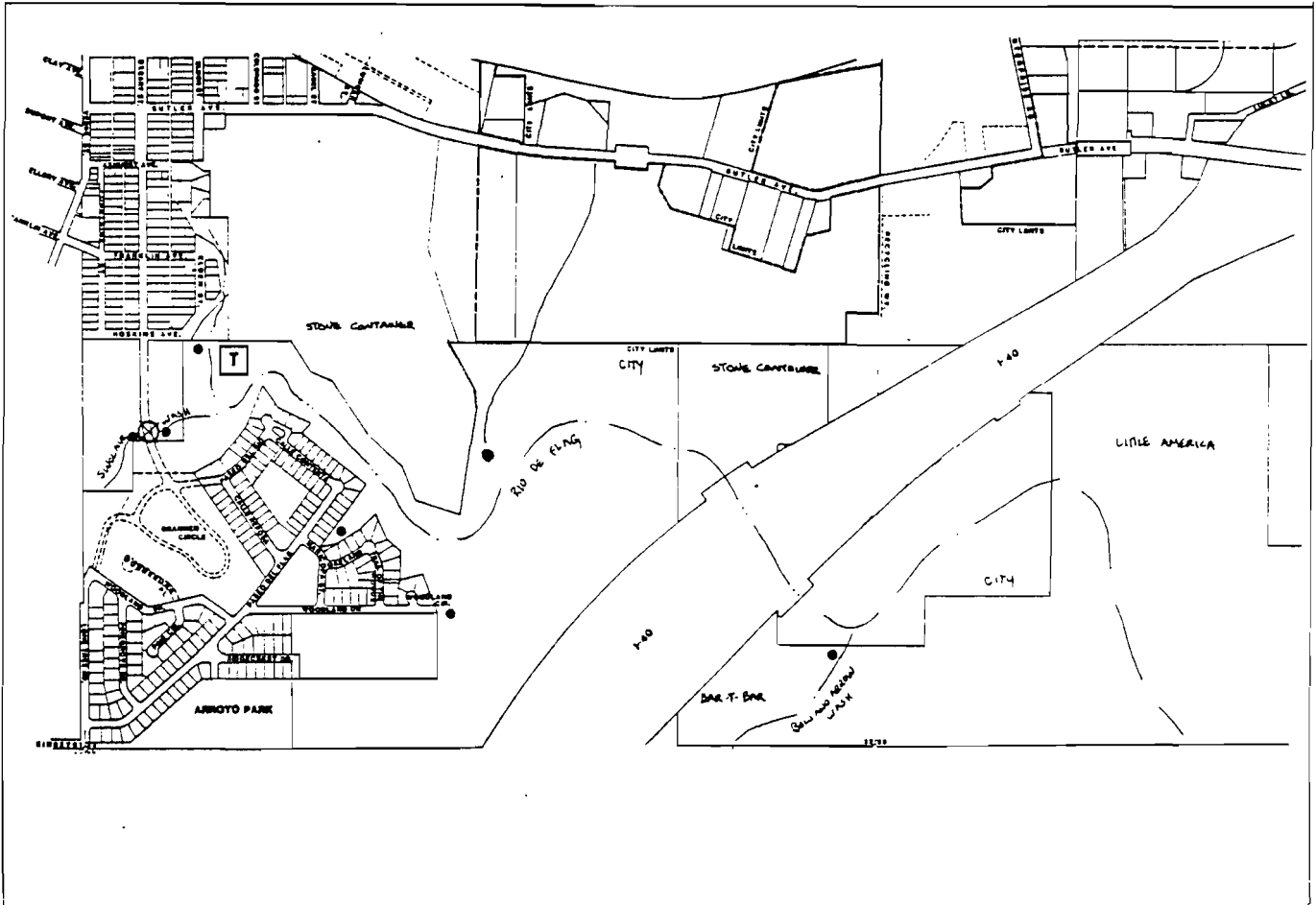
Directional: Directional signs will be used at all intersections with roads or other trails, where the correct route of the trails system is subject to confusion by trail users. For Phase I, there are fifteen sites along the City portions of the trails system which will need directional signage. Uniform signage shall be investigated.

NOTE: See Table 1 and Maps 1, 1A, 2, and 3 for cost estimates and locations of trailhead signs, crosswalks, and barriers.

FENCING

Fencing will most likely need to be erected where the Flagstaff Urban Trails System passes beneath I-40 and I-17 to control access on ADOT right-of-way. Applications for ADOT Special Use Permits are pending. Table 1 indicates anticipated costs associated with permits.

MAP 1
LINK #1

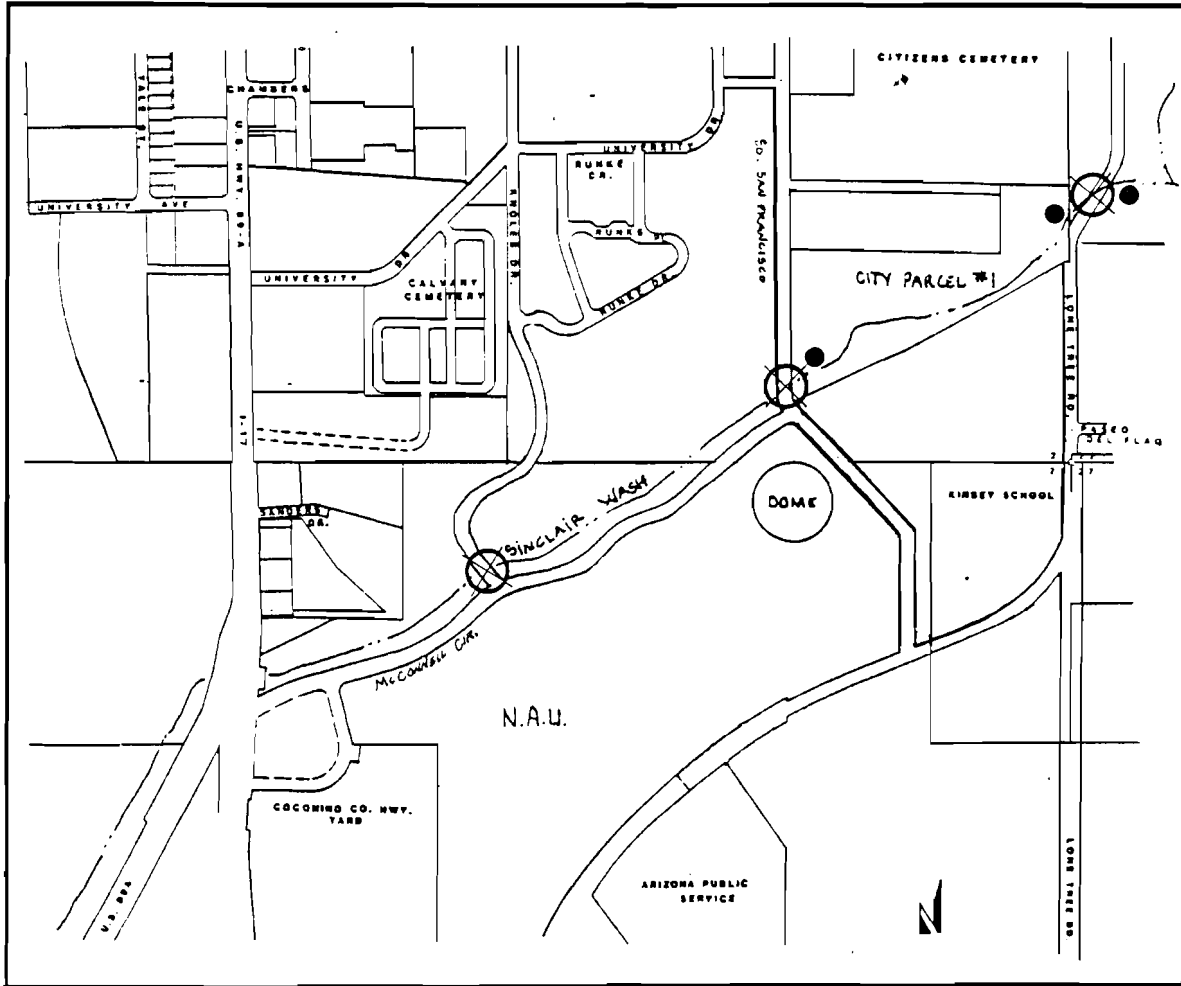


MAP KEY

- T** TRAILHEAD SIGN
- ⊗** CROSSWALK
- BARRIER

MAP # 1A

LINK # 1



MAP KEY



CROSSWALK



BARRIER

MAP 3

MAP KEY

LINK # 3



TRAILHEAD SIGN



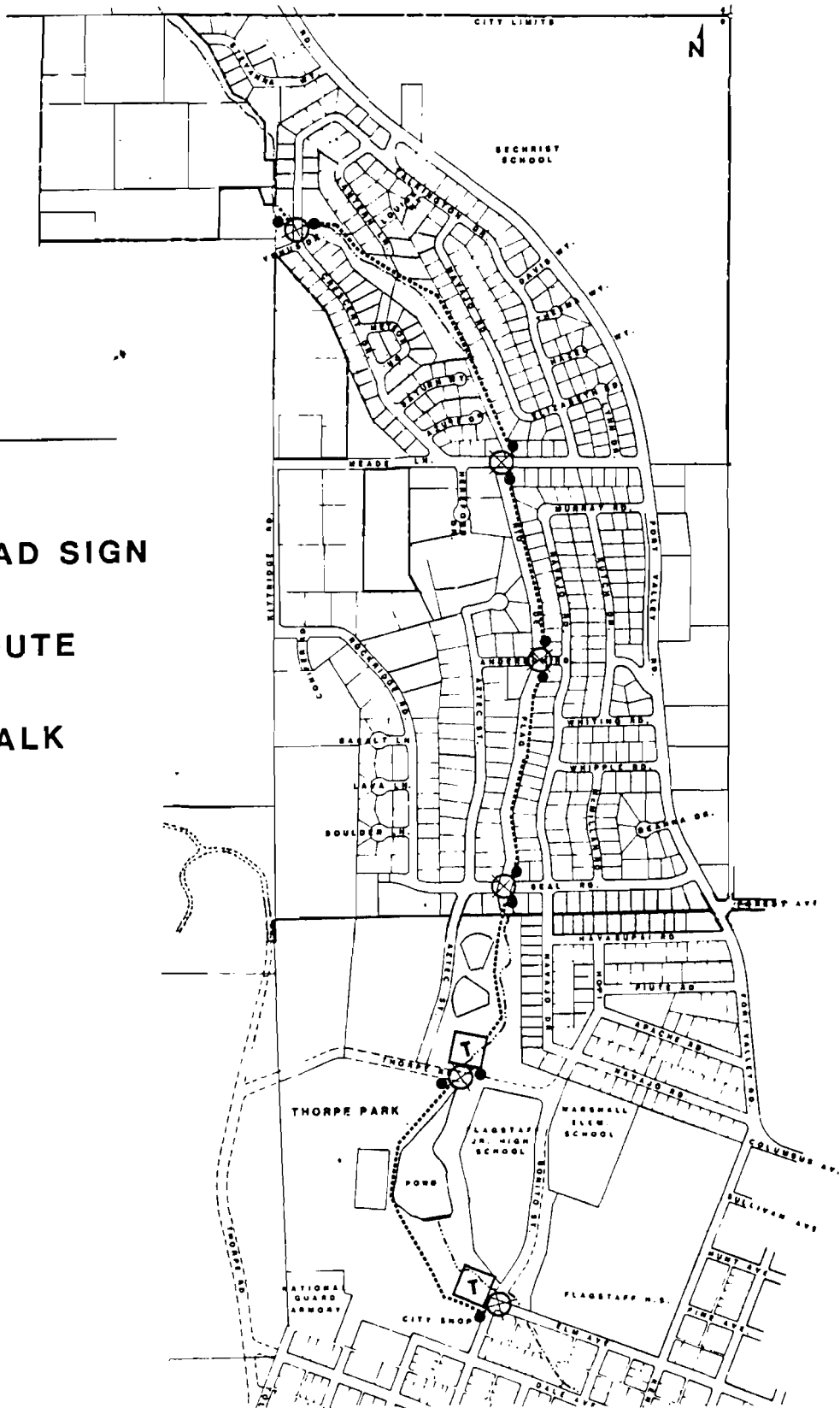
TRAIL ROUTE



CROSSWALK



BARRIER



TRAIL IMPROVEMENTS - PHASE I

The exact routes of the entire trails system need to be field surveyed and plotted. Priority in the layout of the trails should be given to safety (e.g., hills, curves, road crossings) and to retaining the aesthetic natural beauty of our environment wherever possible. In most cases, the trail already exists either as foot/bike paths as in Link #3, or as sewer and waterline maintenance roads as in Links #1 and #2.

Once the routes are determined, they need to be made useable. In order to utilize the system as quickly as possible, the following improvements are necessary:

1. Identify and remove any hazards such as utility pole guy wires, boulders, etc. from the trail.
2. Minor filling and grading of trail, particularly along the sewer and waterline maintenance roads. Recommended Phase I grading and filling should be limited to that which can be accomplished without triggering the requirements for FEMA hydrologic and hydraulic drainage reports.

OPERATIONS & MAINTENANCE

Once the Urban Trails System is established, the primary responsibility for maintenance should be assumed by a coalition of community volunteer organizations. In order to assure the safe condition of the trail, however, for Phase I the Committee recommends a monthly inspection tour by a Parks and Recreation employee. This inspection should include checking for damaged or missing signs, obstructions, erosion problems, and any other condition which might present a potential safety hazard to trail users. Refer to Table 2 for estimated yearly costs.

TABLE 1

PHASE I - START-UP BUDGET

TRAIL IMPROVEMENTS

	<u>TOTALS</u>
Minor Fill and Grading	\$ 500 +/-
Fencing for ADOT R.O.W. (If Necessary) (1960 linear feet @ \$1.25/linear foot)	<u>\$ 2,450</u>
	\$ 2,950

CLEAN-UP COST ESTIMATES

Stone Container Site	\$ 5,000 - \$7,000	
"Old City" Site	\$12,000	
		<u>\$19,000 +/-</u>

BARRIER COST ESTIMATES

	<u>No.</u>	<u>Cost Per Barriers</u>	
Barriers	15	\$100	\$ 1,500

SIGNAGE COST ESTIMATES

<u>Type</u>	<u>No.</u>	<u>Cost Per Sign</u>	<u>Total</u>
Warning	16	\$ 60	\$ 960
Regulatory	25/30	60	1,800 +/-
Crosswalks	5	100	500
Boundary	200 +/-	40	8,000
Trailheads	4	300	1,200
Directional	15	40	<u>600</u>
			\$13,060
TOTAL COSTS			\$36,510 +/-

Note: All sign cost estimates include mounting materials and installation.

TABLE 2

PHASE I - OPERATIONS & MAINTENANCE COST ESTIMATES

Parks and Recreation worker	\$12.00 per hour 96 hours per year	\$1,152
Replacement Signage Costs	Estimated at 5% yearly loss rate	<u>\$ 653</u>
	TOTAL COST PER YEAR	\$1,805

POTENTIAL FUNDING SOURCES

1. AORCC (Arizona Outdoor Recreation Committee)
2. Corps of Engineers
3. Department of Water Resources
4. Arizona State Parks
5. Federal Grants
6. Private Sector Contributions
7. City of Flagstaff
 - a. Proposition #304 (Bed, Board, & Booze Tax funds)
 - b. Parks and Recreation Division
 - c. Funds acquired from sale of surplus City property adjacent to but not needed for the Urban Trails System
 - d. Force Account work by City crews
 - e. Appropriation for City's General Fund

PHASE II & BEYOND

PRIORITIZATION OF PROPERTY ACQUISITION - PHASE II AND BEYOND

This discussion centers on those public and private parcels critical to Phase II of the Urban Trails System. The following recommendations are all considered as having equal priority between links, and should be pursued as opportunities arise.

There are other portions of private and public property beyond the three major links needed to eventually interconnect the entire Urban Trails System, both internally and to the USFS system around the perimeter of the City.

LINK #1

Extension of Link #1 should ideally proceed both east to Link #2 and also west through the Bow and Arrow Canyon to connect to existing and future neighborhoods along Lake Mary Road, to the future City regional park which is also the Pulliam Airport Approach and Clear Zone in Section 33; and to permanent USFS properties.

The first priority in regard to Link #1 is the Little America property. Little America has expressed an interest in acquiring City surplus parcels "E", "F", and "G" of Exhibit "A". The Committee recommends that the City pursue a multi-parcel trade with Little America to secure permanent, non-motorized access through Little America property to the proposed Flagstaff Urban Trails System in the Canyon Del Rio area adjacent to Link #2. Such trade should assure the City access with the following prioritized options:

1. Through the Rio de Flag Channel area;
2. Along the northern rim of the Rio de Flag;
3. Along undetermined routes north of the Rio de Flag to be coordinated with Canyon Del Rio replanning process now underway.

It is also recommended that this portion of the system should include a southern link to Fisher Point and other USFS areas.

The second priority in Link #1 is the Bow and Arrow Canyon southwest of City Parcel #3. This will require acquisition of an 800 foot strip of land along the Wash to the north property line of Bar T Bar Corporation; approximately 2200 lineal feet of Wash from Bar T Bar until it abuts City land between NAU and Bar T Bar. At the intersection of Lone Tree Road and Zuni Drive, the Fairway Peaks development has agreed to provide an urban trail through their development to permanent USFS property in Section 35.

LINK #2

Extension of Link #2 should proceed west to connect with Canyon Del Rio and Line #1. The first priority for Link #2 extension would be across a small corner portion of Rio flood plain across the Wilkerson property.

In addition, the Switzer Canyon flood plain and utility corridor should be retained through City Parcel "K" for the trails system, and to points north through Fairfield property, and Canyon Del Rio at Butler Avenue.

LINK #3

North of Coconino Park, numerous property owners encumber the Rio de Flag. As noted on Exhibit "D", north of Coconino Park you encounter two separate properties numbered 11 and 12. Development potential for either property is severely limited because both parcels are mainly located within the flood plain of the Rio de Flag. It is hoped that fee simple acquisition or an Urban Trails System easement could be negotiated through these undeveloped (flood plain) portions of property.

Once past Parcel #12, you encounter Crescent Drive, a local street within the area. Immediately northwest of Crescent Drive lies an approximate 100 foot length of drainageway owned by the City of Flagstaff.

The west boundary line of this drainageway is the mid-section line of Section 9, which also is the corporate boundary line of the City of Flagstaff. Once northwest of this line, all properties along the Rio de Flag until Cheshire Park lie within Coconino County.

Due to the complexity of numerous landowners and varying terrain, the Committee has proposed three alternatives to reaching Cheshire Park with the urban trail (see Map 3A).

Alternative One would place the Urban Trails System within the Rio de Flag drainageway, thus crossing some thirteen different properties. Easements or rights-of-way would need to be acquired from all thirteen owners to complete the system. In addition to this, the Rio bisects several of the properties in half, thus isolating one half from another geographically.

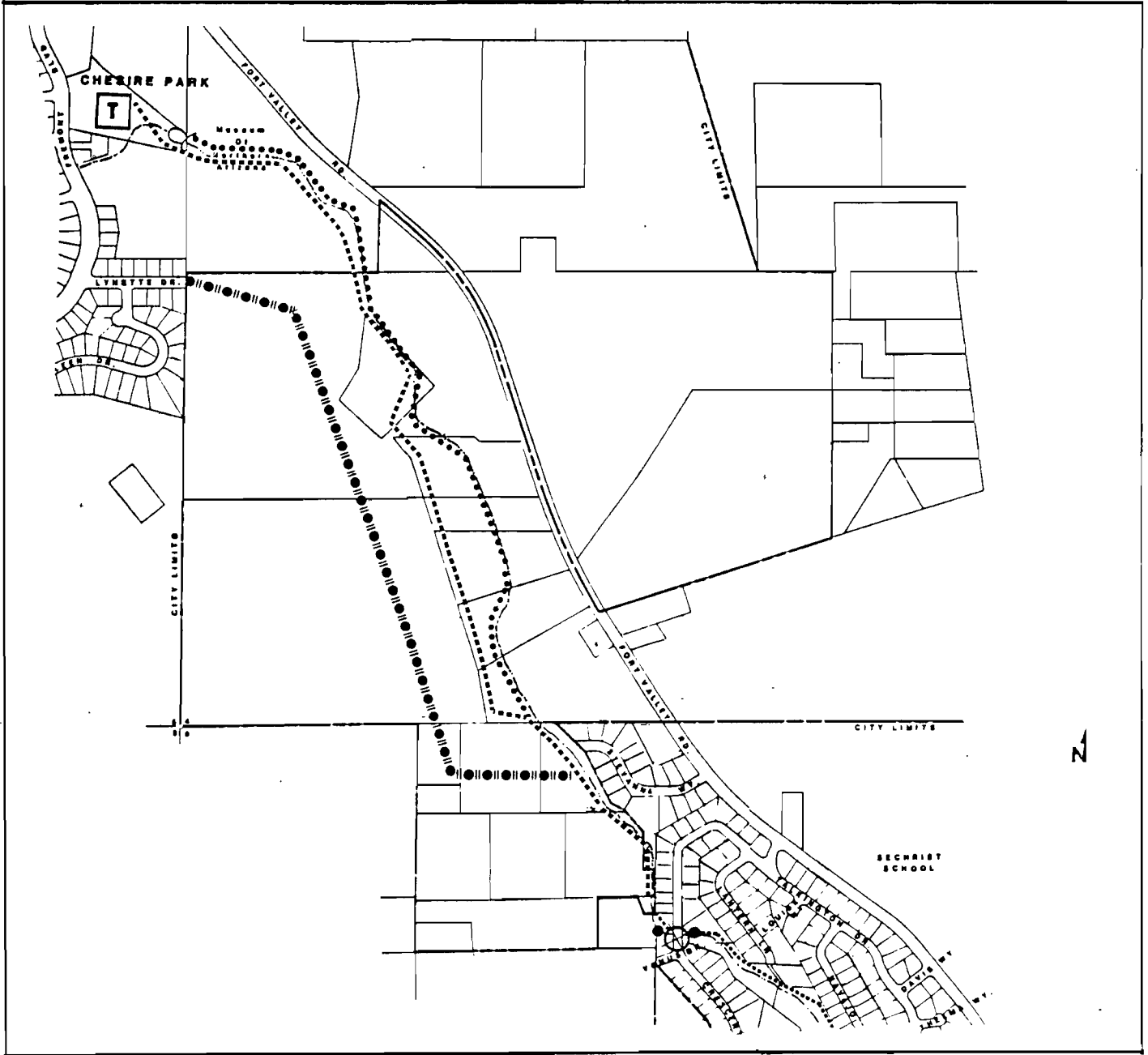
Alternative Two is to climb onto a ridge running north and south at the west property line of Parcels #26-30 and then swinging east to the east property line of Parcel #25. Because the trail would be at the property extremity rather than the center, the possibility exists that an individual landowner would look more favorably upon this. Once past Parcel #26, the trail would then cross property owned by the Museum of Northern Arizona before reaching Cheshire Park. Both alternatives follow the Rio de Flag through Parcels #13-15.

Alternative Three is to obtain a temporary public access easement that would coincide with an existing sewerline easement. Because a majority of citizens already using the sewerline for biking, hiking, and jogging, this route would make sense. However, if development ever occurred on Parcels #18 and #19, it is possible that the developers would choose not to design any type of development around an urban trail, thus Alternative One and Two. In addition to this, the sewerline easement is a utility easement and not an easement for urban trail so a public access easement would need to be negotiated with the owners.

ALTERNATIVE ROUTES PHASE II & BEYOND

F.U.T.S.

LINK # 3



- ALT. #1 (dotted line)
- ALT. #2 - . - . - . (dash-dot line)
- ALT. #3 ||●●||●●||●●||●● (line with vertical bars)

FUTURE TRAIL LINKS TO UNITED STATES FOREST SERVICE LANDS

1. Sinclair Wash

Ultimately, the Committee envisions having the Urban Trails System connect to the Arboretum west of Flagstaff. The USFS owns much of the land between Ft. Tuthill west to the Arboretum. The Sinclair Wash runs through this land and would serve as an adequate link of the trails system. The Committee was advised that much of this land has been identified by the USFS as land to be exchanged. The Committee recommends that the City negotiate with the USFS for an easement through the Sinclair Wash and/or the old railroad grade for use as a trail to connect to the Arboretum. Those negotiations should occur before an appraisal is done and any offers accepted by the USFS.

The Committee recommends similar negotiations and future trail planning between the City and the USFS for other USFS exchange lands, such as:

- 1) USFS lands south of University Heights in the flood plain south to Ft. Tuthill;
- 2) Section 29, exchange land south of Little America and north of Fisher Point;
- 3) land north of Mt. Elden Lookout Road;
- 4) Section 25 south of Flagstaff.

The above list is some of the properties, but may not be all. The Committee notes that in some of these lands an easement for the trails system may only be possible adjacent to USFS roads or within a powerline easement.

2. McMillan Mesa

The Committee also sees McMillan Mesa as being a key component of the system for linking Buffalo Park and the Mt. Elden Trails System with the rest of the City.

3. Other Links

Other significant trail links to the perimeter of the City that warrant further study include: Observatory Mesa Link, North East Link, and South Link to Fisher Point.

COORDINATION WITH OTHER ORGANIZATIONS /ACTIVITIES

a. Public Projects

Public projects have the potential to impact an Urban Trails System, either positively or negatively. This is particularly true of City street projects, as well as drainage and utility projects.

The off-street Urban Trails System has the potential to link with many of the Flagstaff schools, parks and other public use areas. Often though, short segments of street-side routes are necessary to make these links. Street projects have the potential to block these links or make them unsafe, or they have the potential to enhance safe access to the primary trails system. All street improvement projects should be reviewed for their potential to enhance the Urban Trails System.

The same is true for State roads within the City. Bridge improvement projects on I-40, for example, could provide foot and bicycle access underneath the freeway where none exists now.

b. Private Development Projects - Planning and Zoning Procedures

Right-of-way easements across private property for the primary trail system are discussed elsewhere in this report. However, private development may offer opportunities for expansion of the system that should not be overlooked. For example, as development is planned near the primary trails system, consideration should be given to planning access through the development for future expansion of the trails system to currently undeveloped areas. Hopefully, in the future, an Urban Trails System will come to be seen as a desirable feature by subdivision developers. However, they can only provide this feature to the extent that access is available outside of their development. Long range planning will be needed to make it possible for future developers to provide this kind of lifestyle.

Because, currently, developers are not required to master plan urban trails within a proposed development, every day valuable opportunities for developing an Urban Trails System are being lost because of a lack of applicable regulations. The Committee believe that through the development process, annexation or subdivision regulations should require urban trails just as it currently requires water, sewer, streets, etc. Having this accomplished would add sections of trail to an already growing system, and would provide a very unique and desirable recreation opportunity for the citizens of Flagstaff.

Since a portion of the system is anticipated to occur in areas that are presently outside the corporate limits, particularly beyond Link #3, it is imperative that the City closely coordinate its efforts with Coconino County's planning and development processes.

c. **Arizona Trail System**

Planning is underway for a State Trail that would traverse the length of the State from south to north. The potential exists for this trail to connect to the Utah trail and points north. The Arizona Trail will pass through or around Flagstaff, the most desirable option being through Flagstaff.

The proposed Flagstaff Urban Trails System is essential if the State trail is to pass through the community. The existing Mt. Elden Trails System on National Forest land provides a logical extension for the route north. Access appears to be available from the south if only a route is made available through the community.

d. **National Forest Lands and State Lands**

It is well known that Flagstaff is surrounded by National Forest land. The existing Forest Service Mt. Elden Trails System has two trailheads within the City limits, one at Buffalo Park and one at the Peaks Ranger Station. Both of these points can logically be tied in with the proposed Urban Trails System.

There are other opportunities to connect the Urban Trails System to National Forest land as well. However, the USFS has identified some of these lands as base-for-exchange, meaning they are available for exchange into private ownership. Should this take place, access to National Forest land could be cut off.

The USFS does, however, have authority to retain public access through these lands when they are exchanged. First, of course, the locations needed must be identified and then the Forest Service must be convinced that it is appropriate to reserve these rights-of-way. Since land exchange proposals could be initiated at any time, it is important that a plan be put together as soon as possible. It would be best to work with the USFS in identifying the necessary segments.

Other forest activities could also impact the proposed trails system. The current City proposal for water storage reservoirs north of Christmas Tree Subdivision has pointed out the need for a detailed evaluation of all activities in the general area. If there is a need to connect the Doney Park area with the Flagstaff trails system, this need should be identified during this evaluation.

The planned Fisher Point timber sale could adversely impact the proposed State trail and its potential links with the Urban Trails System. On the other hand, there is a possibility for the timber sale to generate revenues and be planned in a way that trails development would be enhanced.

The Arizona State Land Department could also play a major role in urban trails development in that several sections of State land, that eventually will develop, contain proposed corridors for the trail system.

Opportunities to secure trails through State lands are potentially available through the Urban Lands Act legislation, as well as pending "non-consumptive use" legislation expected to be enacted this year.

For all of the above reasons, it is important that trail planning be accomplished as soon as possible.

e. City Parks and Facilities

Many residential areas and lodging facilities will not have direct access to the proposed Urban Trails System. Therefore, there is a need for various public access points along this system in order for it to benefit the entire community. Existing City parks and other undeveloped City properties appear adequate to meet this need over most of the system. These areas should be identified so that necessary development can be considered by the City Parks and Recreation Department and be prioritized along with other needed recreation facilities.

PROMOTION

The Flagstaff Urban Trails will provide our City with a tremendous potential for increased recreation, an alternate transportation system (e.g., reduced road traffic), and improved quality of life for Flagstaff residents. The system could also be used to attract businesses that are looking for an area with a quality environment and lifestyles as a place to construct a southwest branch office. The impact of the Urban Trails System on the Flagstaff community will depend upon the quality and usability of the system.

Education of the public will be an important element in the optimum development of a quality trails system. Our local schools, law enforcement agencies, fire departments and media can provide the educational avenues. Each of Flagstaff's schools is directly or indirectly tied into the planned trails system, therefore, it will be important to educate the children on bicycle safety and courtesy.

It may be possible to sponsor "bike rallies" in the fall and spring to get volunteer groups to clean and repair the trails system. The volunteer groups could include: 1) students, public and university; 2) scout troops; 3) civic groups; and, 4) concerned citizens. The use of radio, newspaper, and television for "public service announcements" might be possible.

Recent town hall meetings have identified a need to encourage visitors to stay for longer periods in Flagstaff rather than just stop for the night as they pass through. An Urban Trails System, particularly one that links lodging facilities to attractive National Forest lands, is one type of feature that might encourage longer stays. The potential exists for existing and planned lodging facilities at the I-40/Butler interchange, McMillan Mesa and West Flagstaff to be linked with the Urban Trails System. Development of this trails system would also provide an opportunity for the revenues from the recently passed Proposition #304 (Bed, Board and Booze Tax) to directly benefit the visitors who are helping to pay the bill.

POTENTIAL VOLUNTEER GROUPS

1. Local students
 - A) Flagstaff School District & private schools: elementary through high school.
 - B) NAU: students, faculty, & staff.
2. Civic Groups, e.g., Chamber of Commerce, Veterans of Foreign Wars, & Citizen's for a Beautiful Flagstaff
3. Local Youth Organizations, e.g., Big Brothers/Big Sisters, Scout organizations, & Special Olympics.
4. Other Local Organizations, e.g., Sierra Club, Environmental Action Groups, and Hiking Club

5. Concerned Citizens

- A) Private businesses
- B) Private citizen sector
 - a) donation of work
 - b) donation of signs and other materials, e.g., name of donor or "In Memory Of" could be indicated on the sign

PROMOTION ACTIVITIES

1. Spring - First Saturday in May -- "Earth Day"

- A) Bike Rally
- B) City wide declaration of "Earth Day".
 - 1) Litter clean-up -
 - a) City & surrounding areas
 - b) trails system
 - 2) art exhibit - "Earth Day" theme
 - 3) poster contest
 - 4) donated prizes
 - 5) guest speakers - "environmental consciousness"
 - 6) spring concert

2. Fall - First Saturday in October

- A) Bike Rally
 - 1) connect to Bike Trails System to promote awareness
- B) Litter clean-up - "Take Pride in your Home-Flag"
 - 1) Use of local medias to promote community pride in our City
 - 2) City-wide and bike trails clean-up

The previous two clean-up activities would be designed to promote the quality of our City environment and to act as a stimulus to keep the City and our bike trails clean. In addition, it would help create awareness of the Urban Trails System.

3. Adoption Policy - Segments of the Urban Trails System could be adopted out to local groups (scouts, students, civic groups) and/or neighborhoods for maintenance (clean-up). The Committee has already been approached by local groups seeking maintenance responsibility.

4. General Maintenance - The City would maintain general repair and maintenance of the systems in order to provide a safe system. Maintenance would be directed toward seasonal uses by bicyclists, pedestrians, and cross-country skiers.

APPENDICES

1. CITY CODE 9-1-4
2. MT. ELDEN TRAILS SYSTEM
3. FUTS CITY COUNCIL RESOLUTION # 1511
4. THE ARIZONA TRAIL

9-1-4: OPERATION OF MOTOR VEHICLES RESTRICTED:

- (A) No person shall operate a motor vehicle on any publicly owned property, park or public easement other than on an established roadway;

9-1-4

9-1-4

- (B) No person shall operate a motor vehicle on any property reserved for or used for surface water drainage channel purposes.
- (C) No person shall operate a motor vehicle upon, across or over vacant real property without first obtaining the written consent of the owner thereof.
(Ord. 883, 6-12-73)

RESOLUTION NO. 1511

A RESOLUTION ESTABLISHING A FLAGSTAFF URBAN TRAILS SYSTEM AD HOC COMMITTEE.

WHEREAS; the Planning and Zoning Commission and the City Council have adopted the Growth Management Guide 2000 which sets forth a plan for Open Space, Greenbelts and Urban Trails throughout the City; and

WHEREAS, the Parks and Recreation Commission has adopted a Parks and Recreation Plan which sets forth a plan for creation of linear recreational corridors that would provide the basis for an Urban Trails System; and

WHEREAS, the City Council wishes to pursue establishment of an Urban Trails System for the benefit of the entire community;

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF FLAGSTAFF AS FOLLOWS:

SECTION 1: There is hereby established a Flagstaff Urban Trails System Ad Hoc Committee to consist of 7 to 15 members appointed by the City Council representing diverse community interests and views.

SECTION 2: The Committee shall appoint a Chairman by majority vote of the members. The Committee shall meet at times and places as determined by the Chairman.

SECTION 3: The Committee shall study and make recommendations to the Planning and Zoning Commission regarding:

1. Dedication of appropriate City properties;
2. Prioritization of private properties to be acquired;
3. Other public properties necessary and desirable for inclusion into the system;
4. Volunteer/promotional efforts to improve the system;
5. Funding sources;
6. Refinement of the GMG 2000 Urban Trails Plan;
7. Coordination with other organizations and activities affecting the Urban Trails System; and

RESOLUTION NO. 1511

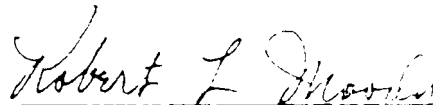
8. Planning and zoning procedures to address development activities in the Trails areas.

The Committee shall submit to the Planning and Zoning Commission not later than April 1, 1988, a written report containing recommendations addressing the above items of concern with a report to be given to the Parks and Recreation Commission for review.

SECTION 4: The City Manager shall designate appropriate Staff support as he deems necessary to assist the Committee in completion of its assigned duties.


SECTION 5: The Committee shall terminate not later than June 30, 1988.

PASSED AND ADOPTED by the Council and approved by the Mayor of the City of Flagstaff, this 20th day of October, 1987.



MAYOR

ATTEST:



CITY CLERK

APPROVED AS TO FORM:

/s/ Joseph R. Bertoldo

CITY ATTORNEY