



MEMORANDUM

DATE: November 26, 2008
For December 11, 2008 Hearing

TO: Peter M. Gavin
Zoning Examiner

FROM: 
Albert Elias, AICP
Urban Planning & Design
Director

SUBJECT: REZONING – URBAN PLANNING AND DESIGN REPORT
C9-08-18 Fort Lowell – Craycroft Road, R-1 to HR-1 Zone (Ward 2)

Issue – At the direction of the Mayor and Council and on behalf of the property owners, the City of Tucson, the Department of Urban Planning and Design requests rezoning of approximately 5.5 acres from R-1 to HR-1 zoning and amending the boundaries of the City of Tucson Fort Lowell Historic District to include this site. The rezoning site is located on the southwest corner of Craycroft and Fort Lowell roads (see Case Location Map). No change of use or new development is planned at this time.

Section 2.8.8.3 A. of the *Land Use Code* requires that certain criteria be examined in determining whether the boundaries of an existing historic district will change.

Department of Urban Planning and Design Recommendation – The Department of Urban Planning and Design recommends approval of HR-1 zoning and amendment of the Fort Lowell Historic District boundaries.

Background Information

Existing Land Use: Unoccupied historic buildings.

Surrounding Zones and Land Uses:

North: Zoned HR-1 and HRX-2; Single-family homes

South: Zoned HR-1; Townhouses (R-2 across San Francisco Boulevard-New Testament Baptist Church)

East: Zoned HRX-2; Fort Lowell Park

West: Zoned HR-1; Single-family homes

Previous Cases on the Property:

C9-77-3, R-1 to HR-1. This was a rezoning request for the Fort Lowell Historic District. However, according to the Tucson Zoning History Map, this case was superceded by C9-80-64 (below) that

involved the parcel west of the current rezoning site. No other records are available at Development Services Department Records on the case.

Related Cases:

C9-80-64 Fort Lowell Historic District, R-1 to HR-1. This was a rezoning request to amend the historic district boundaries in approximately the western two-thirds of an area bounded by Fort Lowell Road, Craycroft Road, San Francisco Boulevard and Beverly Avenue. The amended boundaries were requested because of opposition to the inclusion of the Fort buildings into the historic district. On May 14, 1981, Mayor and Council adopted Ordinance No. 5364 amending the district boundaries.

C9-81-89 San Pedro Chapel – Fort Lowell, R-1 to HR-1. This was a rezoning request to establish historic landmarks designation for the chapel and storage building to allow retention of the original structure. The property is located west of the current rezoning site, on the south side of Fort Lowell Road, west of Beverly Avenue. On January 11, 1982, Mayor and Council adopted Ordinance No. 5496 effectuating the unconditional HR-1 zoning.

C9-81-91 Fort Lowell Historic District – Resident Artisan Amendment, R-1 to HR-1. This was a rezoning request by the Fort Lowell Historic District Advisory Board to allow the retail sale of goods produced on the premises by resident artisans throughout the entire district. The District was comprised of an area bounded by Fort Lowell Road, San Francisco Boulevard, Craycroft Road. On January 11, 1982, Mayor and Council adopted Ordinance No. 5495 effectuating the unconditional HR-1 zoning.

C9-01-06 Alley – Placita Del Mesquite SR & HSR to HRX-1. This was a rezoning request for 1.89 acres located 1,000 feet west of Craycroft Road, approximately 725 feet north of Fort Lowell Road for two residential structures. On October 23, 2001, Mayor and Council adopted Ordinance No. 9772 and on March 20, 2006, building permit #T05CM04248 was issued effectuating the requested zoning.

Applicant's Request – The applicant requests HR-1 zoning for a City owned parcel, 5.5 acres in size, and to amend the boundaries of the Fort Lowell Historic District to incorporate the property into the larger Fort Lowell Historic Park, which is also owned and operated by the City.

Planning Considerations - The *Old Fort Lowell Neighborhood Plan (OFLNP)* recognizes that this Neighborhood is rich in cultural and historical attributes, and has long been recognized as an important resource area. Consequently, the *OFLNP* provides relevant policy guidance for the preservation of the natural, historic, and human resources of this area, while accommodating the development needs of a growing community.

The *OFLNP* requires that prior to public hearings for rezoning requests, the applicant consult with the Old Fort Lowell Neighborhood Association. And any rezoning must preserve and enhance the traditional character as well as the historical resources of the neighborhood. The *OFLNP* also

promotes the use of all applicable historic district ordinances to preserve and protect areas, which include historic sites and structures. Likewise, the Transportation policies of the *OFLNP* recommend preserving the historic and scenic character of Fort Lowell Road.

The *General Plan* promotes the preservation and enhancement of Tucson's natural setting, urban form, and community image through such policies as cultural heritage districts that raise community awareness and pride in Tucson's history and traditions. The *General Plan* fosters the identification, evaluation, and protection of the community's historic and archaeological resources through the expansion of Tucson's existing historic districts and landmark areas.

Both the *Old Fort Lowell Neighborhood Plan* and the *General Plan* recognize and encourage the preservation of Tucson's cultural heritage, which includes archaeology, architecture, and the expansion of historic and resource area designations.

Design Considerations

Background – The rezoning site includes a portion of a prehistoric archaeological site known as the Hardy site, which was a large community occupied by the Hohokam people between 700 AD and 122 AD. Little is known about the area history following the disappearance of the Hohokam peoples until the end of the late 17th century when Spanish explorers and settlers arrived in the area. Following Mexico's independence from Spain in 1821, Mexican settlers continued farming, ranching and mining activities in the area.

In the 1870's a portion of the Camp Lowell Army Post was developed, with three officers' quarters, kitchens and privies, Cottonwood Lane, the adjutant's office, a bake house, a guard house and parade grounds. The camp was called Fort Lowell in 1879. Between 1873 and 1891, the Fort served as supply depot for other military posts in southern and central Arizona. After the post was abandoned in 1891, the site was used as a tuberculosis sanitarium beginning in 1905.

In 1928, the Adkins family purchased the property and two residences were constructed in 1930. The Adkins ran a steel and tank manufacturing company from 1934 to 2006. The manufacturing operations performed at the site caused approximately two acres to be contaminated by polynuclear aromatic hydrocarbons and metals.

The City of Tucson acquired the Adkins parcel in 2006, through a land swap with a private developer for the purpose of preserving the historic resources and incorporating this site into the larger Fort Lowell Historic Park. The Adkins parcel contains the best-preserved Officer's Quarters, including largely intact Officer's Quarters Three. The spatial relationship between officer's quarters is partially decipherable because the walls of Officer's Quarters Two and Three remain. Officer's Quarters Two also has a portion of its kitchen in tact.

The acquisition of this parcel brings the majority of the original Fort Lowell into City ownership. Since the parcel was acquired, site clean up, and the inventory and emergency stabilization of

historic resources has occurred. By amending the City of Tucson Fort Lowell Historic District boundaries to include the rezoning site, the historical nature of this site can be preserved and protected for Tucsonans to enjoy. Extending the Historical District boundaries will also help to preserve the historic and scenic character of Fort Lowell Road.

Land Use Compatibility - The rezoning site is surrounded by properties that are part of the City of Tucson's Fort Lowell Historic District. Properties to the north, northeast, west and southwest are developed with single-family residential uses and comprised of parcels zoned, HR-1 and HRX-2 to the north and northeast, and HR-1 to the west and southwest. Fort Lowell Park, directly to the east across Craycroft Road, is zoned HRX-2. The property to the south, across San Francisco Boulevard, is developed with a church and apartments and is not part of the district.

The rezoning site has been secured with fencing, lighting, and a caretaker, but is currently unoccupied. The City applied for a grant to pay for the clean up of hazardous substances in the 2009 Fiscal Year. Currently, the City of Tucson is working with Pima County to develop a master plan for the Fort Lowell Park. The implementation of the master plan will include the restoration and interpretation of its historic structures and archaeological resources. There are no immediate plans for a change of use or new development for this site at this time.

Drainage/Grading/Vegetation – The rezoning site does not lie within a FEMA or locally mapped floodplain. However, the southwest corner of the most southern parcel (Parcel 110-09-0359) of the rezoning site may be within the regulatory floodplain of an unnamed wash. Staff recommends that before any construction activity occurs on the site, the Office of Conservation and Sustainable Development be consulted to discuss potential encroachment within the regulated area. The site does not lie within a balanced or critical basin and therefore, detention is not required. It is unlikely that the requested HR-1 zoning would trigger threshold retention requirements.

Road Improvements/Vehicular Access/Circulation – The rezoning site is located south of Fort Lowell Road, on the west side of Craycroft Road, north of San Francisco Boulevard. Craycroft Road is identified on the *Major Streets and Routes Plan* map as an arterial roadway with a future right-of-way of 120 feet. Existing rights-of-way vary from 95 feet at San Francisco Boulevard to 115 feet at Fort Lowell Road. Both Fort Lowell Road and San Francisco Boulevard are considered local streets in the vicinity of the rezoning site. No road or circulation improvements or vehicular access are planned as part of the rezoning request.

Land Use Code Criteria - Section 2.8.8.3 A. of the *Land Use Code* requires that certain criteria be examined in determining whether the boundaries of an existing historic district will change.

2.8.8.3 Establishment and Amendment to Historic Districts.

- A. *Criteria for Establishing and Amending Historic Districts.* In determining if an area, neighborhood, or district shall be established as a historic district, whether boundaries of an existing district shall be changed or the district dissolved the following criteria shall be examined.

1. *A historic district shall include historic sites or structures, as defined in Sec. 6.2.8.*

The rezoning site includes a portion of a prehistoric archaeological site known as the Hardy site, which was a large community occupied by the Hohokam people between 700 AD and 122 AD. In the 1870's the site was developed as a portion of the Camp Lowell Army Post. Between 1873 and 1891, the Fort served as supply depot for other military posts in southern and central Arizona. The post was built during the Territorial period (1854-1912), a significant period of Tucson's history.

2. *A historic district should include a group of related sites, buildings, and structures in their original setting which contribute to an understanding of the heritage of the community.*

The portion of the Camp Lowell Army Post developed on the rezoning site in the 1870's includes, three officers' quarters, kitchens and privies, Cottonwood Lane, the adjutant's office, a bake house, a guard house and parade grounds. In 1978, the adobe officers' quarters structure was placed on the National Register of Historic Places. Other Fort structures located immediately north and northeast of the rezoning site have also been placed on the National Register of Historic Places. Incorporating the rezoning site into the Fort Lowell District will complete the assembly of parcels associated with the Fort.

3. *The group of structures, buildings, or sites should provide the area with a sense of uniqueness, and it should be readily distinguishable from other areas of the community.*

The rezoning site includes resources from several periods, including the Fort Period. Structures on the Adkins parcel include three officer's quarters, the Adkins residence, Adkins Steel Fabrication Shed and a former adobe residence (RC Magor Residence). Portions of the three western-most original officer's quarters remain. There are also two buildings and a number of site structures and objects from the Adkins Period. Underlying these later occupations are the prehistoric archaeological remains of the Hohokam.

4. *There should be a sufficient number of structures of related or similar characteristics to make a recognizable entity.*

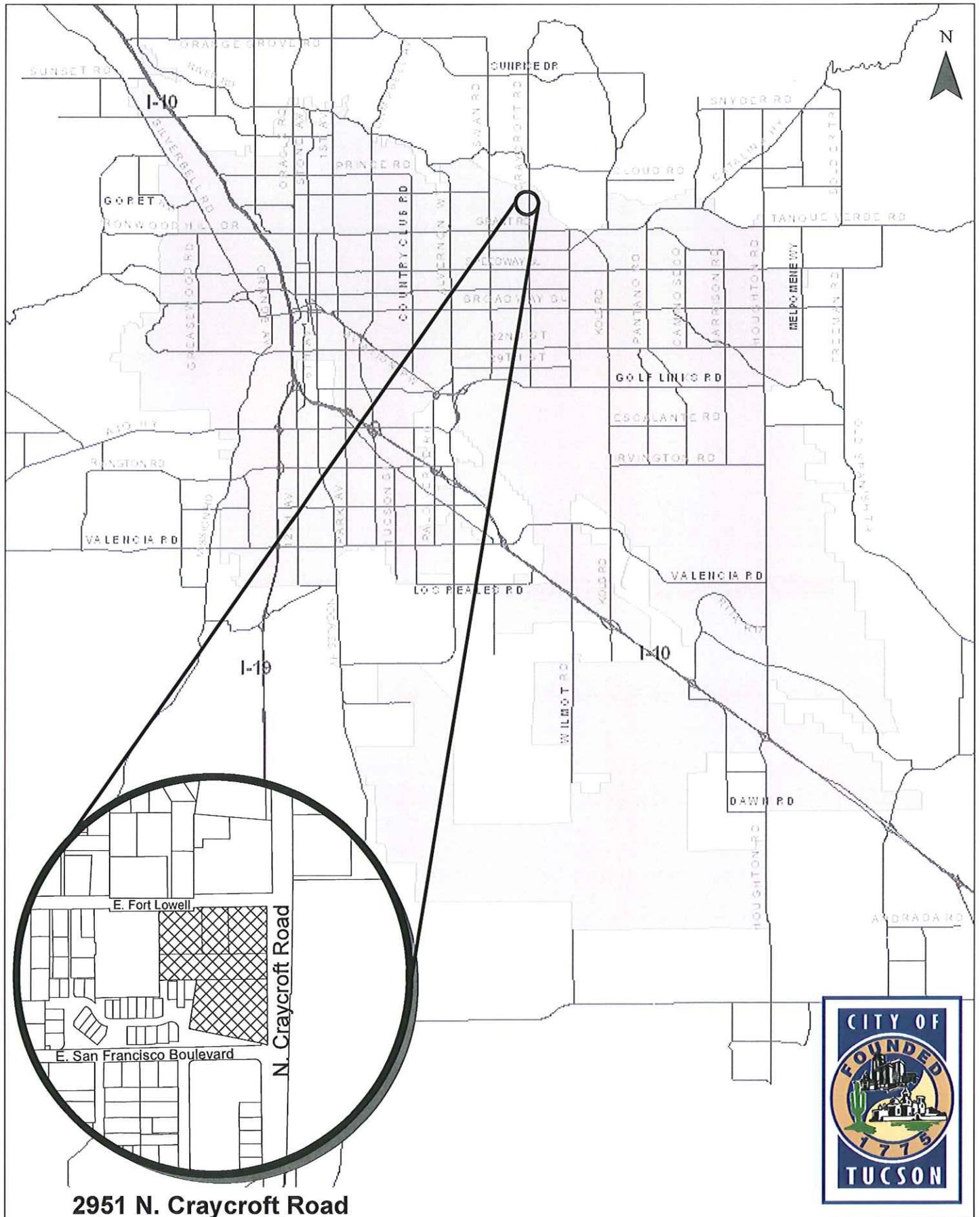
The Adkins parcel contains the best-preserved officers' quarters, including largely intact Officer's Quarters Three. The spatial relationship between Officer's Quarters is partially decipherable because the walls of Officer's Quarters Two and Three remain. Officer's Quarters Two also has a portion of its kitchen in tact.

The Hardy/Donaldson site, located just north of Fort Lowell Park on the east side of Craycroft Road, has several Fort structures, as well as more recent buildings from the post-fort era.

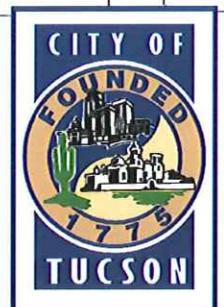
The requested rezoning is meets the *Land Use Code* criteria for amending an existing historic district's boundaries and therefore, HR-1 zoning is appropriate.

Conclusion – The proposed rezoning from R-1 to HR-1 is consistent with and supported by the policy direction provided in the *General Plan* and the *Old Fort Lowell Neighborhood Plan*. The requested rezoning will amend the boundaries of the locally designated Fort Lowell Historic District to include the historic Adkins parcel. The inclusion of the Adkins property will provide an opportunity for a larger scaled restoration and interpretation of the historic structures and archaeological resources. The rezoning requested underscores the City of Tucson's commitment to preserve and protect its cultural heritage. The requested HR-1 zoning is appropriate because the rezoning meets the *Land Use Code* criteria for amending the historic district boundaries.

C9-08-18 Fort Lowell - Craycroft Road

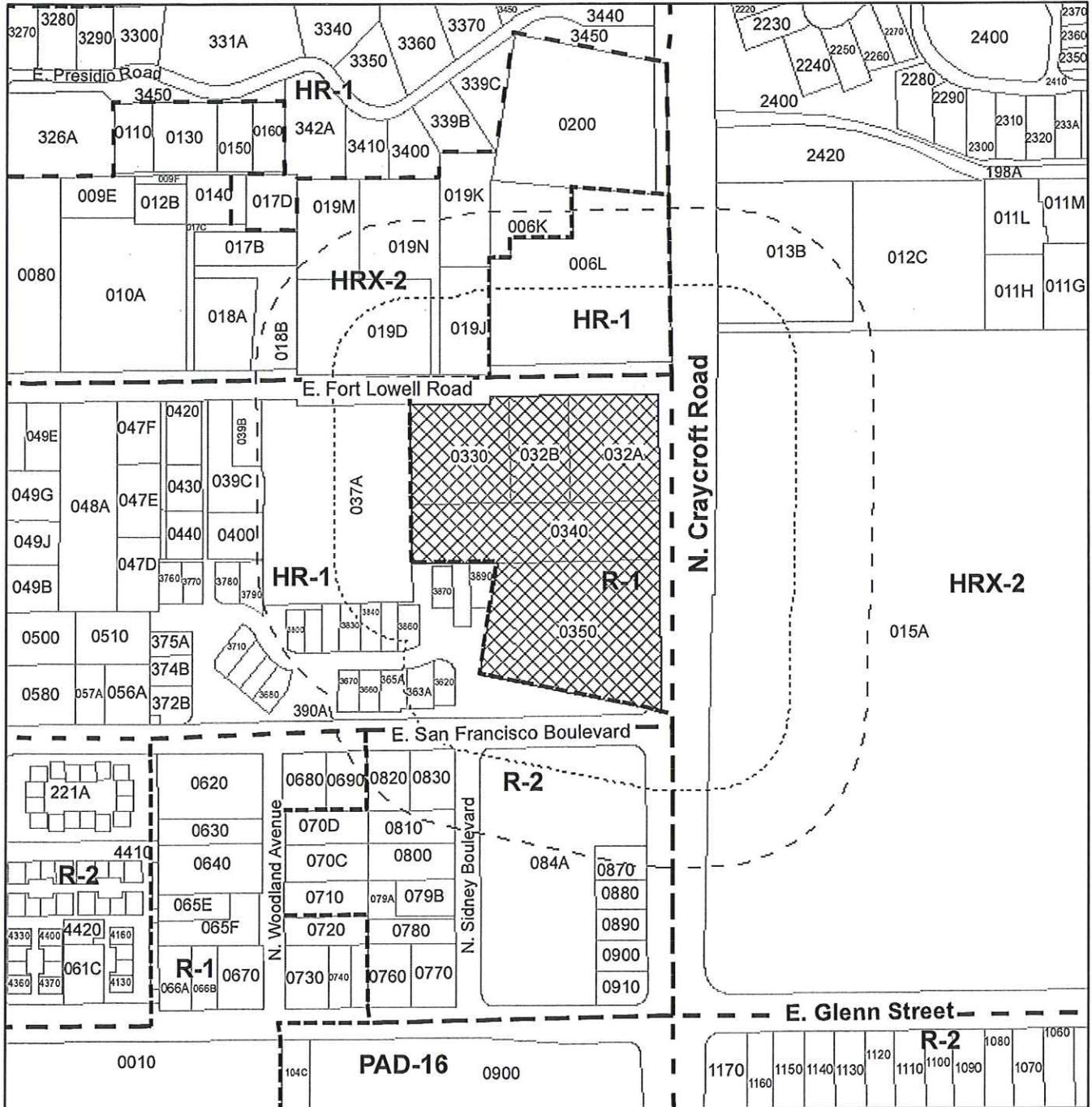


2951 N. Craycroft Road



C9-08-18 Fort Lowell - Craycroft Road

Rezoning Request: from R-1 to HR-1



0 150 300 Feet

1 inch = 300 feet



Area of Rezoning Request



Protest Area (150 foot radius)



Notification Area (300 foot radius)



Zone Boundaries

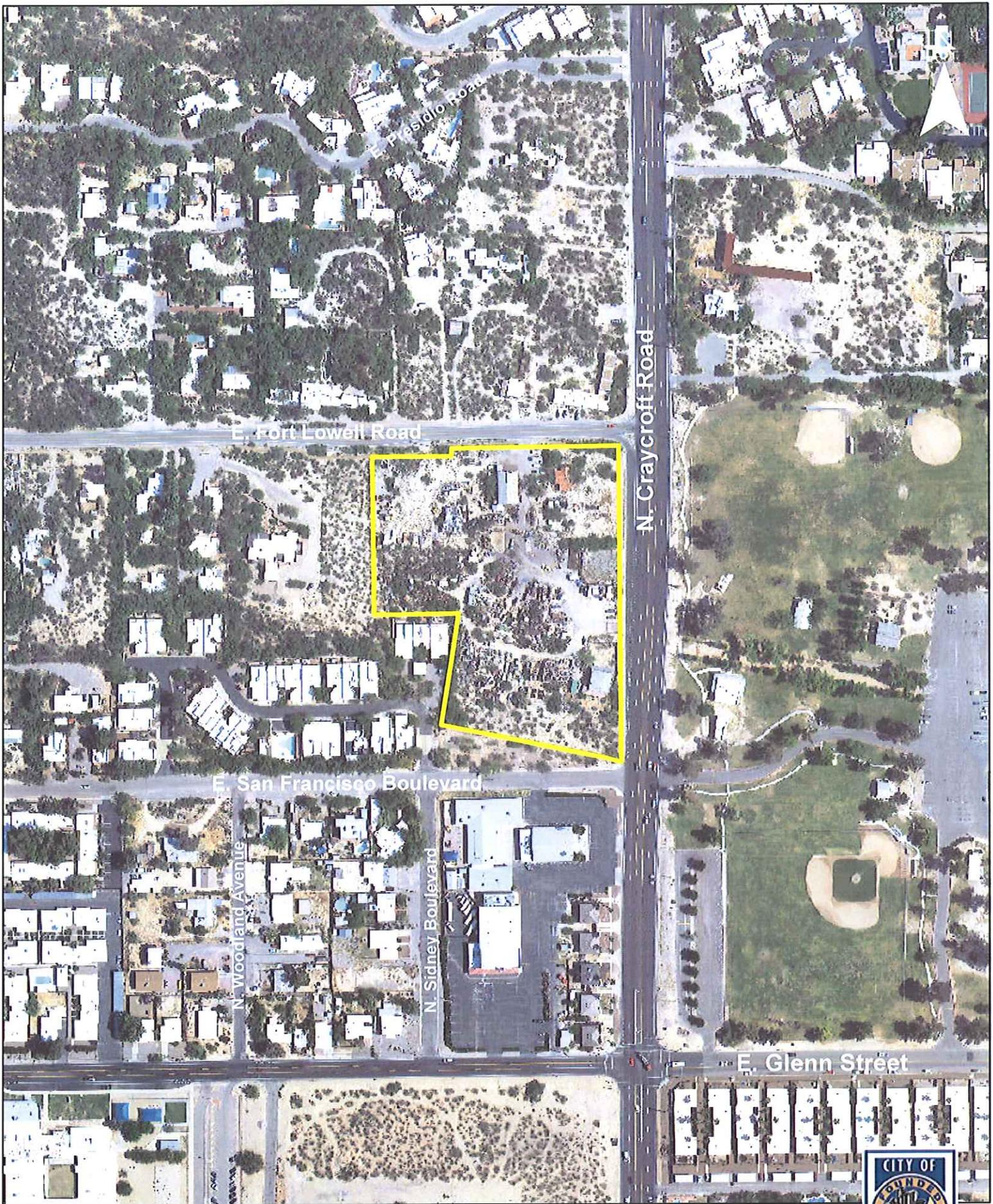
Neighborhood, Area Plan(s): Old Fort Lowell Neighborhood Plan

Address: 2951 N. Craycroft Road

Base Maps: Sec.35 T.13 R.14

Ward: 2





C9-08-18 Fort Lowell - Craycroft Road
2005 Aerial

