



Smart Growth Focus Area *Historic Preservation Element*

Prepared for the Historic Preservation Policy Work Group Meeting - August 29, 2011, by the Plan Tucson Team, Planning and Community Development Division, City of Tucson Housing and Community Development Department.

Note: This working document may be refined as Plan Tucson proceeds and additional information and input is obtained.

I. Introduction

This working document presents background information on historic preservation in Tucson with the objective of providing a basic foundation for the discussion of historic preservation policies for inclusion in Plan Tucson, the City of Tucson's new General Plan now underway.

II. The Basics

In this working document for the historic preservation element of Plan Tucson, several related terms and concepts are used. The National Park Service defines *historic preservation* as:

... deciding what's important, figuring out how to protect it, and passing along an appreciation for what was saved to the next generation.

Heritage refers to the legacy inherited from past generations. Aspects of a community's heritage have cultural value, and can be considered *heritage resources*. The Santa Cruz Valley Heritage Alliance further defines heritage resources as follows:

- Tangible = material culture, such as historic buildings, monuments, archaeological sites, landscapes, books, art, artifacts
- Intangible = non-material culture, such as folklore, traditions, language, music, knowledge
- Natural = culturally-significant landscapes, biodiversity

The field of historic preservation focuses on tangible heritage, and treats historic buildings, districts, sites of important events, objects, other structures, and archaeological sites as *cultural resources* which may be eligible for formal designation as *historic*. The national criteria for historic designation, developed by the National Register of Historic Places, require that a cultural resource must: 1.) be at least 50 years old, 2.) possess historical significance, and 3.) retain sufficient integrity (i.e., have not been altered too greatly or irreversibly). Historic significance is defined at the local, State, and/or National levels.

III. Required Historic Preservation

The City of Tucson (COT) is required to comply with legislated mandates related to historic, archaeological, and natural resources (see Table 1.). Federal laws enacted since the early 1900s require that federal properties and projects, and federally-funded projects by other entities, are subject to reviews, clearances, and permitting to ensure that impacts on valuable cultural resources are identified and mitigated. The State of Arizona, Pima County, and COT have similar regulations requiring consideration of impacts of projects on cultural resources, and processes for minimizing or mitigating those impacts.



Table 1. Cultural Resources Preservation Laws that Apply to the City of Tucson

	Title	Purpose/Description
FEDERAL	1966 National Historic Preservation Act (NHPA)	Apply to all Federal programs, projects, federally-funded undertakings. Links between regulations cause secondary compliance requirements. For example, Section 4(f) of the Highway Act and Section 404 of the Clean Water Act require compliance with Section 106 of the NHPA.
	1968 Federal-Aid Highway Act	
	1969 National Environmental Protection Act (NEPA)	
	1972 Clean Water Act (CWA)	
	1979 Archaeological Resources Protection Act (ARPA)	Applies to management of Federal lands, and any trafficking violating state/local law
	1990 Native American Graves Protection & Repatriation Act (NAGPRA)	Protects Native American burial grounds and sacred funerary objects
STATE of AZ	1960 Arizona Antiquities Act (<i>ARS § 41-841 through 41-845</i>)	Applies to management of lands owned by State, County, or Local government (all subdivisions of the State)
	1982 State Historic Preservation Act (<i>ARS § 41-862 through 41-864</i>)	Applies to management of state land
	1990 Arizona Burial Acts (<i>ARS § 41-844 and § 41-865</i>)	Applies to all human burials at least 50 years old and associated grave goods located on state (<i>§ 41-844</i>) or private lands (<i>§41-865</i>).
PIMA CO.	Cultural Resources Protection Resolution 1983-104	Resolution/Policy – Requires that all County activities protect cultural resources and mitigate projects impacts
	Rezoning Procedures	Zoning Code – Require mitigation of impacts on cultural resources
	Grading Ordinance	
County Right-of-Way Use Permit	(State Antiquities Act) – Requires mitigation of impacts on cultural resources	
CITY OF TUCSON	Historic Preservation Zones	Land Use Code – Protects HPZ historic districts or Historic Landmarks (Preface "H" added to the assigned residential, office, commercial, or industrial zone designation, i.e., R-1 becomes HR-1)
	Neighborhood Preservation Zones	Land Use Code – Allows NPZs and design guidelines to be established. (Preface "N" added to assigned zoning designation, i.e., R-1 becomes NR-1)
	Archaeological Sensitivity Zones	Identifies areas where archaeological resources exist; Projects disturbing underground resources require an on-site archaeological monitor
	City Historic Landmarks	Land Use Code – Designates landmarks through Ordinance
	Rezoning	Land Use Code – COT can require mitigation of impacts on cultural resources as part of rezoning process
	Demolition Permits	Building Code – Requires architectural documentation of historic buildings prior to demolition
	Historic Landmark Signs	Sign Code – Allows eligible non-compliant signs to be voluntarily designated, listed on an official City Register, have options for repair and reuse, and expanded sign area allowance
	City Right-of-Way Excavation Permits	City Code – Requires monitoring of impacts on cultural resources and their documentation
	Public Works Projects (City-funded)	Administrative Directive – Requires cultural resources clearances
City Property Acquisitions/Sales	Administrative Directive – Requires cultural resources clearances	

COT is a Certified Local Government (CLG) designated by the National Park Service and the Arizona State Historic Preservation Office. This designation gives the COT Historic Preservation Officer authority to make determinations of eligibility for the National Register of Historic Places on HUD-funded projects. It also qualifies COT for certain state and federal preservation grants. To maintain this designation, the COT is required to have a Historic Preservation Officer responsible for ensuring compliance with historic preservation regulations and preparing annual reports. Other requirements for the CLG designation include a local historic preservation ordinance, a historical commission that includes certain types of experts, and a review process for compliance with the local preservation ordinance. Reports and planning documents prepared by other agencies and requiring review, comments, and approvals related to historic resource preservation by the City are directed to the Historic Preservation Officer.

IV. Tucson's Historic Preservation Initiatives & Tools

Local initiatives in the preservation of Tucson's shared heritage can be community-driven, such as efforts to nominate neighborhoods for designation as National Register historic districts and individual buildings as City Historic Landmarks; updating City Codes to reflect changing community awareness and priorities regarding cultural resources; and, identifying and supporting preservation projects for City and County funding.

City staff often assists with community-driven preservation efforts, and initiates some themselves. These staff-driven efforts include: amending City Codes and streamlining regulatory processes to encourage and facilitate preservation; providing and improving access to information through public outreach, publications, and online resources to increase awareness of the variety and value of cultural resources in our community; and, seeking funding for preserving historic community landmarks and required documentation for historic designations.

Tools that aid in COT preservation efforts include (see also Table 1):

- Certified Local Government designation since 1990 – Gives COT Historic Preservation Officer authority to make determinations of eligibility for National Register of Historic Places for certain federally-funded programs; makes COT eligible for certain State and Federal preservation grants.
- National Register Designations – Tucson currently has 26 designated historic districts listed on the National Register of Historic Places, and 5 pending districts in the nomination phase. More than 75 properties are individually listed on the National Register.
- Tax Credits – Contributing properties to districts and individually listed properties are eligible for Federal and State tax credits.
- Online Maps and Information – The Historic Preservation Office maintains a comprehensive map of historic resources in the city for the public and City staff. Documentation for every National Register Historic District, current initiatives and announcements, and other resources are available on the COT Preservation web page: cms3.tucsonaz.gov/preservation.
- Historic Preservation Zones (HPZs) – Zoning overlays created by a 1972 ordinance designate 6 HPZs and the downtown area, requiring compliance with specific design guidelines and Secretary of Interior Standards for building alterations and new construction. Reviews of proposed building plans involve HPZ Advisory Boards, the Historical Commission, and the City's Planning Director.

- Neighborhood Preservation Zones (NPZs) – Zoning overlays enabled by a 2008 ordinance, and linked to National Register districts. Requires that new residential construction be compatible with surrounding historic residential buildings, in accordance with design guidelines.
- Archaeological Sensitivity Zones – Identifies areas of highly significant archaeological sites. Projects involving excavations in City Right-of-Ways may require an on-site archaeological monitor.
- City Historic Landmarks – Land Use Code provides a procedure for rezoning properties to receive COT Historic Landmark designation. Such a designation requires compliance with specific design guidelines and Secretary of Interior Standards for building alterations. Reviews of proposed building plans involve the Historical Commission and the City’s Planning Director.
- Historic Landmark Signs (HLS) – An amendment to Tucson’s Sign Code in 2011 allowing previously non-compliant signs a way to become legal, if designated as HLS. Owners of signs meeting certain criteria may be eligible for COT designation as a Historic Landmark Sign (HLS), providing them with options to repair, restore, adaptively reuse, and/or relocate the sign.
- Rezoning and Permitting Requirements – Identification and documentation of cultural resources is required for rezonings and permits for work in City Right-of-Ways. Architectural documentation of historic buildings is required for demolition permits.
- Internal City Procedures and Directives:
 - *Public Works Projects* – Since 1983, cultural resources clearances are required for COT-funded public works projects.
 - *Property Acquisitions/Sales* – Since 1994, when COT acquires properties, they are assessed to identify cultural resources and clearances are required before development. Sales of properties containing cultural resources are conditional on clearance of the properties prior to construction and development.
 - *Management of City Assets* – COT owns a variety of cultural resources, many listed on the National Register, and manages them according to national standards for preservation.

V. Agencies & Organizations Involved in Historic Preservation

There are many partners working together to preserve Tucson’s unique heritage, culture, and archaeological resources (see Table 2). The partnerships involve public and private agencies representing perspectives at the local, regional, State, Federal and national levels. Each partner plays a role in a spectrum of activities that result in the preservation of Tucson’s heritage assets.

Table 2. Partners in Tucson’s Historic and Cultural Resources Preservation

Private & Non-Profit Sectors	Public Sector (Primary Agencies)
<ul style="list-style-type: none"> - Cultural and historical experts: Historians, archaeologists - Historic preservation advocates & professionals: foundations, architects, landscape architects, real estate and land developers, construction contractors, individuals - Property owners: individuals, businesses, Historic District leaders, Neighborhood Association leaders 	<ul style="list-style-type: none"> - Federal: Advisory Council on Historic Preservation, National Park Service, Keeper of the National Register of Historic Places - State of Arizona: Arizona State Parks Department/State Historic Preservation Office, Arizona State Museum - Pima County: Pima County Administrator’s Office of Conservation and Sustainability/Cultural Resources & Historic Preservation Division - City of Tucson: Housing & Community Development Department/ Tucson Historic Preservation Office

The **City of Tucson (COT)** has multiple roles in historic preservation. COT has a professional staff to ensure compliance with Federal, State, and local regulations and policies, and is required to have a Historic Preservation Officer to maintain its Certified Local Government designation. **Tucson’s Historic Preservation Office (THPO)**, located in the City’s **Housing and Community Development Department**, is managed by the City’s Historic Preservation Officer, and is responsible for:

- Working closely with all City departments to assess, document, and appropriately treat significant archaeological sites and historic buildings affected by City projects
- Working with the Tucson-Pima County Historical Commission to review proposed exterior alterations to historic buildings
- Jointly administering Pima County Historic Preservation Bond projects within the City
- Identifying funding for, and assisting with the oversight of, emergency repair and restoration projects for significant historic resources
- Regulating development through codes, reviews, and permits
- General planning and policy development
- Providing information and training on historic preservation laws, compliance procedures, rehabilitation standards, and financial incentives
- Managing and maintaining Geographic Information Systems (GIS) data for mapping historic resources
- Assisting with National Register nominations for neighborhoods and property owners that meet certain criteria
- Conducting educational outreach to strengthen community appreciation of Tucson’s rich heritage and historic resources through various media, including presentations, online web site, and web-based historic maps
- Managing community cultural resources (see Table 3)

Table 3. City-owned and Managed Cultural Resources

Cultural Resources Owned and/or Managed by City of Tucson
26 National Register Historic Districts with 6,513 contributing properties
75 properties individually listed on the National Register of Historic Places
6 local Historic Preservation Zones
2 local Neighborhood Preservation Zones
+500 archaeological sites within the City limits
+500 archaeological sites outside of the City limits on city-owned parcels
Numerous City-owned historic properties – examples include: <ul style="list-style-type: none"> ● Fort Lowell ● El Con Water Tower ● Train Depot ● Temple of Music and Art ● Steinfeld Warehouse ● Water Plant No. 1 ● El Tiradito Shrine ● USGS Magnetic Observatory ● Tucson Children’s Museum ● Vista del Rio and Julian Wash cultural resource parks ● Presidio San Agustín del Tucson

The **COT Planning and Development Services Department** oversees the development and permitting process for projects within the City limits, and enforces the codes that regulate development, design review, and rezoning requests. It provides staff support to the Tucson-Pima County Historical Commission.

COT, through its **Real Estate Division**, buys and sells real properties, including developed and vacant lands. Internal policy requires that each new acquisition is assessed for the presence of cultural resources, and that any City-owned historic properties that are sold are protected.

Tucson’s Historic Preservation Office staff works with a number of City departments on a regular basis because the nature of the projects managed by those departments might impact historic and archaeological resources. These departments include the **Housing and Community Development** (housing projects; code enforcement), **Parks and Recreation Department** (historic and archaeological resources in parks and other public areas), **Tucson Water and Environmental Services** (public works projects), **Tucson Department of Transportation** (roadway projects; permitting excavations in public Right-of-Ways), and **General Services Department** (management and maintenance of City-owned buildings).

Tucson’s Historic Preservation Office staff also works with the **Downtown Tucson Partnership** on managing the Downtown Façade Improvement Grant Program.

City of Tucson Boards and Commissions with a direct role in historic preservation policy and programs are:

- Tucson-Pima County Historical Commission (TPCHC)
- Historic Zone Advisory Boards
- Planning Commission (PC)

VI. Historic Preservation Effects & Trends

Comparative research and analysis identifies some consistent, recurring patterns associated with preservation activities and efforts. This section summarizes selected effects and trends and some relevant quotes in an effort to stimulate discussions regarding historic preservation policies. The information is broken into several themes: a.) property values and taxes; b.) social capital; c.) economic development; d.) the environment; and e.) sustainable development.

A. Property Values and Taxes – Property values and property tax levels are among the most frequently measured factors in analyses of the long-term effects of historic designation. Other factors that have been examined include relative stability of residence and responses of historic property values during real estate market fluctuations.

- *Increased Property Values* – A 2007 report prepared by Tucson’s Historic Preservation Officer summarizes comparative studies on the effects of historic district designations on property values over time in Tucson and throughout the U.S. A 2004 study of 13 National Register Historic Districts in Tucson found that, compared to properties in similar, undesignated neighborhoods, properties located within a National Register District added an average of 5.9% to the assessed value, and that location within a City Historic Preservation Zone added an additional 6.9% in value. Data in 14 other studies of other parts of the U.S. also show a clear correlation between historic designation of neighborhoods and increasing property values over time.

“[Throughout the U.S.,] historic district designation typically increases residential property values by 5-35% per decade over the values in similar, undesignated neighborhoods.” – Mabry, 2007

- *Property Value Stability* – Analysis shows that the values of historic properties tend to be insulated from wild swings in the real estate market. A historic district designation increases investor confidence in the long-term values of historic properties and the anticipated continuity of the neighborhood’s character over time.
- *Neighborhood Stabilization* – Data shows that historic district designation promotes increased levels of home ownership and longer duration of residence by both homeowners and renters. There is also less “flipping” of real estate because of relatively stable property values.
- *Tax Incentives* – For private owners of historic properties, the State of Arizona and the IRS provide tax breaks for residential and commercial historic properties. Participation in the State “historic tax credit” program reduces annual property taxes ~50% for *owner-occupants of historic residential properties*.

Data shows that enrollment in this State program also increases property values. A 2004 study showed that, in addition to assessed property value increases associated with locations within National Register Historic Districts (+5.9%) and City Historic Preservation Zones (+12.8%), *historic residential properties* enrolled in the State Historic Property Tax Reclassification Program realized an average additional increase of 12.8% in assessed value (total increases of 18.7% to 25.6%).

Another State historic tax credit applies to improvements to *income properties* with historic designation, assessing the improvements at only 1% of full value over a period of 10 years.

- *Tax Revenues* – Activating historic properties or giving them a new use through adaptive reuse provides municipal tax revenues through building activities and commerce. Higher property values of buildings with historic designation also increase property tax revenues for local jurisdictions.

B. Social Capital – Social effects and trends encompass the ways in which individuals interact within their communities, and with their historic and cultural environments. In many ways, this category relates to ‘Quality of Life’ issues. Research in this area is not definitive and more analysis would be helpful. However, the connections included here generally indicate a correlation between historic preservation and people’s perceptions of their sense of place, community continuity, and cultural value.

"The historic city has become a finite resource, and urban preservation has become a matter of saving not just important individual structures but of saving the special character of whole cityscapes, of the way their parts were woven together in a comprehensible visage that marked the distinctiveness of old urban cultures in a world that in many aspects began to evolve toward global cultural conformity... Conserving the distinctive qualities of old cities makes them identifiable – as places, societies, and cultures – even though anonymous modern agglomerations may build up around them." – Tung, 2001

- *Connection to a Community’s Past* – The presence of historic resources in a community provides a visible connection between the present and the past. These tangible representations of history and culture are valued because they convey the evolution and continuity of the community over generations.

- *Preservation of Community Diversity* – In addition to conveying a community’s history, cultural resources provide insights into the cultural practices, beliefs, and lifestyles of previous inhabitants. Preserving these cultural resources preserves a record of cultural diversity.

“... to demolish the distinctive neighborhoods that characterize the world’s cities and replace with them uniform 21st-century settlements is analogous to cutting down a rain forest and replacing it with pasture or monocrop tillage. It reduces cultural diversity and increases entropy.” – Keene, 2003

- *Civic Engagement* – Designated historic districts tend to have higher rates of participation in neighborhood associations and publicly-funded project planning. Data also point to increased involvement in taking care of shared public spaces.

C. Economic Development – Much research conducted on the long-term effects of historic preservation focuses on economic impacts. Many studies show that rehabilitation of historic buildings generates higher wage jobs than new construction, increases municipal revenues, supports growth in tourism, and can spur revitalization of a depressed area. Economic development based on a community’s heritage resources helps grow the local economy through *heritage-based economic development*. Because these resources are unique to a community and distinguish it from other places, their preservation increases quality of life for residents and attracts tourists seeking authentic experiences. Rehabilitations of historic buildings tend to increase during economic downturns. Such activities increase the economic sustainability of a community.

“...the economic impacts of preservation . . . are greater and more far-reaching than first imagined. Preservation does not operate within its own isolated sphere, but touches many areas of the local economy, and affects different sectors of community life. It touches finance, real estate, and government. It affects retail, employment, and tourism. It impacts the mayor, the merchant, and the homeowner.” – Rypkema, 2005

- *Job Creation* – Data shows that, dollar for dollar, historic preservation is one of the highest job-generating economic development options available. The jobs created extend beyond construction and the trades to service providers, such as engineers, architects, attorneys, accountants, and preservationists. Historic preservation also creates more jobs than the same amount of new construction.
- *Multiplier Effect* – The federal Advisory Council on Historic Preservation identifies a number of secondary community benefits from historic preservation activities, which include: new businesses formed, private investment stimulated, tourism stimulated, increased property values, enhanced quality of life, new jobs created, compatible land use patterns, increased property and sales taxes, and pockets of deterioration diluted.
- *Higher wage jobs* – Historic preservation requires specialized skills, and generates higher-wage employment. It also attracts highly-skilled workers into a community to live.

“Historic buildings help to create visually rich and diverse cities, and help create the qualities that attract a ‘creative’ workforce.” – Frey, 2007

- *Counter-Cyclical to Economic Downturns* – Historic preservation projects are often modest in scale, and thus are affordable when larger scale projects are not. This counter-cyclical activity helps stabilize the local economy during an economic downturn, and supports sustainable, resilient economic growth.

- *Heritage Tourism* and nature tourism are major drivers of tourism in southern Arizona. Research analyzed by the Metropolitan Tucson Convention & Visitors Bureau (MTCVB) identifies “Heritage and Culture” as one of seven key factors that influence travelers to choose Southern Arizona as a destination. Culture and heritage travelers make an average of 5 trips per year, vs. 4 trips for non-heritage travelers, and spend an average of \$994 per trip vs. \$611 spent by non-heritage travelers (McCormick, 2010).

“More than 65 percent of cultural heritage travelers seek experiences where the destination, its buildings, and natural surroundings have retained their historical character.” – MTCVB, 2011

- *Revitalization* – Bringing vacant historic commercial buildings back to life through adaptive reuse adds to the critical mass required for revitalizing downtowns and other commercial districts. They are also transformed into tax-generating assets for local governments.

D. The Environment – Preservation of historic structures and landscapes positively affects the natural environment in many ways. Compared to new development, preservation of existing buildings reduces the energy use, construction materials, sprawl, landfill waste, and infrastructure costs for our cities. Maintaining or adaptively reusing existing buildings is fundamental to environmental sustainability.

"Urban rehabilitation often needs half as much energy, materials, and capital as building anew. Preservation thus promises ecological thrift along with heritage and environmental felicity." – Lowenthal, 1985

As Table 4 illustrates, comparison shows that buildings constructed in recent decades are not necessarily more energy efficient than older buildings. Some examples of the environmental benefits include:

- Conserving the embodied energy of each building (i.e., the energy used to build the structure originally)
- Reduced waste generation, materials sent to landfills, and demand for new materials
- Higher efficiencies achieved through re-using older buildings, which were constructed with materials that usually exceed our closely calculated modern minimum requirements; they are often stronger, roomier, warmer in winter, cooler in summer, and better insulated against noise and vibration than new buildings.
- Reduced urban sprawl by building in already developed areas
- Higher efficiencies achieved by using existing public infrastructure connections, as opposed to extending new infrastructure to undeveloped areas, which increases demand on new materials

Table 4. Operating Efficiency of U.S. Commercial Buildings (non-malls)

Average annual energy consumption Btu/sq.ft.	
Before 1920	80,127
1920-1945	90,234
1946-1959	80,198
1960-1969	90,976
1970-1979	94,968
1980-1989	100,077
1990-1999	88,834
2000-2003	79,703

Source: U.S. Energy Information Agency, 2003.

E. Sustainable Development – *Sustainable development* is a broad term, for which the most widely accepted definition is “development that meets the needs of the present without compromising the ability of future generations to meet their own needs” (Brundtland and WCED, 1987). This is an essential basis for *Smart Growth*, and historic preservation is integral in almost all of its 10 widely-used principles. Preservation and “green” retrofitting of historic buildings can be a driver for sustainable development and smart growth because they inherently reduce waste, save energy, conserve materials, utilize existing infrastructure, and compliment density. Arguably, a development model that does not include some degree of preservation is not sustainable.

1. **Sustainable development is crucial for economic competitiveness.**
2. **Sustainable development has more elements than just environmental responsibility.**
3. **“Green buildings” and sustainable development are not synonyms.**
4. **Historic preservation is, in and of itself, sustainable development.**
5. **Development without a historic preservation component is not sustainable.** - *Rypkema, 2007*

- *Urban Density and Preservation* – Increasing density without preservation and adaptive re-use undermines other principles of smart growth, while including these strategies supports economic development. For example, in the drive to increase urban density, small old buildings are being demolished and replaced with single structures covered with block-long, homogeneous, street-level facades. Alternatives such as retrofit, adaptive re-use, or small-scale compatible infill are not often considered by developers. However, smaller-scale old buildings attract unique local tenants, which are more likely to sell locally-made products or cultural content, employing higher-skilled and higher-paid labor. Also, local owners spend or invest their profits locally, instead of sending them out of the community. In an economic downturn, an area with a diversity of small businesses that can provide the sole source of livelihood for their owners is far more resilient than one that relies on a handful of national chains liable to cut costs by shuttering hundreds of stores at once.

"Old buildings are much more likely to attract the small local tenants that give a neighborhood its identity and provide the ‘unique value proposition’ (to use a well-worn marketing cliché) that attracts residents and tourists to shop there and businesses and residents to locate there... We need policies that recognize we can both increase density and preserve the fine urban grain that makes neighborhoods successful." – Hon, 2009

- *Green Building vs. Sustainable Development* - The concept of “green building” is focused more on new construction instead of reusing or increasing the energy-efficiency of existing buildings. Economic realities require a balance between new construction and the reuse of existing buildings. Tucson has a lot of older buildings that can be reused.

“The greenest building is the one that’s already built... We cannot *build* our way to sustainability; we must *conserve* our way to it.” – Elefante, 2007

- *Increasing Building Life Cycles* – Extending the useful life of an existing building stock is good business and smart resource management. Rehabilitation of an existing building is almost always more energy efficient than building a new one, even those with green, energy-efficient materials.

"Recent research indicates that even if 40% of the materials are recycled, it takes approximately 65 years for a green, energy-efficient new office building to recover the energy lost in demolishing [a comparable] existing building. And let's face it: Most new buildings aren't designed to last anywhere near 65 years." – Moe, 2008

- *Affordable Housing* – Historic buildings serve as a valuable source of affordable housing, and are often well-suited for affordable rehabilitation. Affordable housing is a key to achieving social equity.
- *Community Revitalization* – Preservation-based community revitalization, using the older built environment, improves the quality of life for residents of all income levels. Preservation can create and maintain affordable housing, generate jobs, retain existing businesses and attract new ones, increase civic participation, and foster a unique sense of place.

"Historic buildings are an important element in most community's quality of life criteria because it is those buildings that provide a sense of belonging, a sense of ownership, a sense of evolution - that sense of community that sustainable economic growth requires." – Rypkema, 1996

- *Green Retrofitting* – A significant portion of Tucson’s existing building stock is more than 50 years old. As Table 5 demonstrates, 35% of Tucson’s residential and commercial properties were built prior to 1961. Given the reality that our older buildings will not all be demolished and replaced in the near future, a sustainability challenge for our community is how to “green retrofit” these existing buildings to be more resource-conserving, cost efficient, and useful for another couple of decades or longer.

Table 5. Age of Existing Building Stock in Tucson, Arizona

Stock Type	Total Properties	# Built Prior to 1961	% of Total Properties
Residential (as of 2006)	233,561	83,805	<i>36% of residential stock</i>
Commercial (as of 2010)	25,471	6,342	<i>25% of commercial stock</i>
Subtotal	259,032	90,147	35%

VII. Current Historic Preservation Challenges & Opportunities

A preliminary list of the challenges and opportunities that exist for historic preservation was developed for discussion purposes for Plan Tucson and are included here in Table 6.

Table 6. Challenges and Opportunities for Historic Preservation in Tucson

Challenges	Opportunities
<ul style="list-style-type: none"> ■ Reduced dedicated funding, need for partnerships ■ Limited use of cultural heritage assets for the development of sense of place and social cohesion ■ Teardowns & incompatible infill in historic districts ■ Deterioration of historic properties through neglect ■ Poor public awareness of historic assets in Tucson ■ Regulations that hinder or discourage preservation ■ Aging historic building stock with poor energy efficiency ■ Lack of dedicated funding for maintenance of City-owned historic properties 	<ul style="list-style-type: none"> ■ Expand the use of cultural heritage assets in the economic and social fabric of the city, and to progress towards sustainable development ■ Mixed-disciplinary approach – urban design, social service, revitalization, cultural tourism ■ Partnerships to foster new business opportunities and innovation ■ Neighborhood Preservation Zones for compatible infill ■ Transfers of Development Rights for balanced development ■ HUD funding for stabilization of historic properties ■ Continue amendments of regulation to allow and incentivize preservation

VIII. Historic Preservation Indicators

The following are examples of measurable indicators that can help interpret the state of historic preservation in Tucson and are presented for consideration and discussion.

QUANTITY: General quantities of the following help gauge numbers and types of historic resources in the community, as well as trends in historic resources preserved.

- Number of new historic designations (districts, structures, signs, and landmarks)
- Number of historic buildings that get rehabilitated (grant-funded and privately-funded)
- Assessed property value trends
- Number of historic properties with tax credits/rehab credits
- Values of historic property tax credits issued
- Number of demolition permits issued for historic buildings
- Number of HPZ review cases involving “green retrofitting”

REGULATORY TOOLS: Regulations, ordinances, and designations help protect historic community assets, or mitigate impacts to them.

- Numbers of new protection tools adopted, including Neighborhood Preservation Zones, historic neighborhood design guidelines, preservation ordinances, and local Landmark designations
- Number of property owners participating in the State Historic Property Tax Reclassification Program

REVITALIZATION & REINVESTMENT: High concentrations of historic buildings exist in the downtown core. Measuring the impacts and effects of historic preservation in the revitalization of downtown Tucson might be achieved through the following indicators:

- Number of vacant historic spaces and deteriorated historic structures
- Number of building permits issued for historic building rehabilitation projects
- Changes in permit and tax revenues from rehabilitated historic properties
- Number of, and revenues generated by, businesses located in rehabilitated historic properties
- Numbers of start-up businesses, and new jobs created, located in rehabilitated historic properties
- Number of rehabilitated historic housing units
- Number of tourists, dollars and jobs generated – particularly for heritage tourism
- Dollars invested (private, public, other) in rehabilitating historic buildings

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