



Historic Preservation Element Working Group Meeting August 29, 2011



CITY OF TUCSON
Housing and
Community Development
Department

Today's Agenda

1:30 - 1:45 PM – Welcome and Introductions

1:45 - 2:05 PM – Presentation by staff

2:05 - 2:15 PM – Break

2:15 - 3:30 PM – Policy development exercise

Progress to Date

March – Public Participation Program

April – Six General Public Intro Meetings

May – Agencies & Organizations: Orientation

June – Agencies & Organizations: Principles

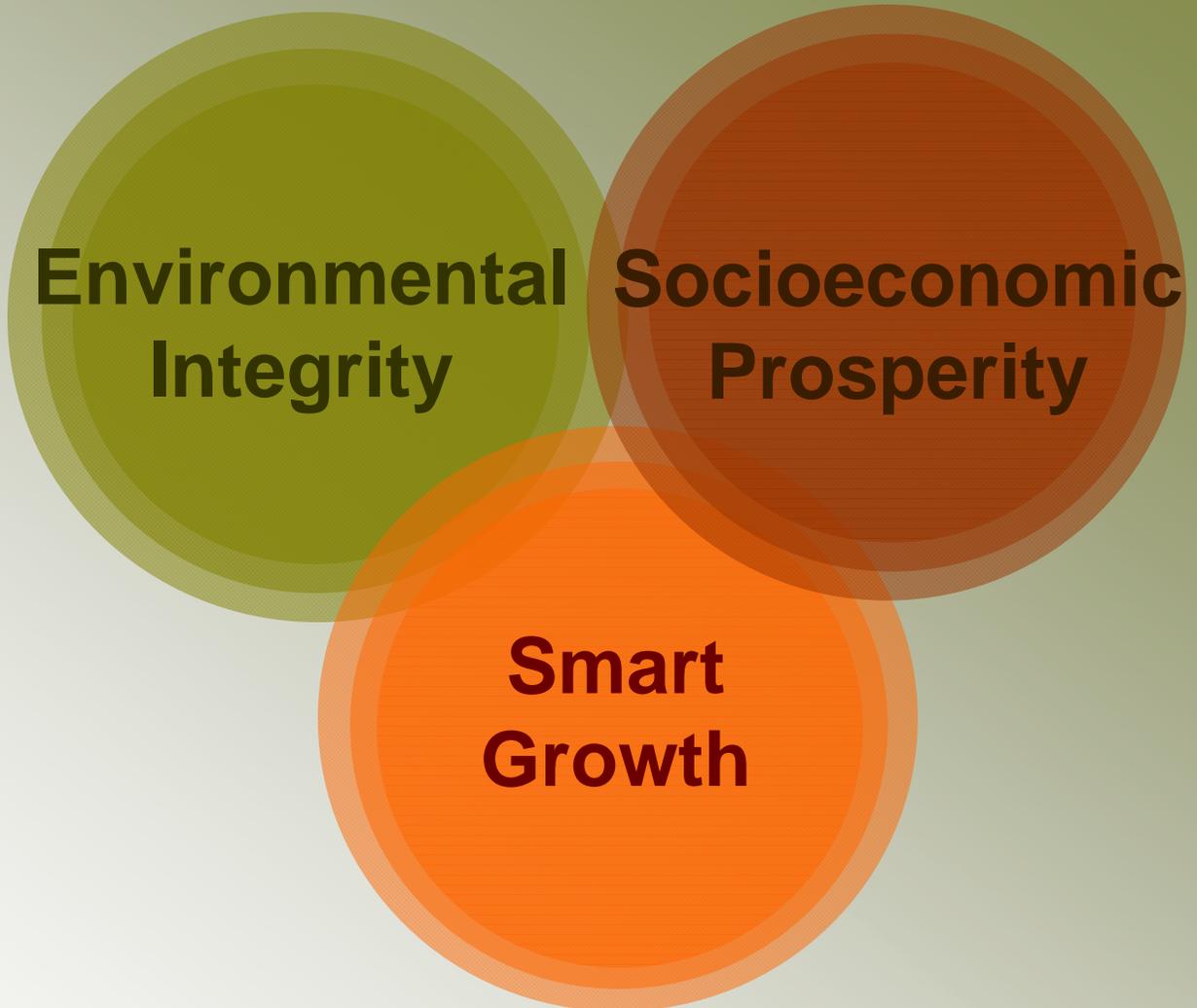
July 2011 - April 2012 – Agencies & Organizations:
Policy Working Groups



CITY OF TUCSON
Housing and
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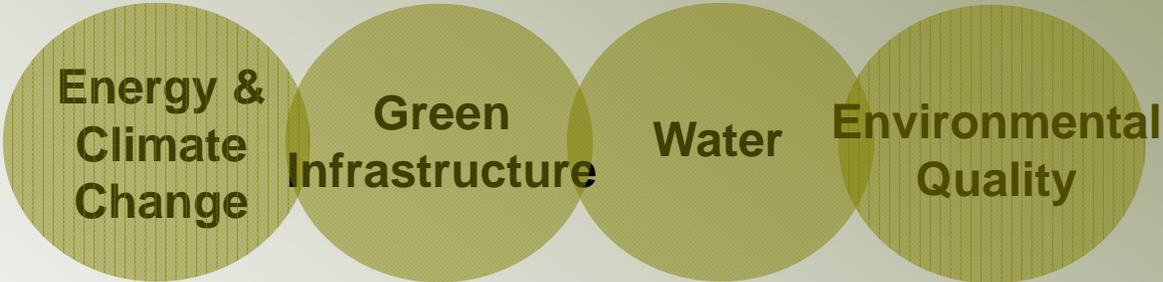
Focus Areas

The framework for Plan Tucson consists of three interrelated focus areas

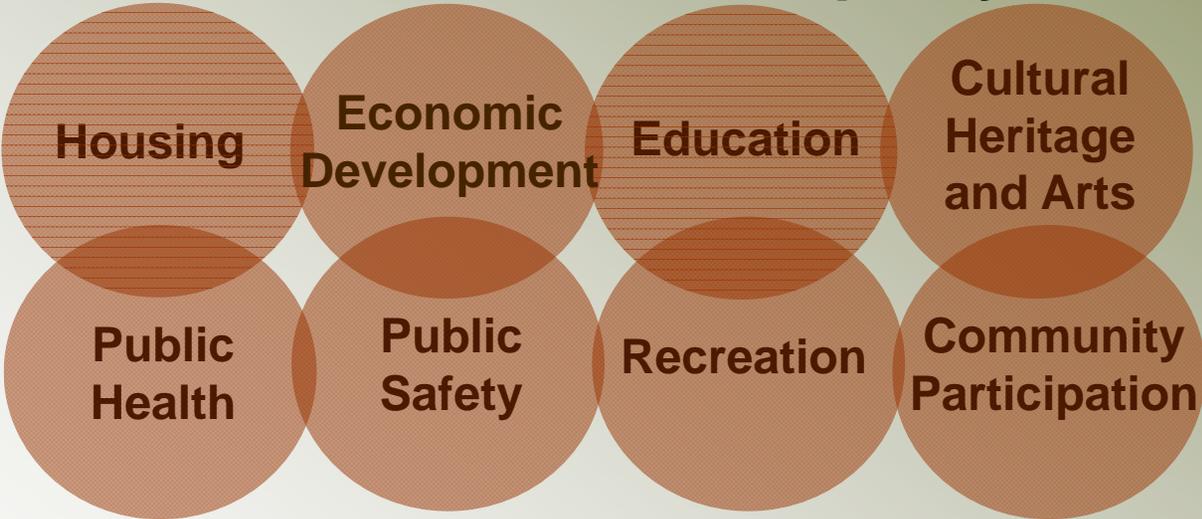


Elements

Environmental Integrity



Socioeconomic Prosperity



Elements (Continued)

Elements of Smart Growth



Working Document



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:

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

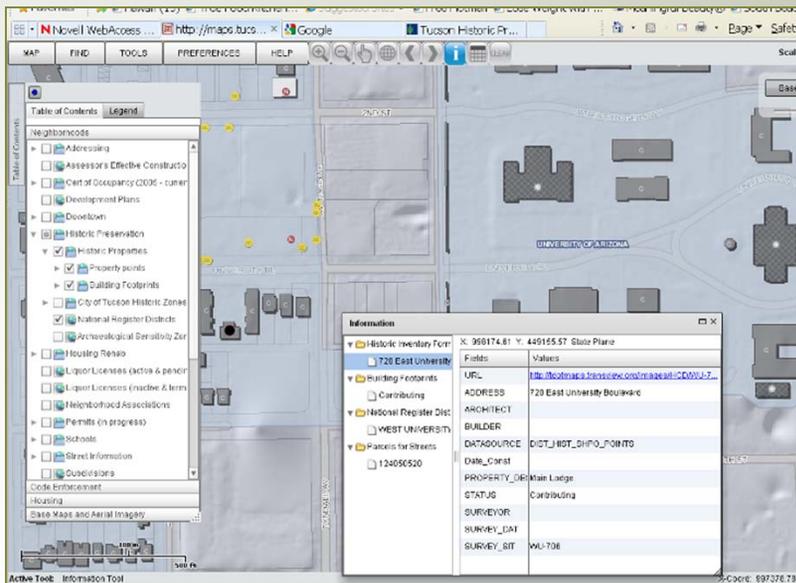
Historic Preservation Terminology

Historic Preservation is “. . . deciding what’s important, figuring out how to protect it, and passing along an appreciation of what was saved to the next generation.”

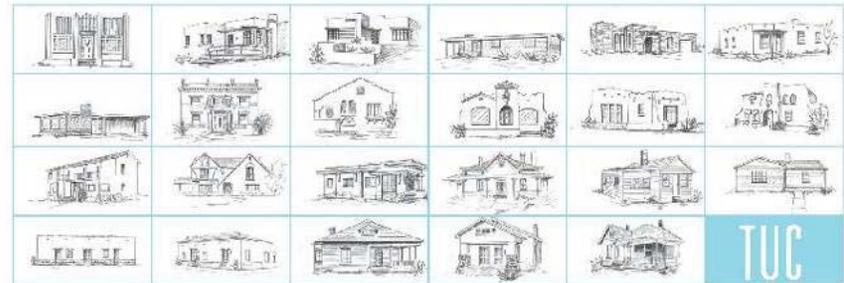
National Park Service

Historic Preservation Activities

- **Regulatory**
 - At all levels of government
 - Internal City policies



A Guide to TUCSON'S HISTORIC NEIGHBORHOODS



- **Local Initiatives**
 - Community-Driven
 - Staff-Driven

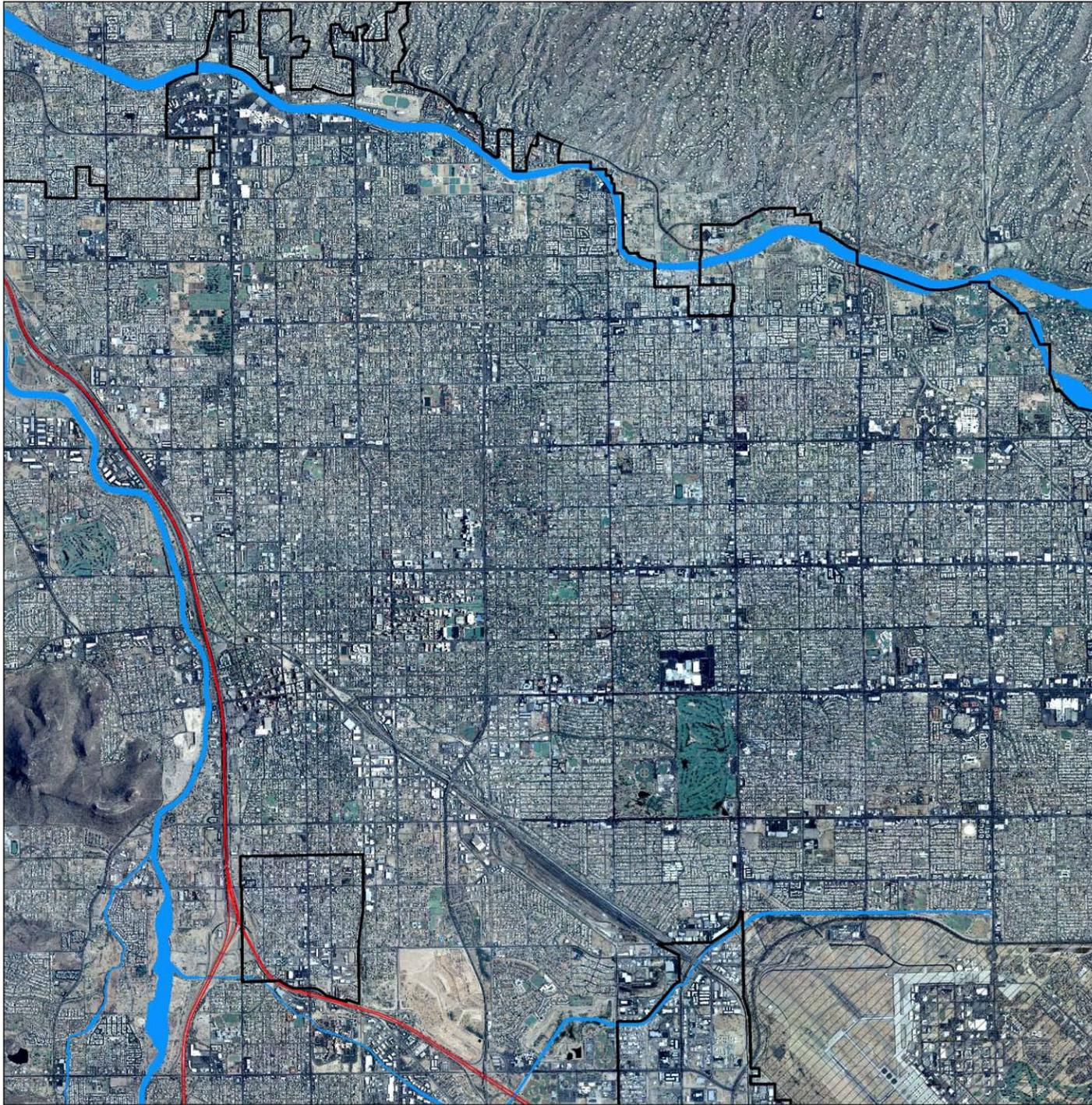
COT Managed Cultural Resources

- **26 National Register Districts** with 6,513 contributing properties
- **75 properties individually listed** on the National Register
- **6 local Historic Preservation Zones**
- **2 local Neighborhood Preservation Zones**
- **+500 archaeological sites** within the City limits
- **+500 city-owned parcels** containing archaeological sites
- **Numerous City-owned historic properties**, including:
 - Fort Lowell
 - Train Depot
 - Steinfeld Warehouse
 - El Tiradito Shrine
 - Tucson Children's Museum
 - Vista del Rio & Julian Wash Cultural Resource Parks
 - El Con Water Tower
 - Temple of Music and Art
 - Water Plant No. 1
 - USGS Magnetic Observatory
 - Presidio San Agustín del Tucson



Tucson's Preservation Tools

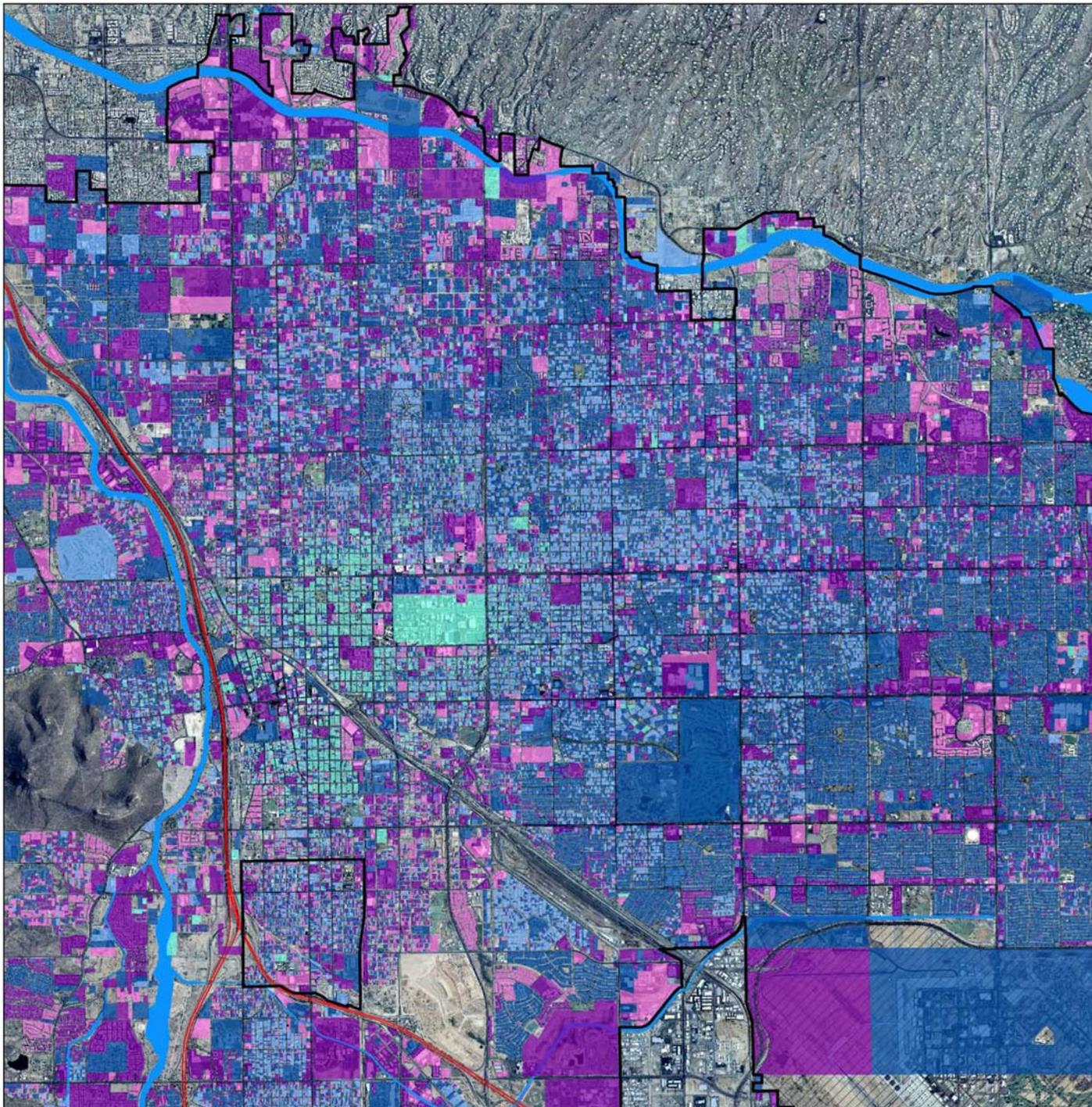
- Certified Local Government designation
- National Register Designations
- Tax Credits
- Historic Preservation Zones
- Neighborhood Preservation Zones
- Archaeological Sensitivity Zones
- City Historic Landmarks
- Historic Landmark Signs
- Rezoning & Permitting Requirements
- Internal City Procedures & Directives
- Online Maps & Information



Tucson's Urban Core

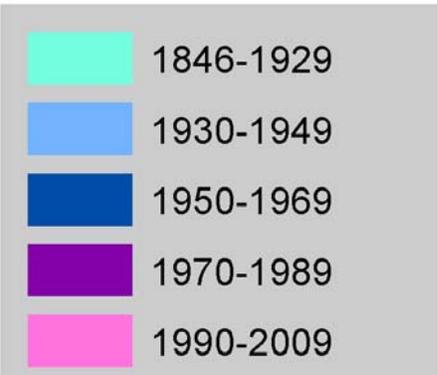
Tucson's Urban Core:

Year Built

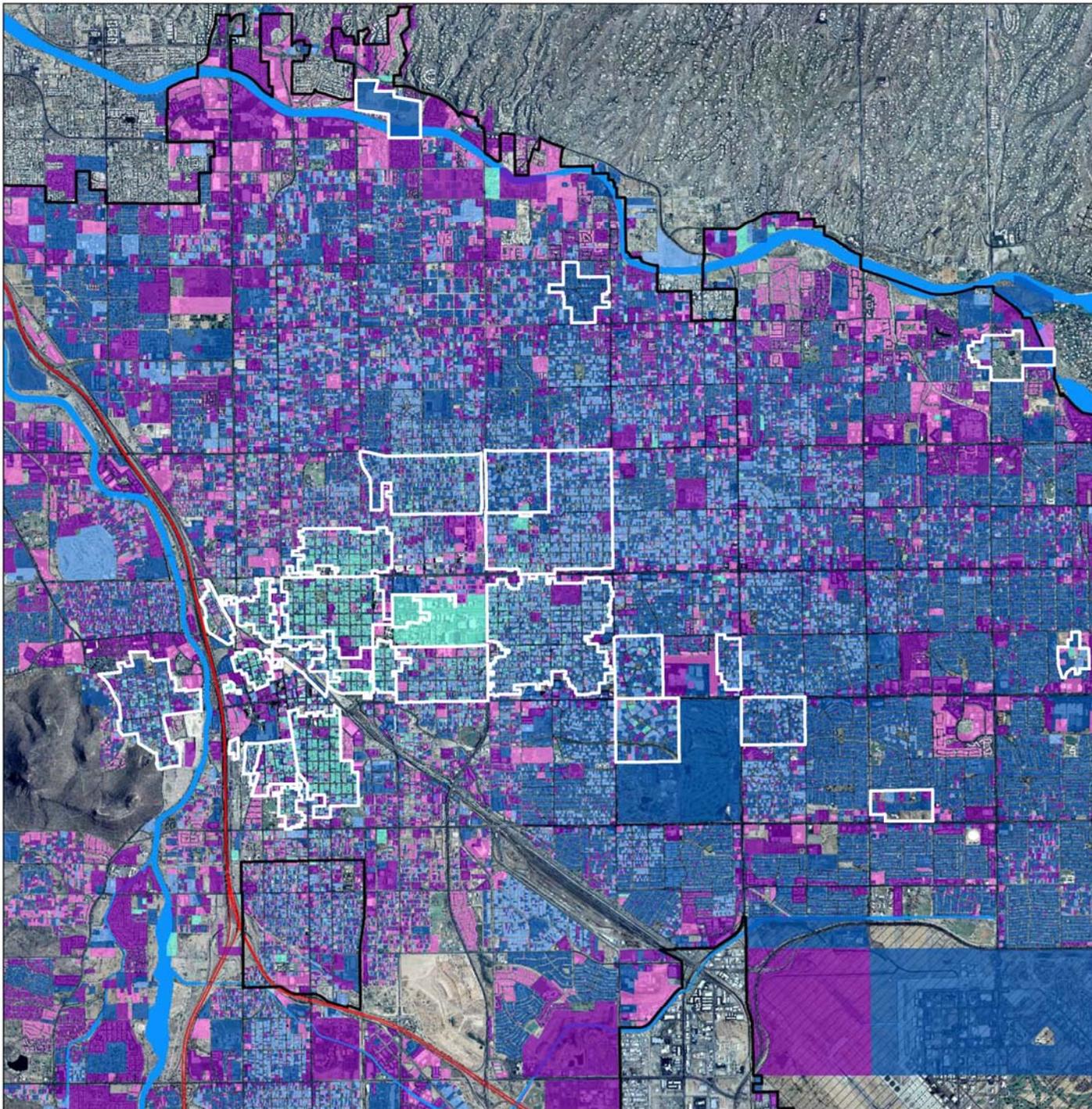


Tucson's Urban Core:

Year Built



Tools

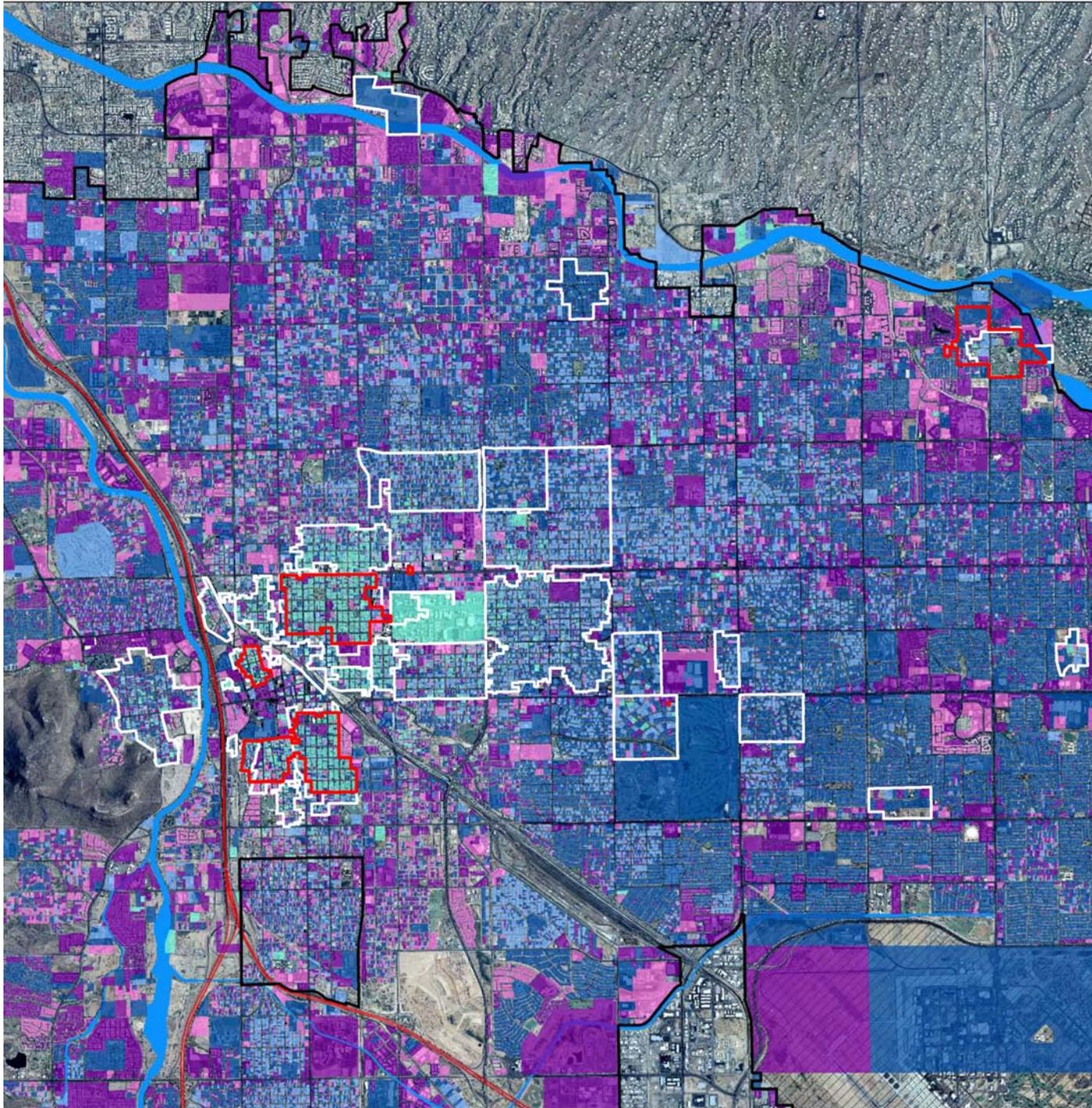
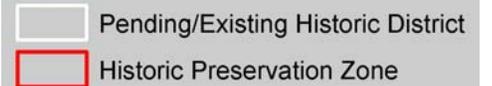


Tucson's Urban Core:

Year Built



Tools

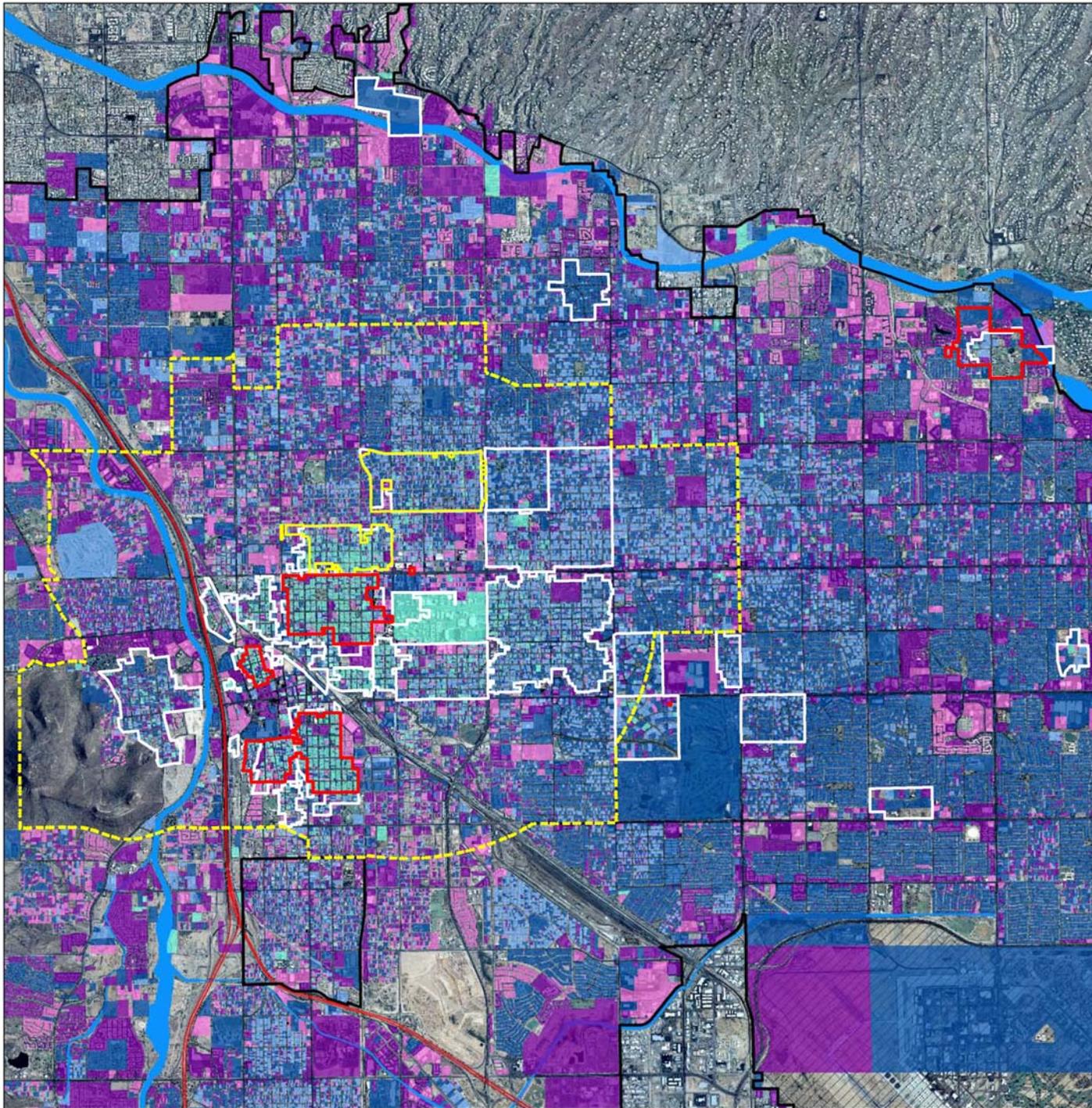
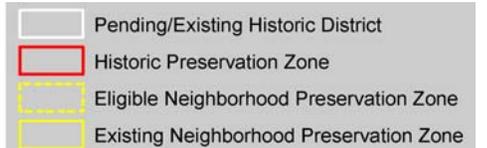


Tucson's Urban Core:

Year Built



Tools

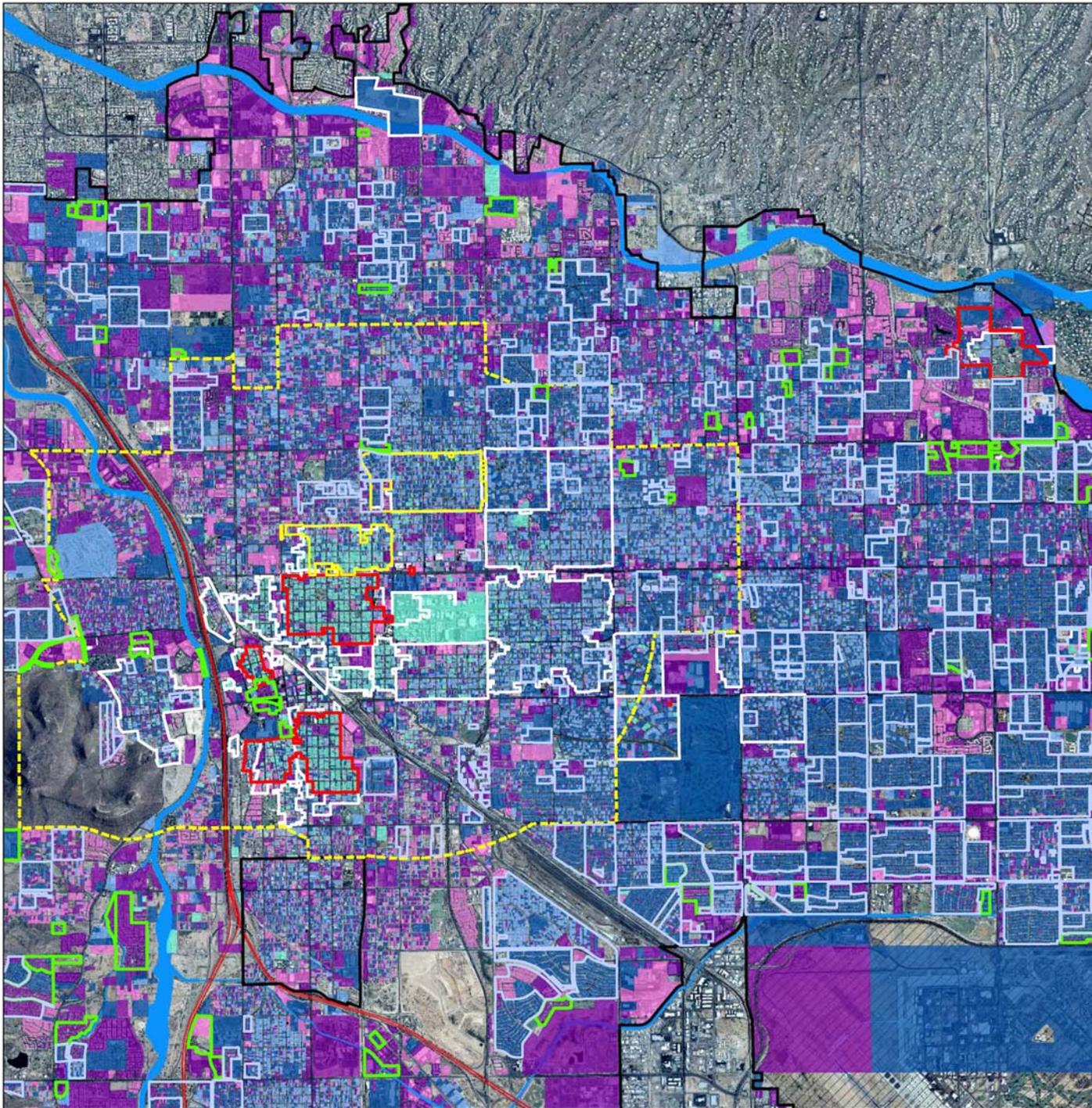
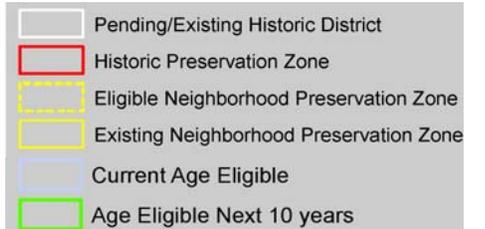


Tucson's Urban Core:

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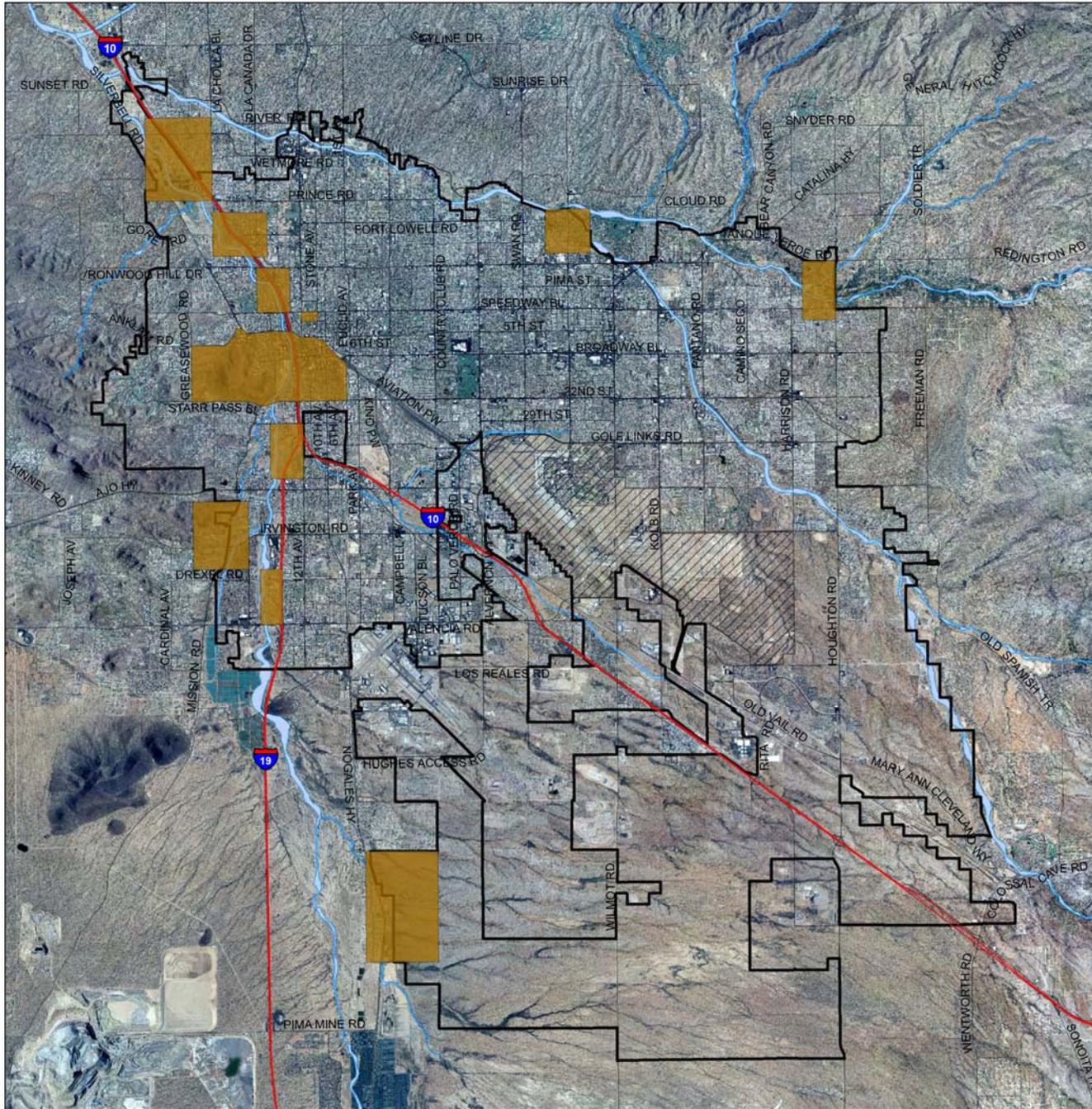


Tools



Tucson's Urban Core:

Archeological Sensitivity Zones



Archeological Sensitivity Zones



Historic Preservation Effects & Trends

Comparative research and analysis indicates that historic preservation has multiple effects:

1. Property Values & Taxes
2. Social Capital [Quality of Life]
3. Economic Development
4. Environment
5. Sustainable Development

Property Values & Taxes

“Historic district designation typically increases residential property values by 5-35% per decade over the values in similar, undesignated neighborhoods.”

– Mabry, 2007

Data shows:

- Increased property values
- Property value stability
- Neighborhood stabilization
- Tax incentives raise property values
- Increased tax revenues



Social Capital

“ . . . To demolish the distinctive neighborhoods that characterize the world’s cities and replace them with 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

Data shows increases in:

- Connection to a Community’s Past
- Preservation of a Community’s Cultural Diversity
- Civic Engagement



Economic Development

Research shows:

- Creates jobs, particularly higher-wage jobs
- Has a multiplier effect on a community's economy
- Is counter-cyclical to economic downturn
- Heritage Tourism is a major driver of our local economy
- Aids in revitalizing older areas of town



Environment

“Urban rehabilitation often needs half as much energy, materials, and capital as building anew.” - Lowenthal, 1985



Rehabilitation:

- Conserves embodied energy in buildings
- Reduces waste generation, materials sent to landfills, and demand for new materials
- Achieves higher efficiencies by using older, often more durable materials
- Reduces urban sprawl
- Uses existing infrastructure, reducing demand for more

Sustainable Development

Preservation:

- Is sustainable development
- Is a key component of smart growth strategies
- Using existing buildings is *the* “greenest” approach
- Will be critical in addressing existing aging building stock



Challenges

- Reduced/limited dedicated funding
- Limited use of cultural 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
- Lack of dedicated funding for City-owned historic properties

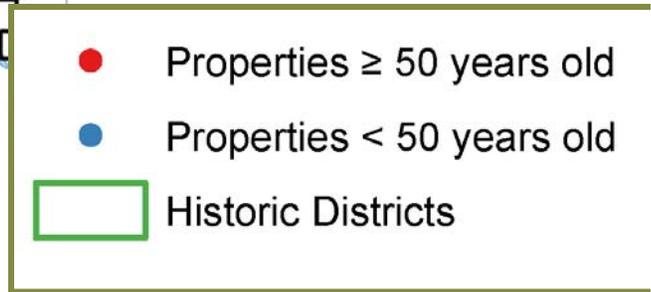
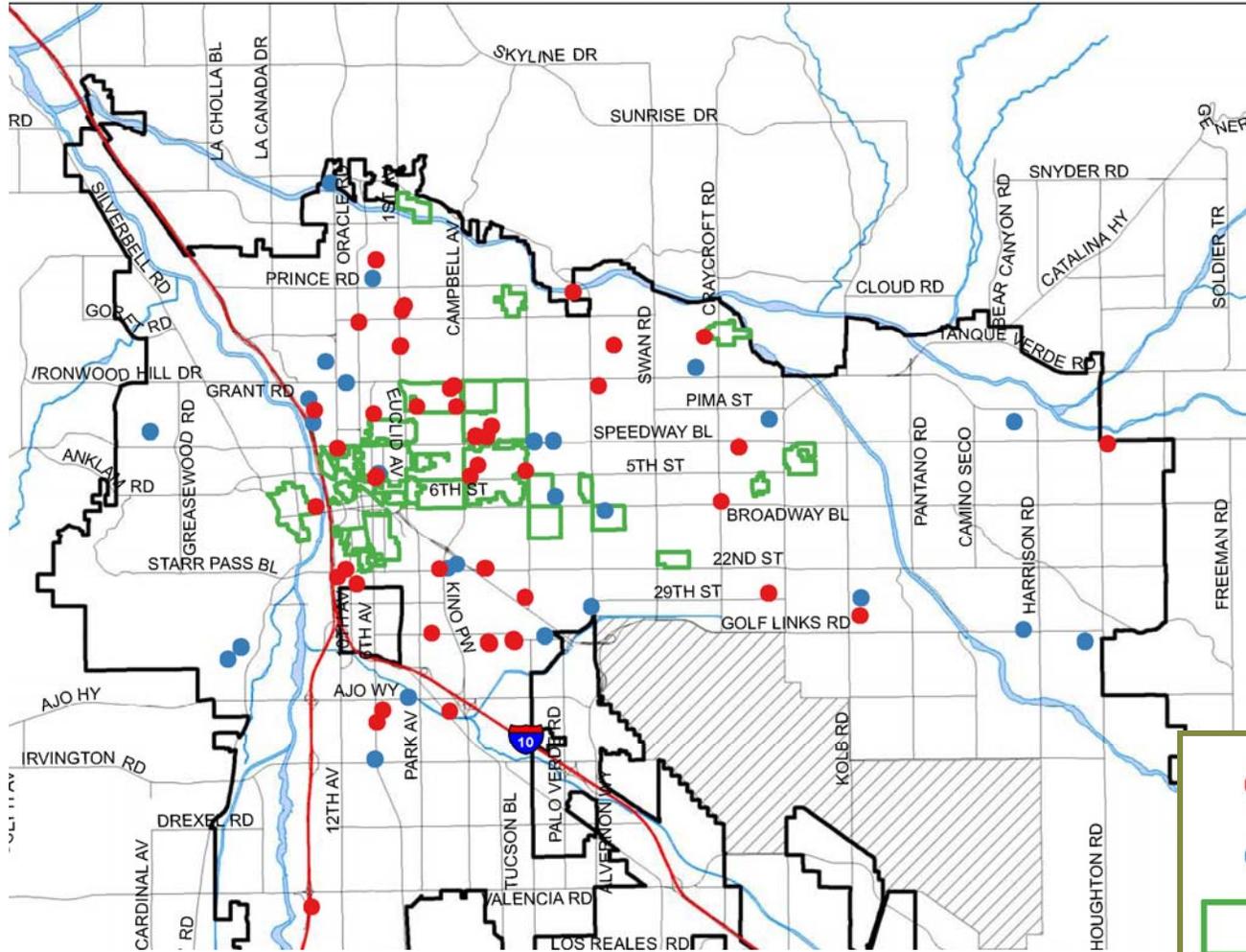
Teardowns and Incompatible Infill



- **Ordinance requiring architectural documentation** of National Register listed or eligible buildings prior to demolition
- **Neighborhood Preservation Zone** overlays with design guidelines for compatible new construction
- **Transfer of development rights** between arterial street edges and interiors of historic districts
- **Funds for mitigating impacts of demolitions in historic districts**

Demolition Permit Applications 2011

48 of 81 permits (59%) begun in 2011 were for buildings 50 yrs old or older



Challenges



Incompatible new apartments in a National Register Historic District



Infill student housing
compatible with historic district



Compare with the bungalow
just across the street

Deterioration and Neglect

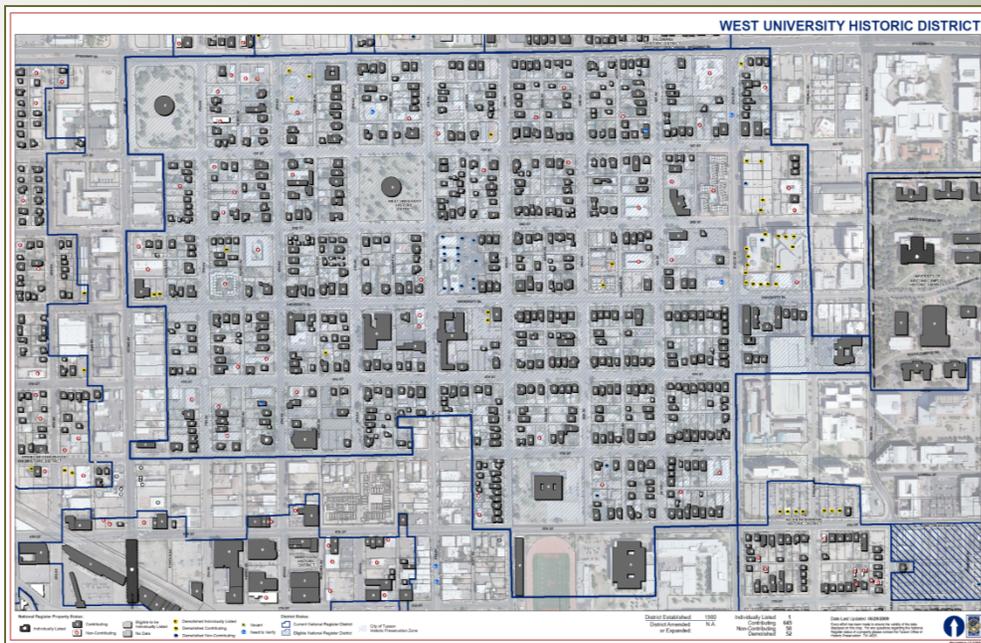
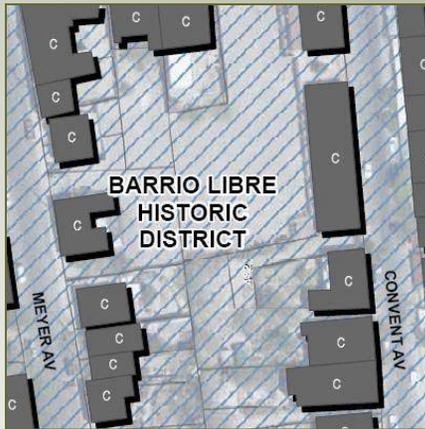


TUCSON GENERAL PLAN UNDERWAY

- **Assessment and stabilization of historic structures with HUD funding**
 - Voluntary or court-ordered
- **Government funding for emergency stabilization of community landmarks**
 - Brown House
 - El Tiradito
 - Performing Arts Center
 - Marist College Building

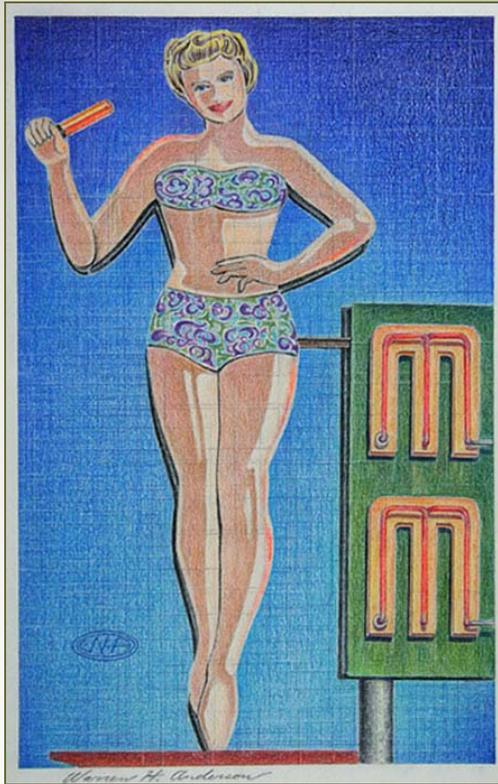


Awareness



- **Web map** showing all historic districts and historic properties in the City
- **Assistance to grassroots effort** to create a map of historic neighborhoods
- **Inventory of National Register eligible buildings** in downtown
- **Inventory of City-owned historic buildings**
- **Creation of Archaeological Sensitivity Zones**

Blunt Regulations



- **Revision of Sign Code** to allow and incentivize preservation of historic signs
- Working with Historic Preservation Zone Advisory Boards to **updating design guidelines** to allow new materials and technologies
- **Development of “umbrella” monitoring plan for Archaeological Sensitivity Zones**

Aging Buildings

Age of Existing Building Stock in Tucson, Arizona

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

- Updating Historic Preservation Zone design guidelines to allow “green retrofitting”
- Assisting development of “best practices” manual for green retrofitting of historic houses
- Developing criteria to identify areas with historic significance for future designation

Opportunities

- **Funding:** Use HUD funding for stabilization and identify dedicated funding
- **Teardowns & incompatible infill** in historic districts:
 - Transfers of Development Rights to mitigate teardowns
 - Mitigation Fund for districts where teardowns occur
 - NR designations, HPZs, & NPZs preserve neighborhoods
 - HPZ & NPZ design guidelines direct compatible infill
- **Regulations:** Amend where needed; create incentives
- **Deterioration through neglect:** Access emergency repair funding
- **Public awareness/Sense of place:**
 - Expand use of cultural heritage assets
 - Develop new partnerships, fostering new business opps & innovation
 - Continue expanding access to information
- **Aging historic building stock:**
 - Identify criteria to prioritize aging neighborhoods for future designation
 - “Green retrofitting” guidelines for historic properties (HPZs)
 - Incentives for rehabilitation



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