

COT Comments on Fort Lowell Historic Preservation Zone  
Draft of updates to Design Guidelines presented at July 22, 2024 meeting

Design Guidelines Section	Verbiage from DG Section	COT Comment	UDC Section Reference (if applicable)	UDC Language
HISTORY	<i>The area north of Fort Lowell Road was designated by the Pima County Board of Supervisors as a County Historic District in 1976. In 1978, in order to preserve the historical Fort remains, Hohokam, and several biological communities, the area including and surrounding Fort Lowell Park was designated the “Fort Lowell Multiple Resource Area” and listed on the National Register of Historic Places. In 1981, the Mayor and Council designated the area south of Fort Lowell Road as the City Fort Lowell Historic Preservation Zone.</i>	Under the MRA all the buildings are designated individually not really a district with a boundary per se		
HISTORY	A 1995 survey of the HPZ lists approximately 30 Contributing Historic Properties. In addition, nearly 70 residences were constructed after 1980 in the La Sonrisa, San Miguel, Bosque Ranch and Adobes del Bosque subdivisions; these are designated as Contributing Non-historic Properties. (See Technical Standard 9-02.8.0.)	Are these the properties listed on the NR?	9-02.8.8.6	

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APPLICABILITY	<i>Additions or modifications to existing buildings or structures, also including pools, solar or HVAC installations.</i>	We do not currently review pools. However, we are reviewing this practice and could begin requiring that pools go through HPZ design review.	5.8.1, 11.4.20	<p>5.8.8. DESIGN REVIEW REQUIRED</p> <p>A. General</p> <p>1. Review and approval, of all properties, buildings , signs, and structures within an HPZ, is required for all development and improvements , including new construction or improvements that do not require building permits. Proposals are reviewed for compliance with Section 5.8.9, Design Standards.</p> <p>2. Prior to the submittal of a proposal, the applicant should consult with the applicable historic HPZ Advisory Board and refer to the Secretary of the Interior’s Standards for Rehabilitation.</p> <p>3. Projects are reviewed in accordance with the Full or Minor HPZ Review Procedures.</p> <p>11.4.5 Development</p> <p>Any human alteration to the state of land, including its vegetation, soil, geology, or hydrology, for any residential, commercial, industrial, utility, or other use, such as, but not limited to, clearing, grubbing, or grading of land, and structural improvements , e.g., buildings , walls, fences, signs, and vehicular use areas .</p> <p>11.4.20 Structure</p> <p>A physical element constructed or erected with a fixed location on the ground or attached to another physical element having a fixed location at, below, or above grade. Structures include such elements as, but are not limited to, buildings, paved areas, walls, fences, posts, and patios.</p>
APPLICABILITY	These guidelines are intended as a general framework for review. Specific requirements, described in the City of Tucson Development Standards (9-02.0.0 - 9-03.1.3 & 9-03.2.4) and Land Use Code ( Article 2, Div. 8, Sec. 2.8.8), can be acquired from the City of Tucson Planning & Development Services Department.	Update reference from Land Use Code to Unified Development Code		

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APPLICABILITY	All new construction, alteration, addition to, and demolition of any structure must be reviewed by the Fort Lowell Historic Preservation Zone Advisory Board and the Tucson-Pima County Historical Commission and approved by the City of Tucson Development Services Director.	<p>This is not consistent with code language which allows for demo of NC or intrusions with agreement that the structure/building is properly classified.</p> <p>This is existing language in the Design Guidelines, but suggest clarifying to be consistent with UDC.</p>	5.8.10.A 5.8.10.B	<p>5.8.10.A Emergency Demolition-- <i>"If the Building Official determines a structure to be an imminent hazard to public safety and repairs would be impractical, emergency demolition procedures are conducted in accordance with Chapter 16-66, Historic Structures, of the Tucson Code ."</i></p> <p>5.8.10.B Intrusions and Noncontributing, Nonhistoric Structures-- <i>"For structures designated as intrusions or noncontributing, nonhistoric properties in HPZs, the PDSD Director shall consult with the appropriate HPZ Advisory Board and the Tucson-Pima County Historical Commission Plans Review Subcommittee to ensure that the structure is properly classified at the time of the request for demolition. If the structure is an intrusion or noncontributing, nonhistoric, no further review shall be required. If the PDSD Director determines that the structure has not been properly designated, the PDSD Director may delay the issuance of the permit until the proper designation is determined by the Zoning Administrator or may proceed with the appropriate review process as if the designation had been changed ."</i></p>
PROCESS	1. Applicant submits main project application for building permit or development package through PDSD. Zoning Compliance Review - Submit site plan & elevations to the Zoning Review Counter, Development Services, 201 N. Stone Avenue, 1st floor, for review, comments and referral for HPZ review.	Revise to reflect current process - all applications are submitted online. Suggest referencing the HPZ Review handouts on the process which provides instructions. <a href="https://www.tucsonaz.gov/files/sharedassets/public/v/3/pdsd/documents/submission-documents/special_districts_application_instructions_7.18.23.pdf">https://www.tucsonaz.gov/files/sharedassets/public/v/3/pdsd/documents/submission-documents/special_districts_application_instructions_7.18.23.pdf</a>		
PROCESS	This fast track review is allowed for minor <i>modifications</i> or emergency repairs that use identical or historically accurate replacement materials, identical sign replacement, and generally for any alteration that does not require a permit but which affects the exterior appearance <i>or viewshed</i> of an existing structure <i>including front and perimeter including fences and walls. New walls or fences require a full review.</i> See Development Standard 9-02.2.3 and Land Use Code V4.3.11 for more information and process.	There is no fast track review described in the code - only full or minor review. This conflicts with the UDC which calls out fences and walls as a minor review (5.8.8.C.1.d). Viewsheds are not a defined historic review standard.	UDC 5.8.8.C.1.d	d. Any alteration that does not require a permit involving the modification, addition, or moving of any part of an existing structure that would affect the exterior appearance. Alterations include, but are not limited to, fences and walls, except those alterations that the PDSD Director determines shall be approved under the full review process due to the cumulative effect of phased work that would normally be subject to the applicability of the HPZ review; and, e. Installation of solar panels or cisterns or installation of or repairs to a roof.

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CLASSIFICATIONS	Because of the Fort Lowell Historic Preservation Zone’s organic incremental development and the ratio of Contributing-nonhistoric property to Contributing-historic property, if there is no Contributing-historic Property within the subject property’s Development Zone, the design review applicant will work with the FLHZAB to identify a set of appropriate Contributing-historic properties within the HPZ to use as Development Zone comparisons. The FLHZAB will formally approve the comparisons properties prior to the Design Review.	<p>As an advisory body FLHZAB does not have the authority to expand the development zone. A request to expand the development zone requires a determination made by the Zoning Administrator per UDC 1.5.1. The FLHZAB can appeal the ZAD to the Board of Adjustment per UDC Sections 1.5.1.E.3 and 1.5.1.E.4</p> <p>FLHZAB has asked about using a private driveway, known in the neighborhood as El Callejon, as a boundary for a development zone. A private drive may not be used as a boundary for a Development Zone. In all three scenarios to establish the development zone as described in the UDC (Interior, Corner, Boundary), the edges of a Development Zone are bounded by the lots within a “block”. As stated in the definition of “block”, a “block” is bounded by a street or public land. A public street or right-of-way and a private drive are not the same thing.</p> <p>A drive could potentially still be in private ownership and be converted to a private street, but would likely need to be developed to current street standards and have addresses off of that street’s name. The private street would also need to be in some kind of joint ownership, like an HOA with shared maintenance responsibility.</p>	UDC Sections 1.5.1.E.3 and 1.5.1.E.4	<p>Definitions</p> <p>11.4.5 Development Zone As used in Section 5.8, “H” Historic Preservation Zone (HPZ), Section 5.10, Neighborhood Preservation Zone (NPZ), and, Section 5.11, Rio Nuevo District (RND), a certain designated area adjacent to the lot to be developed. Public and institutional structures within the development zone is not considered to be part of the development zone when evaluating proposed development on an adjacent property, except for public and institutional structures on or eligible for inclusion on the National Register of Historic Places. The development zone is determined as follows: (See Illustrations below.)</p> <ul style="list-style-type: none"><li>Where the subject lot is an interior lot, the development zone includes that lot, all lots on either side of that lot and fronting on the same street in the same block, and all those lots on the opposite side of that street, except such portions of the development zone that fall outside the boundary of the HPZ, NPZ, or the RND.</li><li>Where the subject lot is a corner lot, the development zone includes that lot, the corner lot diagonally opposite that lot, all lots fronting on the same two streets in the same block, and all lots on the opposite sides of those streets, except such portions of the development zone that fall outside the boundary of the HPZ, NPZ, or the RND.</li><li>Where the subject lot is located adjacent to a historic zone boundary, the development zone includes that lot, all lots located within the same block, and those lots facing the same street as the subject lot within one block in either direction, except such portions of the zone that fall outside the boundary of the HPZ, NPZ, or the RND.</li></ul>
TYPES OF IMPROVEMENTS	4. Concrete sidewalks and curbs are disallowed in the Fort Lowell HPZ.	This could conflict with site development standards - sidewalks are not an aspect of site development that is currently regulated through HPZ design standards.		
TYPES OF IMPROVEMENTS	6. Off-street parking should not be visible from the street; place parking and service facilities to the rear. Screening may be required on a case-by-case basis. Utilize landscaping and other screening elements to screen these areas without negatively impacting adjacent properties.	Need to define "service facilities."		
TYPES OF IMPROVEMENTS	7. Garages should be detached from primary buildings. Garage doors must be not be seen from the public right of way or El Callejón, Garage doors should reflect the style of the property.	What precedents is this proposed standard regarding detached garages based on?		

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TYPES OF IMPROVEMENTS	<i>Single-family dwellings are encouraged. If higher density is allowed on a single lot, appearance of a single-family dwelling must be maintained. If a multiunit complex is allowed on a parcel larger than a single lot, the height and surfaces must be broken so as to suggest single-family dwellings. Multi-unit complexes should visually integrate and function with the existing residences.</i>	Design guidelines are not intended to restrict the number of units permitted on a parcel or site. This could conflict with new ADU bill.		
TYPES OF IMPROVEMENTS	11. The most significant façades are the ones most visible from the public space.	All facades are considered in the design review process		
TYPES OF IMPROVEMENTS (B)	<i>1. Additional dwelling units ( “ADU” “guesthouse” or rental units), sheds, studios or storage buildings should be constructed in the rear of the property, should complement the existing primary building, and should not be attached to it. If the primary building is historic, an additional dwelling unit should complement but not mimic it, and should be given as much design consideration as the primary building.</i>  <i>2. Additional dwelling units shall not dominate in design, height or proportion, and shall defer to the main residence.</i>	Believe this should state <u>Accessory</u> Dwelling Units. This also combines housing type (ADU or guesthouse) with how a unit is used (rental unit vs. owner occupied). Also, to clarify, a guesthouse or sleeping quarters is not considered a dwelling unit and is regulated differently.  UDC 6.6.3 already addresses this--not sure if this is required to be stated in Design Guidelines/TSM.	UDC 6.6.3	6.6.3. RESIDENTIAL USES The buildings used for an accessory use to a residential use shall comply with the following: A. An accessory building may be a building that is used as sleeping quarters by the residents of the dwelling unit in accordance with Sections 6.6.1.A and B. The sleeping quarters may include bedrooms , bathrooms, and a sitting room, provided the building complies with Section 6.6.1.C and is not the dominant use of the property; B. An accessory dwelling unit may be used as living quarters in accordance with Sections 6.6.1.A and B. One accessory dwelling unit is permitted per parcel developed with a Family Dwelling as defined in Section 11.3.7.A, with the exception of a Multifamily Development . The accessory dwelling unit may include a kitchen, bedrooms , bathrooms, and a sitting room, provided the building complies with Section 6.6.1.C. and is not the dominant use of the property.
TYPES OF IMPROVEMENTS (B)	4. Use building materials will be compatible with the primary building.	Use building materials THAT will be compatible with the primary building?		
TYPES OF IMPROVEMENTS (B)	5. Utilize landscaping and other screening elements to screen service areas without negatively impacting adjacent properties.	What is considered a screening material aside from landscaping?  Need to define "service area."		

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DESIGN CRITERIA	<p><del>North of Fort Lowell Road—one (1) story is permitted not to exceed 16 feet. South of Fort Lowell Road—</del><i>One</i> ( 1 ) story is permitted <del>not to exceed 14 feet.</del> Generally, the length is greater than the height. Walls often have an irregular profile. <i>No design will be approved that is taller than the “typical height within the development zone”. The “typical height within the development zone” is calculated by taking an average height of all contributing historic properties within the approved development zone. A list of contributing historic property heights is available from Fort Lowell Historic Preservation Zone Advisory Board.</i></p>	<p>Conflicts with 5.8.9.B New construction or <u>alterations</u> or additions to a <u>Noncontributing Property</u> shall be constructed no higher than the tallest <u>Contributing Property</u> located within its <u>development zone</u> and shall generally conform to the typical height within the <u>development zone</u> .</p>	UDC 5.8.9.B	<p>Heights of principal structures in the project ’s development zone are used to compare to proposed new construction of, or additions to, principal structures . Likewise, the height of proposed accessory structures is compared to other accessory structure heights in the development zone . (See Figure 5.8-A.)</p> <p>1. Historic Landmark Alterations or additions to a Historic Landmark shall be no higher than the tallest comparable feature of the existing structure.</p> <p>2. Contributing Property Alterations or additions to a Contributing Property shall be constructed no higher than the tallest Contributing Property located within its development zone and shall generally conform to the typical height within the development zone .</p> <p>3. New Construction or Noncontributing Property New construction or alterations or additions to a Noncontributing Property shall be constructed no higher than the tallest Contributing Property located within its development zone and shall generally conform to the typical height within the development zone .</p>
DESIGN CRITERIA	<p><i>The “Post Trader’s Store / Las Saetas” at 5425 E. Fort Lowell Rd. is a unique residential historic property within the Fort Lowell Historic Preservation Zone with height and proportion that are not comparable to any other historic resource. Therefore, the height and proportion of the Post Trader’s Store will be excluded from development zone comparison.</i></p>	<p>The Post Trader's Store at 5425 E Fort Lowell is a contributor to the Fort Lowell HPZ. What is the rationale for excluding this site from a development zone as a comparison? There is no criteria in the UDC to exclude certain buildings, other than public and institutional structures unless they are “on or eligible for inclusion on the National Register of Historic Places.” There are no other allowed exemptions of other structures.</p>	5.8.9.B Design Standards, Height	<p>Contributing Property A property within a Historic Preservation Zone, Neighborhood Preservation Zone, or National Register Historic District that contributes to the historic significance and visual character of the zone or district, and has sufficient integrity to convey that significance and those visual character defining features in terms of location, design, setting, material, workmanship, character, or association. Contributing Properties are historic sites or nonhistoric compatible properties.</p>
DESIGN CRITERIA	<p><i>If there are no contributing historic properties within the development zone, the height of any building or structure on a parcel within the Fort Lowell Historic Preservation Zone is not to exceed 14 feet at the highest point. The height of st ructures or buildings in the Historic Buffer Zone are limited according to City Ordinances 7902 and 8473.</i></p>	<p>Is this based on a survey of contributors? There is a process to expand a development zone, maximum height would be established following that process.</p>		
DESIGN CRITERIA	<p>"Flat" roofs with parapets are characteristic. Sloping porch roofs may be <i>clad with</i> shingles or metal. Mission tile is incompatible. <i>Corrugated metal and standing seam metal roofs are not compatible except on porch roofs. Other materials will be reviewed on a case by case basis. Architectural Asphalt shingles (that replaced original cedar shingles) are common on historic gable roofs.</i></p>	<p>what about elastomeric or rolled roofing that is not visible but typically on flat roofs with a parapet or really low sloped roofs</p>		



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DESIGN CRITERIA	Mechanical equipment, skylights, <i>solar panels</i> , satellite dishes or any other roof-mounted equipment are not allowed to be seen from public areas or adjacent properties.	This is contrary to SHPO guidance which allows solar to be visible.		
DESIGN CRITERIA	<i>When repointing and joint striking the masonry (including adobe brick) on a building, be sure that the composition of the new mortar, as well as the color, <b>tooling</b> and the width, are similar to the original mortar. The introduction of more than a small amount of Portland cement into the mortar will cause thermal expansion behavior that is different from the original lime-based mortar, which will cause cracking of the softer masonry. If you are cleaning any masonry surfaces, use a gentle detergent. Sandblasting is not recommended because it causes severe damage to the adobe or brick or stone. It also accelerates erosion by allowing water to enter the pores. For detailed recommendations for masonry and stucco, see National Park Service Preservation Brief Nos. 1, 2, and 22.</i>	<p>This should be clarified, it is not uncommon to have a small portion of portland cement in the mix for burnt adobe, brick etc.</p> <p>Added "tooling" to the text.</p>		
DESIGN CRITERIA	2. Integrally colored stucco is acceptable on new construction. For previously painted lime stucco, care must be taken to use highly permeable paint so the building will breathe, or else the paint will blister and peel over time. Heavy sealers and ceramic paints should never be used on adobe.	Could discuss water-repellant applications		
DESIGN CRITERIA	<b>Windows</b> - Double-hung or casement wood frame windows are most historically correct. Painted steel casement windows with divided lights are <del>acceptable</del> <i>common</i> . <i>Vinyl clad, aluminum or synthetic windows are not allowed.</i> Vertical dimension should be greater than the horizontal. <i>Depending on the style of the building, w</i> indows are placed toward the outside face of the wall or recessed <i>into the wall.</i>	Aluminum clad windows are allowed in most other HPZs and should be considered here. also should have a discussion about simulated divided light the proposed muntins.		
SITE ELEMENTS	Boxes and presentation should be compatible with the style of the building <i>and reflect the rural character of the district.</i> <i>Modern Mailboxes are not allowed.</i>	The City does not regulate/permit mailboxes. Ok to include if clear that this is something encouraged, not regulated. Suggest "modern mailboxes are discouraged" or language to that effect. Define a modern mailbox.		