

# FINAL ARIZONA

STATE HISTORIC PRESERVATION PLAN UPDATE 2009



Arizona  
State Parks

PARTNERSHIP DIVISION  
STATE HISTORIC PRESERVATION OFFICE



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# ARIZONA

## Historic Preservation Plan

**State Historic Preservation Office  
Arizona State Parks**

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## Preface

The approaching centennial of Arizona's admission to the union of states in 2012 offers a time for reflection on our contribution to the continuing American story. It will occur while we are simultaneously witnessing profound changes in our economy, our demography, our culture, and our relative position among the nations of the world. At the time of this writing, the American people are teetering on the edge of an economic abyss perhaps as cataclysmic as the Great Depression of the 1930s. We know how that event, and the world war that brought it to an end, redirected the American way of life onto a path previously unimaginable, just as the Civil War and the Revolution had done to earlier generations. Is it a coincidence that the challenges we now face are occurring at an interval of time similar to that separating those earlier momentous events?

### **Preservation+Conservation+Rehabilitation=Regeneration**

A few definitions: Historic preservation is the protection of tangible elements from the past such as buildings, structures, and archaeological sites for the benefit of future generations. Conservation is the wise use of scarce resources to ensure their maximum social benefit. Rehabilitation is the investment in and adaptation of existing properties to assure continued or new use. Together, these three activities can help rejuvenate our economy, our community, and our national spirit. The regeneration of the American spirit can only come about when the store of places and materials tied to the experiences that have made America has not been depleted. How can we expect a new generation to grow up appreciating the American Ideal if we've allowed our mutual history to be trampled by the false imperatives of the transitory present?

How fortunate we are that many people, past and present, have had the foresight to take action to preserve, conserve, and rehabilitate historic buildings and places, keeping them as the vital resources on which our society has been able to regenerate its most important

principles. National and state parks and monuments, historic landmarks, historic districts and thousands of individual historic places have been recognized and protected. Still, much remains to be done. The loss of historic resources is the loss of our heritage. It is also a waste of materials and energy that our nation can ill afford.

### **Plan Now; Act Now**

The immediate future presents challenges great enough to sink us in despair unless we apply that most basic element of American character, optimism. American optimism is the force that transforms challenge into opportunity, the vision that sees risk as a chance for enterprise, the determination to proceed even if prospects appear gloomy.

The Arizona Historic Preservation Plan Update of 2009 takes courage from the successes of our previous efforts and finds reassurance in the support of an ever-larger portion of the state's citizenry. With faith in the public value of our work and dedication to the mission we have been entrusted to further, the Plan offers goals and objectives crafted to advance the tasks necessary to ensure that Arizona remains a prosperous and fulfilling home to the individuals and families who now and in the future will make it their home.

The Plan describes a number of principles that will guide the activities of the State Historic Preservation Office and are offered to our current and potential partners as means of achieving mutually beneficial outcomes:

- Dedication to the public value of our mission
- Fortitude in the face of challenges
- Optimism despite setbacks
- Perseverance despite a seemingly overwhelming task
- Joy taken in past and present success
- Gratitude for the help we receive and the friendships we establish
- Satisfaction from the process as well as the outcomes of our work

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## Executive Summary

The Arizona Historic Preservation Plan Update of 2009 (Plan) is the result of more than two year's effort by the State Historic Preservation Office (SHPO), a section of Arizona State Parks, in conjunction with Arizona's preservation professionals, advocates, and concerned citizens. It will guide the actions of the SHPO and its partners into the second decade of the twenty-first century.

The Plan builds upon the foundation of successes achieved by earlier planning efforts, most notably the 1996 plan, which was the first comprehensive preservation plan developed for Arizona. While the specific objectives and tasks outlined in this document reflect the situation and demands facing the SHPO and its partners today, we have found that the fundamental goals first described in the 1996 plan remain relevant. Although it will largely be implemented by the SHPO, the Plan continues the shift in emphasis begun in 1996 toward strengthening its role as clearinghouse and enabler within the larger preservation network. In creating the Plan, the SHPO recognizes that heritage preservation cannot be successful on a statewide basis unless strong partnerships are built between governmental agencies, advocacy organizations, and citizens.

The vision, goals, and objectives that set the agenda for this plan are the result of a series of activities that sought the participation of all those who affect and are affected by historic preservation in the state. The general public was engaged in the planning process through a variety of ways, including a statistically valid sampling of public opinion through a telephone survey; specific planning meetings with the Arizona's local, state, federal, and tribal preservation partners; and a review of the draft plan by many interested parties.

Participants in the planning process identified four principal needs to further the cause of preservation in Arizona:

- **A need to strengthen partnerships between government agencies, advocacy groups, businesses, and the public**
- **A need for Arizona's citizens to become more aware of the value of our history and the opportunities for historic preservation.**
- **A need for appropriate information about Arizona's historic resources to be available to those making decisions about their future.**
- **A need for the public to continue to be engaged on questions regarding the identification, nomination, and protection of historic resources.**

These findings are consistent with the results of earlier research and confirm the continuing value of the eight goals crafted in the 1996 plan and its 2000 update. These goals can be grouped under two categories: 1) goals related to the identification and management of resources; and 2) goals related to preservation professionals, interested members of the public, and elected and appointed officials involved in making decisions affecting the future of historic resources. Although the eight plan goals are numbered, they are actually equal in priority because of their interdependence. The categories and eight goals are:

### *Toward the Effective Management of Historic Resources*

- Goal 1: Better Resource Management**
- Goal 2: Effective Information Management**
- Goal 3: Maximized Funding**
- Goal 4: Integrated Preservation Planning**

### *Toward An Informed and Supportive Constituency*

- Goal 5: Proactive Partnerships**
- Goal 6: Public Support**
- Goal 7: Policy Maker Support**
- Goal 8: Informed Professionals**

Accordingly, the action plans and priority items set forth by the Plan are organized around these eight goals. Priority actions summarized by headings are:

*Toward the Effective Management of Historic Resources*

- Establishing a public process for identifying and nominating properties, and assisting property owners on a statewide level by priority historic theme.
- Aligning Arizona Heritage Fund grant priorities with the concerns of the general public and the goals of this plan.
- Establishing a statewide sharing of cultural resource information through development of an on-line database.
- Enabling local government partners to take a more active role in the management of local historic districts.

*Toward an Informed and Supportive Constituency*

- Assisting Arizona's tribal governments to establish and expand preservation programs.
- Assisting state agencies in their management of historic resources through completion of guidelines and training for the State Historic Preservation Act.
- Working with federal agencies to move away from project specific review toward integrating long-term resource planning.
- Undertaking a major public education effort to bring the values of historic preservation to the general public.
- Aiding local leaders in making informed decisions about historic resources by providing relevant information about the benefits of preservation.
- Facilitating professional and public education through training and workshops on preservation issues.

As a guiding document, the Arizona Historic Preservation Plan Update fulfills two purposes: it explains the system of historic preservation and identifies some of the significant entities involved in the preservation process; and more importantly, it sets a specific action agenda for working toward the preservation vision and

goals. Although the Plan will be revised at the end of a five-year cycle, an action component will be reviewed and updated on an annual basis by the State Historic Preservation Office in conjunction with its preservation partners. This format should help ensure the Plan remains flexible, current, and continually improved upon.

Within the upcoming planning cycle, Arizonans will celebrate the centennial of our statehood (April 14, 2012). For the past five years, interested citizens have met regularly to develop a plan to take advantage of this event to promote greater public appreciation of our prehistoric and historic legacies. The Legislature has provided some guidance by passing legislation to promote Centennial Legacy projects around the state. Unfortunately, recent economic developments have severely limited the ability of the state and its potential local partners to fund an educational and preservation effort to the level many had hoped. This has been only one of the negative repercussions from the current economic recession. How preservationists will respond to present problems and transform challenges into opportunities will be decisive factor in the success of historic preservation in the next few years.

# Historic Preservation in a Time of Crisis

## New Problems; New Thinking

The fundamental premises that we have taken for granted to define our work in the past must be modified to accommodate the new reality that faces Arizona in the next decade. These premises have assumed that the trajectory of American economic and political development will continue into the near future more or less as they have existed in decades past. They include the assumption that an energy-intensive economy based on inexpensive petroleum products is sustainable, that a job system reliant on new housing construction will continue to provide general prosperity and that despite profound demographic change, the traditional culture and constitutional order of our political society will remain intact.

These premises were shattered by an economic crisis of international proportions that threatens not only our prosperity, but also our cultural solidarity to a degree not seen since the Great Depression. The spike in energy prices in 2007-08 revealed two important facts. First, the long-discussed energy crisis is now at the critical point at which world petroleum production is peaking. Just as the initial energy shocks of the early 1970s heralded the permanent decline in U.S. petroleum production, the jump in oil prices to well over \$100 per barrel by 2008 revealed that most major foreign producers had also begun to peak. The United States faces the imminent demise of its cheap gasoline economy. Cultural and political changes will surely follow. The second fact, though, reveals the flexibility for which the American people have been renowned. When gasoline prices surpassed \$4.00 per gallon, American drivers actually began to change their behavior and conserve fuel. Sales of large, inefficient vehicles plummeted while thousands began to experiment with public transportation. While gas prices subsequently fell below \$2.00 by late 2008, this occurred in large part because the U.S. economy and that of many other countries is in recession if not tottering toward depression. The decline in the price of oil, welcome though it might be, is really a symptom of economic collapse.

More expensive energy, high unemployment, stagnation of private investment, inflation, and public sector retrenchment are just a few of the conditions that lay ahead. Add to these the potential for public discontent, higher crime and other social pathologies, and the weakening of what remains of our political consensus and we can begin to appreciate the challenges that lay ahead. Here are just a few of the implications these looming crises will have on historic preservation:

- The threat of sprawl will be forgotten. Dependence on new housing construction caused Arizona to be among the hardest hit areas in the country following the implosion of the housing market in 2007-08. It will not recover because rapidly rising energy prices, the stagnation of private investment, and public sector retrenchment will make further exurban development uneconomical. Places like Pinal County, where new sprawl development had once been taken as a given, will not grow as predicted. In fact, such areas on the far urban edges will rapidly begin to decay because they never had the chance to fully develop a sustainable urban structure.
- Economic growth, where it occurs at all during the current economic recession, will happen in the urban core where public infrastructure and transportation are most efficient. New housing and commercial development will be relatively high density and along available lines of public transportation. In the worst-case scenario of traumatic economic decline, even the urban core will experience stagnation and disinvestment.
- Private sector stagnation and public sector retrenchment will mean far fewer threats to historic resources due to redevelopment. The current tremendous investment in automotive highways and exurban freeways will give way to a perhaps desperate attempt to enhance public transportation although with far fewer resources available.
- Once the current temporary decline in oil prices has ended and prices again rising to record levels, the commercial air

transportation business as we have known it will begin to disintegrate, as it nearly did in early 2008. Sprawling air hubs such as Sky Harbor will offer new opportunities for redevelopment as they refocus from volume of traffic to modified air services.

- Trains will be running through the state in numbers previously unimagined. Railroad passenger service will revive as long-distance automotive travel becomes uneconomical. This will further encourage the reorientation of economic development along efficient transportation lines.
- Technological developments in communications area are creating new paradigms for many types of work. The SHPO will in many ways cease to be an actual office, which people travel to, spend eight hours at, and then return home. SHPO will become a virtual statewide office where staff can communicate and work with partners without the necessity of wasteful travel.
- Arizonans will adjust to the depressed economy by working harder (usually for less) and stretching their incomes for maximum efficiency. This means that the mantra of the three Rs—Reduce, Reuse, and Recycle—will become basic ways of living. Arizonans will reduce their wasteful consumption as they are forced to pay more for the fundamentals of life. They will reuse and repair goods and materials when they can no longer afford the cost of throwing the old away and buying new. They will make a virtual cult of recycling in order to conserve energy and other natural resources.
- Demographic trends are bringing an end to the concept of ethnic majorities and minorities, although a legacy of income inequality will linger long among African Americans and Latinos. Few wish to admit it, but it is a fact that the historic preservation movement arose from a middle-class Anglo culture largely concerned with the preservation of its own heritage. African Americans and Latinos have generally been pressed by more urgent social and economic concerns, and in any case they have observed a definite tendency for traditional

historic preservation to concentrate on properties representative of the white and the elite. While much progress has been made to expand the social scope of historic preservation, much more must be done.

Historic preservationists can be at the forefront of the adjustment to the new economy if we have the vision, initiative, and work ethic required to lead. We must stay one step ahead of these imminent changes if we are not to be dismissed, in the future as we too often are today, as standing in the way of progress. We will have to alter our way of thinking just as everyone else will, looking for ways to adjust to the end of the age of cheap energy. How can historic preservation make a major difference in how our economy functions, in whether our communities are enriching, both economically and socially? How can historic preservation make us happier?

As conditions change, so must our thinking. The generation that enacted the National Historic Preservation Act of 1966 is gone. Historic preservation must not mean in 2010 what it did in 1970. Throughout the 1970s and 1980s, historic preservationists struggled for relevancy. By the 1990s they had made remarkable progress, especially in the area of conserving historic residential neighborhoods. This success was in large part based on favorable property tax treatment afforded historic neighborhoods by the State of Arizona, and passage of protective zoning ordinance by several cities, most notably Phoenix. Unfortunately, in many other places, historic preservation has had fewer successes. Neglect remains as much an ally of preservation as positive action. In the eyes of many public and private planners, preservation is still backward looking and doesn't affect the trajectory of our social and economic development.

The same was once true of the Environmental Movement. Environmental preservation was once about saving a few special species or turning grandly scenic areas into parks. That didn't work

because it became clear that nature is a gigantic organism whose individual parts are not only complexly intertwined, but inextricably linked to human activities and development as well. It has only been quite recently that a consensus has emerged that the world is facing imminent climatic shifts, whose repercussions may be catastrophic for some. Major environmental organizations like The Nature Conservancy now have a global perspective and stretch their efforts in a wide arc, trying to grapple with problems more holistically. The National Trust for Historic Preservation also recognizes similar social interconnectivity and is working to expand partnerships and programs to ensure that preservation has a place at every discussion of future development. Historic preservationists have learned that to succeed, preservation must be linked to larger efforts to sustain and grow communities. It is not about saving the past, but using our legacy of historic resources to plan for a better future.\*

\*The president signed the American Recovery and Reinvestment Act on 17 February 2009. The act contains funding for a variety of projects that have the potential to affect historic properties, both positively and negatively. At the time of this plan's completion, the ramifications of the act on historic preservation have only begun to be explored.

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## Rededication to the Mission

As a public agency, the mission of the State Historic Preservation Office (SHPO) is defined by the legislation that created it. The SHPO implements programs created by both Congress and the Arizona Legislature, principally in the National Historic Preservation Act of 1966 and the Arizona Preservation Act of 1981. These laws contain similar expressions of intent specifying the public purposes for which they were enacted. From these expressions of intent, we are inspired to envision a future made better through our dedication to advancing our state's progress in both the realms of private enterprise and public service.

These statements of vision and mission are drawn from the very words of federal and state law. They are not an arbitrary manifesto developed by staff to relate what we think the SHPO does or what it should do. It is also not, it must be acknowledged, in the simple, short format commonly recommended for mission statements. But it is an accurate, legitimate statement of the legislative intent.\*

The key advantage of a clear, accurate statement of the vision of public purpose for historic preservation is that it applies to all potential partners in the preservation community, from individual citizens to the federal government. It is broad in its scope, yet provides specific directions for programs and actions. The scope of benefits—cultural, educational, aesthetic, inspirational, economic, and energy-related—demonstrates that preservation is far from the merely antiquarian interest that some suspect underlay its principles.

\*At the time of this plan's final drafting, the National Park Service began circulating a proposed mission statement for the national historic preservation program. Should it be adopted by NPS, it should be a consideration in future revisions of the Arizona plan.

### The Vision of Public Purpose for Historic Preservation and the Mission of the State Historic Preservation Office

*In the belief that the spirit and direction of our Communities, our Tribes, our State and our Nation are founded upon and reflected in their historic heritage, and that these historical and cultural foundations should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people, we envision conditions fostering a productive harmony between modern society and prehistoric and historic resources in which the social, economic, and other requirements of present and future generations are satisfied by the cultural, educational, aesthetic, inspirational, economic, and energy benefits of historic preservation.*

*Furthermore, perceiving these conditions arising out of a partnership between the Federal Government, the State, local governments, Indian Tribes, and private organizations and individuals, we plan historic preservation programs and activities to encourage public and private preservation and utilization of all usable elements of the Arizona's historic built environment and act to give maximum encouragement to organizations and individuals undertaking preservation by private means.*

The SHPO staff today works to accomplish such daily tasks as pass before them with only slight thought to the mission for which they have been gathered as a team. The vision of public purpose has become so blurred, if it was ever clear at all, that staff work in isolation, if not in antagonistic opposition. Professional lines between archaeologists, architects, and historians have become hostile boundaries with each behaving as if their own area was the most important (see Reinventing SHPO, below). Reaction rules the process; initiative is an object of cynicism or condescension. Projects are proposed with virtually no intention of carrying them through. They are dropped because no one recalls why they had ever been considered. The time for change in the SHPO through rededication to our mission has arrived.



## Preservation and Conservation

There is a contradiction within the preservation movement that hinders accomplishment of the vision. This contradiction arises out of the definition embodied in the National Register of Historic Places program that properties worthy of preservation are those that have a *significant* association with important aspects of history or prehistory. This definition was codified in the National Register's Criteria of Eligibility and reflects the point of view that the Register should be highly selective. It is generally held that preservation is not about saving everything that is old, but rather about identifying and maintaining those places that are truly important to the maintenance of our culture and heritage. To achieve this goal of selectivity, registration involves a complex procedure by which properties nominated for listing in the National Register are accepted only after a lengthy process of professional review and public validation. This selectivity is an ideological inheritance from an earlier era when preservation advocacy revolved around landmark historic sites such as George Washington's Mount Vernon home or notable battlefields like Gettysburg.

The preservation movement's success has allowed interest to expand beyond iconic national historic sites to places of local importance. By the 1960s, many people observed that neglect and intentional destruction of many older, often poorer neighborhoods and commercial districts were degrading our communities and our sense of place. Where maintained or enhanced, historic areas have been increasingly recognized as stabilizing influences in community development and even engines of economic growth. More recently, reoccurring energy crises and growing concern over the environment-altering effects from our modern way of life have highlighted the value of conservation, not only of direct energy resources like oil, but also of embodied energy in the form of existing buildings. "The greenest building is one that already exists" is a powerful new slogan that counters the naïve view that energy efficiency can be achieved by new construction following standards such as LEED®. To put it directly, we cannot build our way out of our energy problems. We should be conserving our built

resources, recognizing that in many instances older methods of design and construction (wide porches, window awnings, storm windows) were more energy efficient than many later techniques. It is even becoming clear that seemingly positive developments such as energy-efficient windows can have net negative value when their full cost, factoring in their limited life span, is calculated against their actual energy savings. It is more or less a truism—which means its true—that in the long run it is cheaper to properly maintain a building's materials and systems, than it is to replace or build anew. Furthermore, even when it appears to an individual property owner's financial benefit to discard existing materials or whole buildings, that calculation usually neglects what economists refer to as negative externalities, which are costs imposed on others. These include wastage such as demolition debris that must be landfilled or the loss to the community of a treasured landmark.

The designation standards upheld by the National Register make it difficult for many preservation programs to address this modern energy and environmental concern. In many instances, only properties eligible for or actually listed in the National Register qualify for consideration under Section 106 or for grants, tax incentives, or other programs that encourage preservation. Because the National Register is intentionally highly selective, most old properties are simply left to the mercies of the real estate market. Yet the preservation mission statement explicitly includes economic and energy benefits among the public goods we want to obtain. It is the SHPO's mission, under the law, to promote the "preservation and utilization of all usable elements" of our historic heritage. All usable elements are not just those eligible for the National Register.

The way to reconcile this contradiction is to pursue a two-prong strategy that distinguishes between distinct, yet mutually reinforcing goals. Without making major changes to the legal structure of preservation embodied in current federal, state, and local legislation, we can make our strategy fairly clear with a slight

change in terminology. By ‘historic preservation’ we should continue to mean the identification and protection of those distinctive places that have a significant association with our history. That term should embrace the still current and popular idea that we should maintain the landmarks that anchor our sense of place and cultural heritage. It is useful to narrow the term historic preservation because our designated resources are, in reality, insufficient even for this limited task.

The second strategy is to embrace the concept of ‘building conservation,’ or ‘conservation of our built resources,’ or similar term that emphasizes the idea of conserving what we have in order to avoid needless waste of money, energy, and other natural resources. We should encourage a legal and financial environment that directs the private real estate market to place a higher value on reuse of existing buildings over new construction. This can be achieved by—to name a few goals—modifying building codes to remove any biases against older buildings, imposing regulator fees on new construction that accurately take into account its full social cost, amendment to urban development plans to maintain public attention to the goal of reuse, redirection of public housing and urban development funds to repair and rehabilitation, and alterations to tax code provisions that over-subsidize new construction.

Ironically, the term conservation is already prevalent in Europe where reuse is more of a norm. Americans have shied away from conservation, with its implication of ultimate use and consumption, preferring the idea of preservation, which implies keeping something in perpetuity. This preference is easy enough to understand; we can readily appreciate the preference to preserve forever places like the battlefields at Lexington and Concord, or, nearer to home, the Spanish mission of San Xavier del Bac. While no one advocates for the preservation or restoration of every building over fifty years of age, we can all see the value in conserving them for as long as practicable.

If maintenance and rehabilitation of older buildings becomes the norm in American real estate development, we will have achieved most of what we desire through historic preservation. The limited resources available for historic preservation can then be used over and above this foundation of conservation incentives to ensure that we do not lose those treasured places that we most value. We should, therefore, use the terms ‘preservation’ and ‘conservation’ distinctly, but in parallel, understanding that they can work together to achieve the full scope of our vision.

Arizona’s cultural resources include thousands of prehistoric and historic archaeological sites associated with past generations of human societies. These vary from grand ruins, such as those found at Wupatki National Monument, to more ephemeral activity sites recognizable only to trained archaeologists. Such sites are scattered widely across the Arizona landscape, although agricultural and urban development have removed a great deal of this evidence of past settlement. In the case of archaeological sites, the concepts of preservation and conservation will have somewhat different connotations than when applied to historic architecture. Significant archaeological sites may be preserved for their scientific and educational value, and Arizona is privileged to have many notable sites preserved by a variety of public and private entities.

The opportunity for conserving many archaeological sites for futures study lies in partnering with the related public effort to preserve open space and natural landscapes from the ravages of unplanned growth. While the current economic crisis has greatly reduced the rate of new construction and urban expansion, that process will not stop completely. Archaeological sites often occur on land that is also valued for its ecological and aesthetic qualities. Historic Preservationists must work to ensure that such cultural places are property considered in the larger effort to preserve all the features of Arizona that are most valuable.

## Arizona's Historic Resources

This state has witnessed an incredible range of human experience. Twelve thousand years before it was called Arizona, people were here carving out a rugged existence through hunting game and gathering wild plants. In only the last 2,000 years, the Mogollon, Hohokam and Anasazi rose to cultural dominance, and then retreated before the onslaught of a harsh environment and competition with newcomers. Again, this pattern of environmental and social competition would be repeated with the Spanish, Mexican, and later American settlers.

By 1863, when Arizona Territory was established, the stage was set for the terrible conflicts and cycles of boom and bust that would mark the years before statehood. By that time, the Spanish had been in the Southwest for over 300 years, and the city of Tucson was approaching its centennial. Within a short time the railroads arrived, connecting Arizona to the rest of the country. This marked the first great explosion of growth in our history, with an influx of ranchers and miners, and the explosive growth of towns like Tombstone, Bisbee, and Jerome. By Statehood in 1912, the untamed years were mostly behind, and Arizona was on the verge of its agricultural heyday. During this time, major irrigation and reclamation projects allowed the desert to bloom with cotton and citrus—the Salt River Valley became the state's center of business activity, and for the next several decades people flocked to Arizona for its clean air, natural beauty, and economic opportunities.

Since 1950, our population has grown from 750,000 residents to over 6.4 million. Recent economic turmoil, however, has altered this pattern with growth during 2008 at a slow rate of only 1.8 percent, the lowest rate in nearly twenty years. Fast growth is unlikely to return unless international efforts to stabilize and restore prosperity succeed. And, as stated earlier, the end of the cheap energy era is likely to result in slower growth in the long term.

This most recent wave of growth has drastically changed our environment. Looking around Arizona, we see a landscape

dominated by the new; most of the built environment dates no farther back than the Second World War, a watershed event in our history. Yet we live with the legacy of ancient lives. The founders of Phoenix laid out their 19<sup>th</sup> century townsite over the remains of canal works nearly a thousand years old. We have roads following paths walked by ancient people, villages that have been continuously occupied for almost a thousand years, towns built on plans guided by religious prophecy, and buildings whose designers range from world-renowned architects to everyday folks.

Historic preservation works to conserve those physical remnants of our past that not only continue to provide useful functions, but also serve to educate, inspire, and connect us to our communities. Whether a preserved property represents an example of high-style architecture, or is the place where an important event occurred, it can provide continuity and stability in a society where change can seem an overwhelming force. Historic preservation is about building a better future through a wise use of the present, guided by knowledge of the past.

### **Historic Preservation—How Does it work?**

Important reminders from the past are all around us. Often they are obvious because of their physical beauty, high quality of workmanship, or the sense of connection they inspire. Other times they may not be so obvious, for example, archaeological sites with below ground components. It is the process of learning their significance that enhances our experience. Specifically, historic preservation is about the *identification, recognition, and preservation* of significant historic properties. The application of these three activities creates the foundation for all levels of preservation planning.

The framework for identifying, recognizing, and preserving historic properties was established by the National Historic Preservation Act of 1966. This Act created the national preservation partnership involving federal, tribal, state, and local governments, and set the

standards for the survey and identification of historic resources utilized by these partners. The Act also established the National Park Service as the lead agency for historic preservation which oversees the National Register of Historic Places, and sets the standards by which historic resources are identified and preserved.

**What is a Historic Property?**

Throughout this document the term “historic property” is used interchangeably with historic resource, cultural resource, and heritage resource. These terms refers to the variety of property types that span some 12,000 years of human history in Arizona, and may be archaeological (prehistoric and historic), architectural, historical, or cultural in nature. Historic properties can be *buildings* such as houses, factories and schools, or *structures* like bridges, dams, railroads and other properties designed for purposes beyond basic shelter. Historic properties can also be *objects* that are primarily artistic in nature such as monuments and fountains, or they may be sites of battles, ceremonies, or where people once lived. A *district* is another type of historic property, one which contains a concentration of buildings, structures, sites, and/or objects. Historic districts demonstrate a unity of historic properties that together tell a story greater than any of its individual parts. Examples of historic districts include commercial and residential areas, prehistoric settlement systems, and large farms or ranches.

**Where are Historic Properties**

The SHPO and the Arizona State Museum (University of Arizona) have statutory responsibility for maintaining inventories of cultural resources in Arizona. In addition, land managing agencies such as the Arizona State Land Department, the U.S. Forest Service, the U.S. Bureau of Land Management, the National Park Service, and the U.S. Department of Defense, as well as the several Indian reservations, keep track of cultural resources under their domain. Many of these entities, including the SHPO, have joined in a consortium that oversees development of the AZSITE cultural resource database, a system originally developed by the Arizona

State Museum. In general, the AZSITE system tracks the location and attribute information about archaeological sites, historic and prehistoric, throughout the state, although not covering certain jurisdictions such as reservations. The SHPO has the primary responsibility for maintaining the state’s inventory of standing architectural and other historic (non-archaeological) resources. For over three decades, the SHPO has worked with Arizona communities to survey and inventory historic sites. Many of these are listed in the Bibliography of Historic Resource Surveys by Community (p. 61).

<b>National Historic Landmarks in Arizona</b>	
1. Air Force Titan Missile Site	22. Lehner Mammoth-Kill Site
2. Awatovi Ruins	23. Lowell Observatory
3. Casa Malpais Site	24. Merriam (C. Hart) Base Camp
4. Mary Colter Buildings	25. Mission Guevavi
5. Double Adobe Site	26. Old Oraibi
6. El Tovar Hotel	27. Painted Desert Inn
7. Fort Bowie and Apache Pass	28. Phelps Dodge General Office Building
8. Fort Huachuca	29. Point of Pines Site
9. Gatlin Site	30. Pueblo Grande Ruin
10. Grand Canyon Depot	31. Sage Memorial Hospital
11. Grand Canyon Lodge	32. School of Nursing
12. Grand Canyon Park Operations Building	32. San Bernardino Ranch
13. Grand Canyon Power House	33. San Cayetano de Calabazas
14. Grand Canyon Village	34. San Xavier del Bac Mission
15. Hohokam-Pima Irrigation Sites	35. Sierra Bonita Ranch
16. Hoover Dam	36. Taliesin West
17. Hubbell Trading Post	37. Tombstone Historic District
18. Jerome Historic District	38. Tumacacori Mission
19. Kinishba Ruins	39. Ventana Cave
20. Desert Laboratory	40. Winona Site
21. Navajo Nation Council Chambers	41. Yuma Crossing & Associated Sites

### **What Makes a Property Historic?**

As the official listing of historic properties worthy of preservation, the National Register of Historic Places sets the criteria for historic designation. To be considered for listing in the National Register, a property must meet three broad qualifiers: first, it must be at least fifty years old (although rare exceptions are made); second, it must have *significance*, or documented importance; and third, the property must retain historic *integrity*—its important historic features are present and recognizable.

While the qualifier of age is self-explanatory, the other two are not so straightforward. In order to be significant, a property must demonstrate a relationship to important events or people, merit related to its construction or design, or the potential to reveal important information about the past. These criteria for significance are called the *National Register Criteria for Evaluation*.

The final condition a property must meet for National Register listing is that it has integrity, which is the ability of a property to convey its significance. In determining integrity, the National Register examines seven aspects of a property's makeup and environment to determine if it conveys its significance: location, design, setting, materials, workmanship, association, and feeling. As change is a part of any property's history, the National Register acknowledges that very few historic properties retain all their original historic features—but in order to be historic, a property must retain the essential aspects of integrity that convey its historic identity.

### **Who Decides What is Historic?**

The Keeper of the National Register of Historic Places ultimately determines what is historic. Knowledgeable professionals and citizens make this determination through a public process of review and validation. Any individual, group, or agency may nominate properties to the National Register, but in any case, nominations are

reviewed at the state and federal level to ensure that properties meet the criteria for listing described above.

The National Register is not just a list of properties of interest to the entire country. The National Register also recognizes properties that are significant to smaller geographic areas such as a state or individual communities. In addition to the National Register, the SHPO maintains the Arizona Register of Historic Places. Many cities and towns also, maintain their own municipal registers. All these registers use criteria of age, significance, and integrity similar to those used at the national level.

Whatever the level of designation, historic registers are created so that significant historic resources may be protected and preserved. Properties eligible for listing in the National and State Registers are afforded some protection from the adverse actions of government. And at the local level, historic designation is used as a means of protecting the important visual and historic characteristics that create a sense of place. Listing in historical registers can also provide incentives for property owners to preserve their resources. These incentives usually come in the form of grants or special tax considerations.

### **Preserving Historic Resources**

While the identification and nomination of historic properties may be done at the federal, tribal, state, or local level of governmental agencies, advocacy organizations, neighborhood groups, or individuals—the intention for recognition is all the same. For all these entities, the purpose of nominating a historic resource is to provide for the planning of its continued use and enjoyment. Having understood what it takes to recognize a property as historic, the next question is—what does it mean to preserve it?

Preservation can mean many things, and there may be any number of reasons to save and use a property. A building may be rehabilitated and updated as a business opportunity, or it may be

restored to a particular time period and used as a museum. An archaeological site may be interpreted for its educational value, while at the same time serving as an attraction for tourists. Preservation of historic districts can enlighten residents, as they come to understand how their communities were created. All of these activities: rehabilitation, restoration, interpretation, acquisition, and education fall under the definition of historic preservation. In contrast to a common misunderstanding, historic preservation is not about setting aside static representations of the past, but rather the active use of historic resources to improve our quality of life in the present and for the future.

*Pictured below are two archaeological parks operated by different levels of government. At Montezuma Castle National Monument (top), the National Park Service preserves and interprets a major prehistoric Anasazi cliff dwelling site. Tubac State Park (bottom) includes museum displays and events to educate the public about the state's Spanish colonial past.*



## **Heritage Tourism and Archaeology**

Unlike historic buildings and structures, which offer recognizable energy and rehabilitation possibilities, the potential contribution of archaeological sites towards meeting current public needs is not always readily apparent. Yet archaeological sites have substantial economic and education benefits if properly protected and developed, in addition to their acknowledged contribution to our understanding of the past.

The federal, state, and even some local communities have developed archaeological sites as educational venues that also have the additional benefit of promoting tourism, one of Arizona's largest economic sectors. The National Park Service manages several national monuments containing some of the most important and spectacular archaeological sites in the United States, including Navajo, Tonto, Walnut Canyon, and Casa Grande Ruins national monuments. The state manages archaeological sites at Homolovi, near Winslow, and Tubac in the southern sector of the state as state parks. Cities and towns such as Phoenix, Mesa, Globe, and Springerville protect major archaeological sites and provide extensive educational opportunities.

By far the greatest portion of preserved and interpreted archaeological sites are prehistoric and represent the major artifacts of cultures that existed in Arizona prior to the entry of Europeans. But, in fact, many of these sites have layers of history and include components representing historic eras of Native American, Hispanic, and Anglo culture. Tubac State Park, for example, has been set aside to protect the archaeological remains of this once important Spanish military post on the far northern outskirts of its North American realm.

The managers of archaeological sites now regularly consult with tribes who have cultural affiliations with archaeological sites, both prehistoric and more recent. Many of these sites continue to serve traditional cultural values. While respecting the contemporary needs of Arizona's many tribal cultures, these sites offer a means to achieving a better understanding between cultures while at the same time offering educational attractions for our visitors.

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## The Preservation Network

As the basis for planning, the system of preservation of historic resources relies on the efforts of a varied array of governments, organizations, groups, and individuals. While one of the purposes of this plan is to guide the activities of the State Historic Preservation Office, the SHPO is not the only entity that can obtain guidance from the Plan. The goals and objectives presented here represent the desires of a wide range of preservation interests around the state. As such, the individuals and groups possessing these interests also play an important part in seeing that the Plan's objectives are achieved. One of the primary roles of the SHPO as the state's leading preservation agency is to coordinate the actions of all the groups that have a stake in the preservation of the past. And just as most everyone within this diverse preservation network shares common goals, participating in the enactment of this plan should serve to establish stronger links between them.

The following is a listing of the major players in the preservation network and a brief discussion of their roles and responsibilities. The Arizona SHPO is discussed most extensively so that its role at the center of the network may be better understood.

### The State Historic Preservation Office (SHPO)

The Arizona State Historic Preservation Office, a division of Arizona State Parks, assists private citizens, institutions, local governments, tribes, and state and federal agencies in the identification, evaluation, protection, interpretation, and enhancement of heritage resources that have significance for local communities, the state, and the nation. The role and function of the SHPO is defined in state (Arizona Historic Preservation Act) and federal (National Historic Preservation Act) law. SHPO program areas are summarized below:

#### *Survey and Inventory*

The SHPO conducts an ongoing architectural survey program and oversees archaeological surveys to identify, evaluate, and plan for the management of these resources. The SHPO conducts

geographic and thematic based surveys, and provides technical and financial assistance for local surveys.

#### *State and National Register of Historic Places*

The SHPO guides and oversees the nomination of significant properties to both registers. The National Register of Historic Places is the nation's official list of properties considered worthy of preservation, while the Arizona Register of Historic Places contains properties that are particularly significant in Arizona history. Criteria for listing to these registers are discussed in the previous chapter.

#### *Review and Compliance*

The review and compliance program assists federal, state, and local agencies and tribal governments to meet their preservation responsibilities as defined by law. Through this program, the SHPO ensures that the possible impacts of federal and state undertakings on register eligible properties are considered at the earliest stage of project planning.

#### *Preservation Planning*

To ensure the property management and preservation of Arizona's historic resources, the SHPO develops a comprehensive State Plan for Arizona's cultural resources. State and federal agencies, cities and towns, nonprofit and for-profit organizations, tribal governments, and individual citizens participate in and contribute to the development of the plan. The State Plan assists the SHPO in making management decisions and setting priorities for preservation grant funding.

#### *Local Government Assistance*

Municipal governments that develop comprehensive preservation programs may apply to the SHPO to become Certified Local Governments (CLGs). To be certified the government entity must have a historic district ordinance, a preservation commission, and an ongoing program to survey heritage resources within its

jurisdiction. Once certified, these government entities are eligible for specialized assistance and funds for developing local preservation programs and projects.

#### *Historic Preservation Grants*

Two competitive matching grant-in-aid programs are available to assist with the preservation of heritage resources in Arizona—the Arizona State Parks Heritage Fund and the federal Historic Preservation Fund. Through the Heritage Fund \$1.7 million in state lottery funds is allocated annually for historic preservation. The majority of these funds are awarded through competitive grants to governments, nonprofit organizations, and educational institutions. Federal Historic Preservation Grant Funds are appropriated annually to fund the SHPO programs and assist with the management of Certified Local Government programs. (Note: In its 2009 session, the Arizona Legislature eliminated funding for Heritage Fund historic preservation grants. Dire predictions regarding the FY 2010 budget may mean a similar action in 2010.)

#### *Preservation Tax Incentives*

Owners of National Register-listed properties are eligible for special tax incentives. The SHPO administers a state and federal tax benefit program by evaluating the eligibility of properties, and reviewing construction documents to ensure project compliance with the *Secretary of the Interior's Standards for Rehabilitation*.

#### *Public Programs*

The SHPO participates in a wide variety of public program activities related to archaeology and historic preservation, which include conferences, workshops, lectures, and school programs. The most important event coordinated by the SHPO is the Arizona Archaeology and Heritage Awareness Month, celebrated each spring. This annual celebration serves to encourage public stewardship of Arizona's non-renewable heritage resources.

#### *Site Steward Program*

This unique program, staffed by a statewide network of volunteers, is designed to discourage vandalism of archaeological resources through site monitoring and promoting public awareness. The SHPO works closely with the Arizona Archaeology Advisory Commission, federal, state, and local land managers, and Native American groups in administering the Site Steward Program.

#### *Advisory Groups to the SHPO*

Established in 1985 and appointed by the governor, the Governor's Archaeology Advisory Commission (GAAC) advises the SHPO on archaeological issues of relevance to the state, with a focus on public archaeology education programs. The 11-member AAC has been analyzing the curation crisis in Arizona in consultation with the public and generated a report on possible solutions. The AAC has also worked to help preserve and protect threatened state heritage resources and helps inform the governor on these problems. The AAC also monitors SHPO's public education and advises the SHPO on the Site Steward Program.

The Historic Sites Review Committee (HSRC), administered by the Arizona Historical Advisory Commission, provides advice on matters of determining historic significance, and reviews nominations to the State and National Register of Historic Places.

The Historic Preservation Advisory Committee (HPAC) serves the Arizona State Parks Board in an advisory role on the expending of grant funds through the Arizona Heritage Fund for historic preservation.

### **Partners in the Preservation Network**

#### Federal Government Partners

All federal agencies are responsible for identifying and protecting significant historic resources under their jurisdiction. In Arizona, partners such as the Bureau of Land Management, the U.S. Forest

Service, National Park Service, and Department of Defense are managers of large areas of land and many resources within the state. Many of these land managers have developed Cultural Resources Management Plans in consultation with the SHPO and tribes; these plans outline the processes by which the agencies will protect and manage heritage resources on their lands, as well as how they will seek public input on their management programs.

#### *National Park Service (NPS)*

NPS is the federal agency responsible for the administration and implementation of the National Historic Preservation Act of 1966, as amended. NPS is the nation's lead preservation agency and sets the standards for the preservation of cultural resources, providing financial and technical support to the state historic preservation offices, administration of the National Register of Historic Places, and technical information for the management of historic resources. Additionally, NPS manages many of Arizona's most significant cultural and natural resources within 26 designated national parks, monuments, historic sites, trails, and heritage areas.

#### *Advisory Council on Historic Preservation*

The Advisory Council is an independent agency composed of 19 members appointed by the President of the United States. The Council advises the President and Congress on matters pertaining to the preservation of historic, archaeological, architectural, and cultural resources.

#### *Federal Land Managing and Permitting Agencies*

All federal agencies are responsible for identifying and protecting significant historic resources under their jurisdiction. In Arizona, partners such as the Bureau of Land Management, the U.S. Forest Service, the Department of Defense, the U.S. Army Corps of Engineers, and numerous others are important managers of a significant amount of land and resources within the state.

#### *Bureau of Indian Affairs*

The Bureau of Indian Affairs administers assets and lands in trust for federally recognized tribes. Although this relationship is changing as tribes assume increasing self-government, the BIA will continue to be an important player in the management of resources on tribal lands.

#### Tribal Government Partners

There are 21 federally recognized tribes in Arizona. Most of these tribes have established cultural preservation programs within their functions of government, and five tribes have assumed preservation responsibilities as Tribal Historic Preservation Offices (THPOs), under the 1992 revisions to the National Historic Preservation Act. THPO certification has been granted to the Hualapai Tribe, the Navajo Nation, the San Carlos Apache Tribe, the White Mountain Apache Tribe, and the Gila River Indian Community. Even as tribal governments assume full responsibility for the preservation of resources, they will continue their relationship with the SHPO as partners in preservation, primarily for resources off tribal land. The tribes and SHPO have improved understanding toward tribal issues, especially tribal perspectives on traditional cultural places and the definition of good faith consultation measures in compliance processes. The SHPO also works with the Inter Tribal Council of Arizona, Inc., a statewide nonprofit organization that works to promote the common interests of member tribes.

#### State Government Partners

##### *Arizona Historical Society*

Through its museums in Tucson, Tempe, Yuma, and Flagstaff, and its publications division, the Arizona Historical Society is the lead agency for collecting, preserving, interpreting and disseminating information on the history of Arizona. AHS also plays an important role in supporting local historical societies around the state.

#### *Arizona State Museum (ASM)*

The Arizona State Museum carries out responsibilities for archaeological and cultural preservation under state antiquities laws. Also central to its mission is the enhancement of public understanding and appreciation of Arizona's cultural history through the collecting, preserving, researching, and interpreting of objects and information with a special focus on indigenous peoples. ASM is the statewide repository for archaeological site information.

#### *Arizona Department of Commerce (ADOC)*

ADOC's Community Planning Program assists Arizona communities by providing technical assistance and training to local governments on development-related issues, land-use planning, design review, zoning, and financing. Also within the ADOC is the Arizona Main Street Program, which fosters economic development within the context of historic preservation by working as a partner with local and state agencies, property owners, and business people to revitalize downtown areas.

#### *Arizona Department of Transportation (ADOT)*

As part of its mission to provide the state with a quality transportation system, ADOT continually makes decisions on how that system affects important cultural resources. Additionally, ADOT produces *Arizona Highways Magazine*, which shares information about the state and its history, and administers transportation enhancement funds from the U.S. Department of Transportation.

#### *Arizona Office of Tourism (AOT)*

Among their many responsibilities, AOT works to generate positive media coverage and promote Arizona to the public. AOT oversees the creation, production and distribution of the state's advertising, an important component of which is promoting heritage resources.

#### *Arizona State Land Department (ASLD)*

The ASLD administers and manages over 9 million acres of land and resources held in trust by the state. ASLD also provides direction, coordination, assistance, and services to those who use Arizona's land and natural resources.

#### *Arizona State Parks (ASP)*

Within its mission of managing and conserving Arizona's natural, cultural and recreational resources, ASP manages some of the state's most significant resources in its seven historic parks. Through ASP's Partnerships division, which includes the SHPO, professional support and financial assistance is given to preservationists around the state.

#### *Arizona's Universities and Colleges*

Arizona's universities and community colleges play an important role in historic preservation most significantly through the research materials they produce, and the students they train to become professionals in the fields of anthropology, history, and architecture.

#### Local Government Partners

##### *Certified Local Governments (CLGs)*

Twenty-seven cities in Arizona are currently maintaining certified historic preservation programs, which receive specialized funding and assistance from the SHPO. CLGs have established a preservation ordinance and a formalized means of identifying, registering, and protecting cultural resources within their boundaries.

##### *County and City Governments*

Many county and city governments work with the SHPO to recognize the principles embodied in the State Historic

Preservation Act by submitting local projects for review on a voluntary basis.

#### National Advocacy Groups

##### *Archaeological Conservancy*

The Archaeological Conservancy is a nonprofit organization working to preserve the nation's most important archaeological sites. The Conservancy strives to permanently preserve the remains of past civilizations by purchasing or receiving lands containing significant endangered resources and managing them for the benefit of future generations. With the assistance of acquisition grants from the Arizona Heritage Fund (administered through Arizona State Parks, in consultation with the SHPO), the Conservancy has purchased and protected eight archaeological preserves. The Archaeological Conservancy manages a total of 26 archaeological preserves in Arizona.

##### *National Conference of State Historic Preservation Officers*

The National Conference of State Historic Preservation Officers provides leadership by representing and advocating state historic preservation programs nationally, and by enhancing the capabilities and resources of the SHPOs as they operate within each state.

##### *National Trust for Historic Preservation*

The National Trust is a private, nonprofit membership organization chartered in 1949 by Congress to preserve historically significant properties and foster public participation in the preservation of our Nation's cultural resources. The Trust provides technical and advisory support for preservation organizations at the state and local levels.

##### *Preservation Action*

Preservation Action is a national lobbying organization that promotes historic preservation and neighborhood conservation. Preservation Action works to increase opportunities for preservation in communities by advocating improved government

programs, increased funding, and greater awareness of the built environment.

##### *The Society for American Archaeology (SAA)*

The SAA is an association of professional and avocational archaeologists promoting scholarly communication and greater public understanding of the importance of preserving the unwritten histories of the Americas. The SAA publishes two journals, works with the federal government to improve site protection, and is active in promoting archaeology as a subject taught in schools.

#### Statewide Advocacy Groups

##### *Arizona Archaeological Council (AAC)*

The AAC is a nonprofit, voluntary association that promotes cooperation within Arizona's preservation community by fostering the conservation of prehistoric and historic resources. In addition, the AAC's Archaeology for Educators Committee promotes archaeology and preservation in the classroom through teacher workshops, informational material, and review of curricula.

##### *Arizona Preservation Foundation (APF)*

The APF is a private, nonprofit foundation, formed to ensure that historical, architectural and natural resources are preserved and protected for future generations. APF is the state's advocacy voice for historic preservation, educating developers, officials, and the public through workshops, grants, and other programs.

##### *Arizona Heritage Alliance, Inc.*

The Arizona Heritage Alliance is a partnership of diverse groups and individuals interested in preserving and perpetuating the Arizona Heritage Fund, an annual \$20 million set-aside from state lottery funds which are utilized to preserve and protect Arizona's significant natural, cultural, and recreational resources.

#### Local Advocates

### *Historical Societies and Museums*

Aside from being excellent sources of information, local historical societies and museums often include preservation messages and activities within their mission of conserving and interpreting local and regional history.

### *Preservation Consultants*

The professionals (architects, historians, archaeologists) who perform the research, surveys, documentation, and hands-on preservation of historic resources are vital to the ongoing success of the preservation movement. Their knowledge and expertise provides the basis for understanding the value of our culture.

### *Neighborhood Organizations*

Neighborhood groups and homeowners associations work to preserve the continuity and character of their historic districts. They provide advocacy, education, and a larger voice for the property owners living within a community.

### *Property Owners*

Individual home, business, and landowners are perhaps the most important component in the entire network of preservationists. Without the continued protection and conservation of historic properties they care for, the physical reminders of our past would not survive.

### *Volunteers and Volunteer Groups*

Most Arizonans do not own historic property or live in historic neighborhoods, yet they still have a stake in preserving our past. There are currently a countless number of volunteer groups actively working to protect and preserve Arizona's history. Among the larger ones are the Arizona Site Stewards (*see SHPO*), the Southwest Archaeology Team, the Arizona Archaeological Society, and the Arizona Archaeological and Historical Society.

### **Certified Local Governments**

<u>City/Town</u>	<u>Date Certified</u>
Willcox	September 24, 1985
Globe	August 25, 1986
Williams	September 11, 1986
Payson	December 10, 2001
Clifton	March 10, 1998
Winslow	April 27, 1999
Nogales	December 18, 2000
Taylor	April 9, 2001
Florence	September 12, 1985
Yuma	February 11, 1986
Scottsdale	April 17, 2001
Peoria	March 10, 2004
Benson	May 15, 1992
Coolidge	November 30, 2000
Kingman	September 24, 1986
Casa Grande	October 21, 1991
Glendale	November 1, 1995
Flagstaff	October 14, 1997
Holbrook	October 14, 1997
Prescott	January 3, 1986
Phoenix	January 3, 1988
Bisbee	March 17, 1989
Tucson	March 6, 1990
Mesa	October 5, 1995
Tempe	October 14, 1997
Winslow	April 27, 1999
Sedona	September 6, 2000

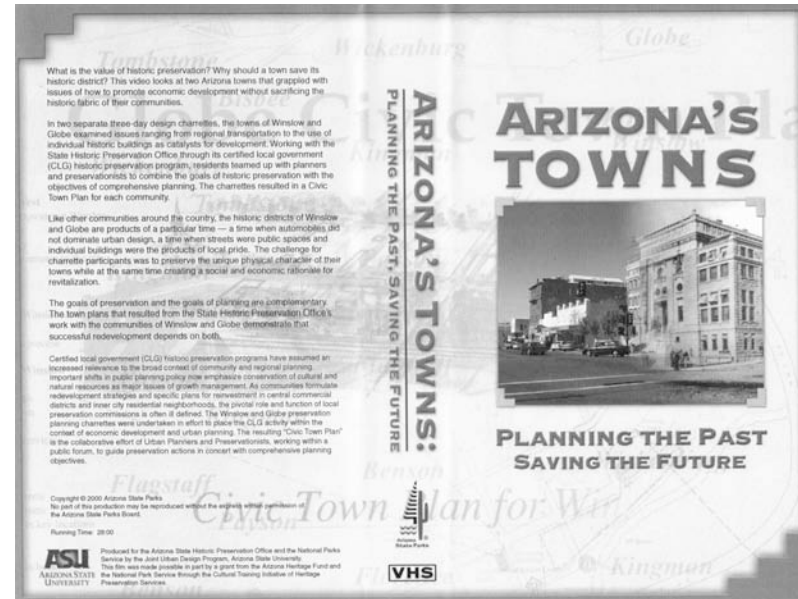
## Integrating Historic Preservation into Community Planning

In 1997, the Arizona SHPO, in partnership with the National Park Service and the Joint Urban Design Program, Arizona State University, organized the first historic preservation planning charrette in the City of Winslow. This meeting brought prominent architects and urban design specialists to the small town of Winslow in northeastern Arizona to brainstorm and develop ideas about how the community could rejuvenate its economy by working with its historic resources, such as U.S. Route 66 and the famous La Posada Hotel.

The premise underlying the charrette was that historic preservation must be integrated into a community's comprehensive planning if it to receive its proper level of public support. One difficulty has been that while state statute requires that comprehensive planning consider a wide variety of issues, historic preservation is not explicitly among them. Events such as the Winslow charrette demonstrated that cultural resources have the potential to work synergistically with other social and economic factors to preserve both a sense of place among local citizens and visitors, but also can revitalize its economy, providing opportunities for new jobs and income.

Since 1997, the SHPO has been a leading sponsor of historic preservation charrettes in several communities around the state:

Winslow	1997
Globe	1997
Jerome	2004
Tombstone	2005
Bisbee	2006



*The video production for Arizona's Towns: Planning the Past, Saving the Future (2000) combined elements of the Winslow and Globe charrettes into a guide for how communities can integrate historic preservation into their community planning. Funding for both charrettes and the resulting video was provided by the Arizona Heritage Fund and the National Park Service.*





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## Planning Methods and Findings

The 2009 Plan builds upon the accomplishments of previous historic preservation planning efforts undertaken since the 1960s. For a synopsis of preservation planning see Appendix D. The method applied to the development of the first comprehensive statewide historic preservation plan in 1996 and its subsequent update in 2000 provided the model for the current planning process. The results of public input into the 2000 update largely confirmed the earlier results and provided confidence that its outline of goals and objectives remained relevant. Public input into the 2009 plan update was intended to find out if the existing general outline continued to meet the expressed needs of the general public, historic preservation professionals, various agencies and other preservation partners.

Public input was gained through a statistically valid, random telephone survey conducted by a consulting survey firm in late 2006. Preservation professionals, officials with Certified Local Governments, and agency partners were surveyed separately through a targeted mail survey.

### General Findings

#### General Public

The survey findings found a strong link in the public mind between cultural resource protection issues and concern for broader natural resource issues. The public linked the preservation of open space with the preservation of archaeological sites, with 91 percent agreeing that the presence of archaeological sites increased the value of any particular piece of open land. Ninety percent of the public agreed that reuse of historic buildings contributed to the conservation of scarce resources. The link between control of urban sprawl and historic preservation found 76 percent support among the public, who agreed that maintaining and reusing older inner city buildings reduced the need for new buildings elsewhere.

Recent studies now document the positive relationship between historic preservation programs and economic development. From the work of Donovan Rypkema (such as his analysis that “Historic Preservation is Smart Growth”) to statistics compiled by the Arizona Department of Commerce on the economic affects of the Arizona Main Street Program, to the Arizona Humanities Council publication “Expand Arizona’s Economy by Investing in Cultural Heritage,” disproves the myth that economic development is incompatible with the goals of historic preservation.

One of the more important results of the public survey was validation that the general public is aware of this connection between historic preservation and economic benefits, from the connection to increasing tourism (95 percent agreed) to helping downtown businesses (90 percent agreed). It is also important that the public understands that historic district designation can stabilize neighborhoods and increase property values (82 percent agreed). More than three-fourths of Arizonans (77 percent) agreed that the preservation of historic properties improves their quality of life.

The public survey also tested the public’s knowledge and support of the range programs administered by the SHPO. Public support was very high, ranging from 83 percent support for technical assistance to 95 percent for compliance review of publicly funded projects.

Related to the management of historic properties and the application of preservation standards, the survey indicates that the public supports SHPO policy to downplay reconstruction of historic properties (60 percent), in favor of maintenance (98 percent), rehabilitation (96 percent), restoration (96 percent), and stabilization (95 percent).

The section of the survey concerned with setting priorities of funding and effort indicate that the public prefers to see money and effort go to older publicly owned properties, rather than newer or

privately owned properties or for-profit business. When asked if significance of a property should be a factor in setting priorities, the public did say yes, but was evenly divided on the preference between local and national significance.

When asked if greater attention should be given to archaeological sites (prehistoric era) or to historic properties (historic period), there was a definite edge toward historic properties (50 percent to 27 percent), but when combined with the “no preference” option the public indicated strong support for all properties. When asked what period of history and what thematic categories the public was most interested in, the most significant finding was no preference (49 percent). Beyond this finding the only directions indicated by the data were interest in the Old West (18 percent) and Native American history (12 percent), and an interest in the generic category of old buildings (forty percent) from the target group.

Finally, when asked if they were aware of potential threats to historic resources the general public overwhelmingly said yes to all eight types of threats listed, with the highest response to vandalism (94 percent). Respondents were also asked to rate the severity of the threat posed by each with vandalism (71 percent) and not enough money (70 percent) ranking the highest. When asked about all the potential threats to historic properties, 91 percent of the general public expressed concern about the future of historic properties in Arizona, with more than one third of all those surveyed saying they were very concerned; nearly two thirds of the target group said they were very concerned.

### Implications

What are the implications of these findings? First, and foremost, this survey indicates the general public supports the state’s involvement in historic preservation issues and in the current programs of the SHPO. It also indicates that the general public has a much broader understanding of the role of historic preservation

within other contemporary issues, such as Smart Growth, and a broad understanding of the current threats to historic resources.

Second, the survey supports the concept that historic preservation issues are important considerations for planning at all levels of government, especially as it relates to economic development programs, protecting archaeological sites when planning new housing developments, and protecting historic districts through municipal and neighborhood conservation efforts. SHPO efforts surrounding these issues should be continued.

Third, the public rated all the programs SHPO verses as important, indicating those efforts should be undertaken to provide adequate funding for all program areas. If hard decisions have to be made the public and target group indicates that the highest priority should be placed on compliance, and then on grants, site stewards, national register and tax incentive program areas. The main difference between the general public and target group priorities was in the program area of providing technical assistance. The target group rated this function as important, though it was the lowest rated by the general public. Also, the public rated education about historic preservation issues as important, though the target group rated this area lowest.

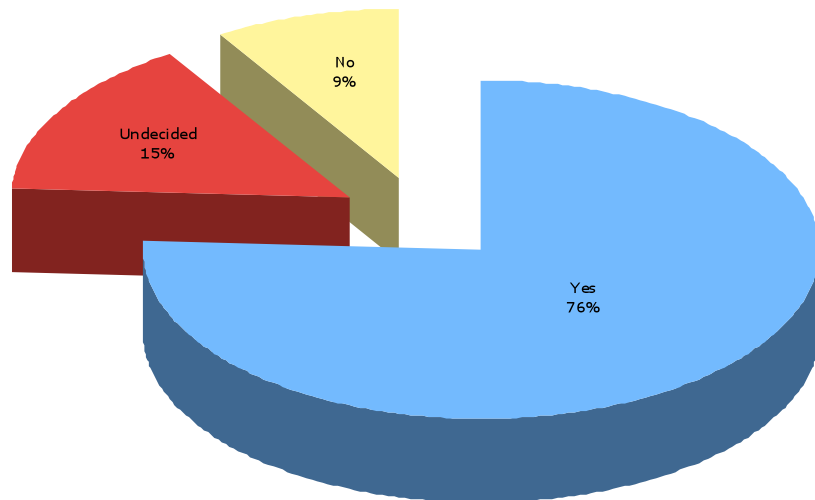
Fourth, although reconstruction as a preservation treatment appears in state statute, the SHPO has cautioned against its use in favor of working on the standing historic resources first. This policy is supported by the survey findings. Both the public and target group indicated that reconstruction was the lowest in importance of all treatments presented.

Fifth, for grants the implications of the survey indicate equal consideration for all treatments except reconstruction, a validation of public benefit priorities with a preference toward older public properties, and no preference toward age or context. It would appear that the public defers to the professional preservationists on

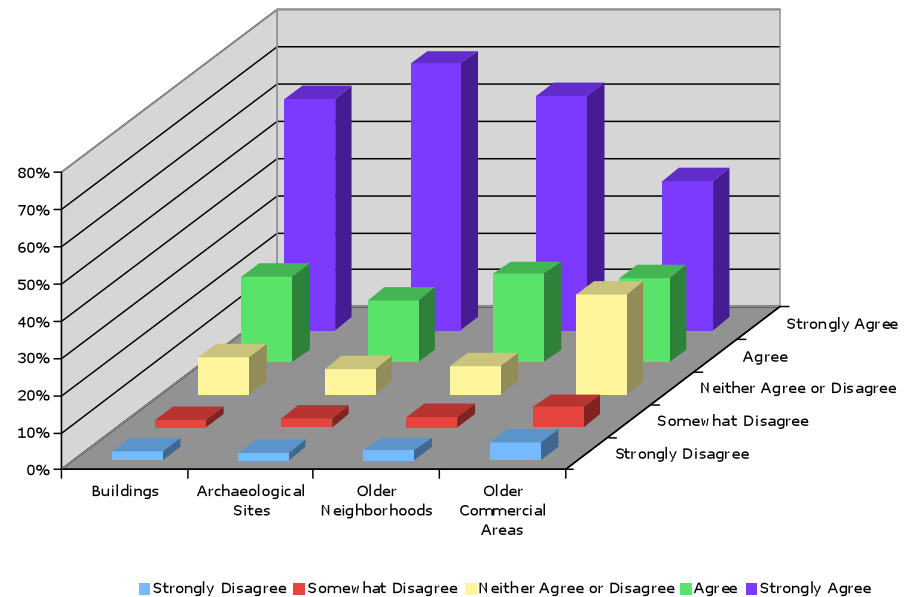
any priority related to theme or context and that the public is split over local or national significance being a factor for setting priorities. There is also a slight preference for assisting properties owned by not-for-profits (government or private) (55 percent) ahead of for-profit related properties so that public benefit of preserving individual properties should still be considered, such as the ability of the public to enter, visit or tour properties.

Finally, the survey definitely indicates the public’s concern that vandalism is the greatest threat to our historic and prehistoric resources, which is reflected in support for the Site Steward Program where volunteers continue to come forward to counter this threat.

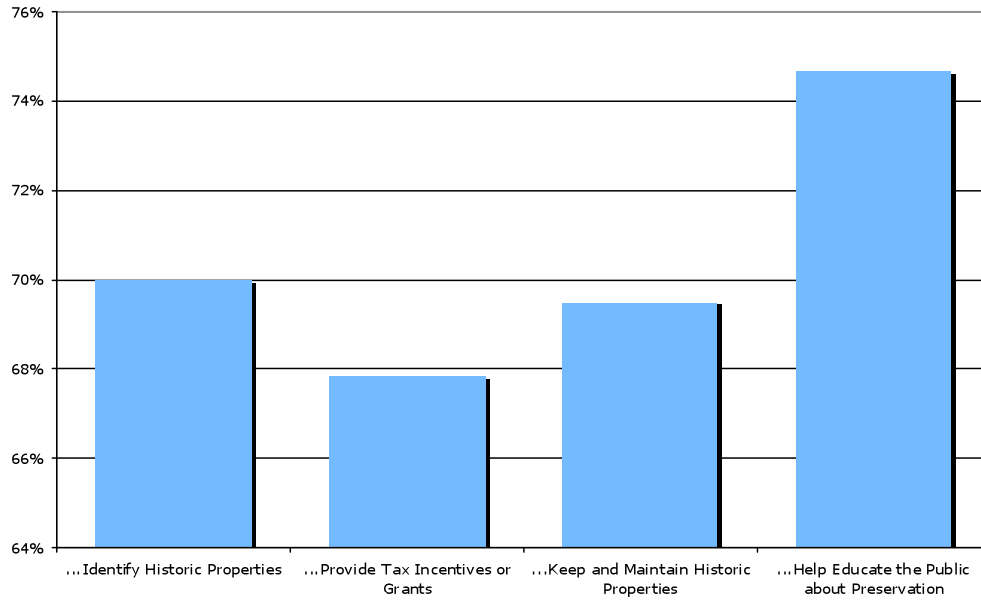
**Should Government Play a Role in Historic Preservation?**



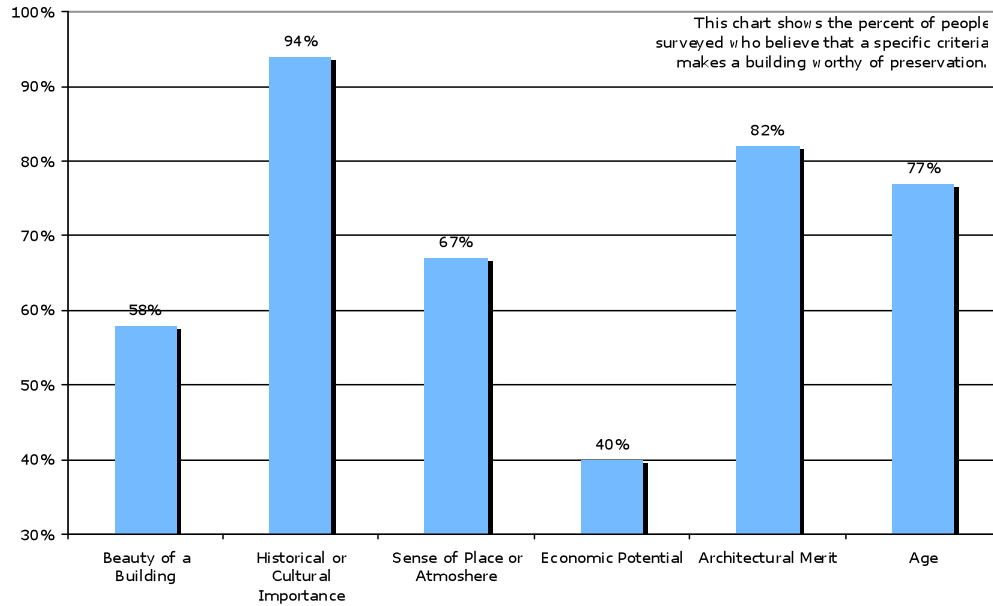
**Historic Preservation Saves**



**Percent Who Believe Government Should...**



**What Makes a Building Worthy of Preservation?**



## **Current Historic Preservation Trends and Outside Influences**

### **Current Trends**

Current trends within the historic preservation community include:

#### **Historic Districts**

There continues to be a strong interest in nominating historic districts. Out of the 146 listed historic districts throughout Arizona, 95 are multiple owner residential and/or commercial districts with 14,890 contributing properties. Most of the current work on historic district identification and nomination is done through our certified local government (CLG) program and often using CLG historic preservation fund pass through grants. Many neighborhood organizations sponsor the nomination of their neighborhoods and raise the match for the pass through grant. One of the prime motivations to nominate a neighborhood to the National Register as a Historic District is the state historic property tax reclassification program that, in the case of non-income producing properties (primarily owner occupied residential properties), reduces the state property tax classification rate from 10% full cash value to 5%. As long as this tax incentive remains in place there should be a high demand for district nominations and with the post world war building boom subdivisions becoming 50 years old there will be increasing demand for inventory and evaluation of 1950s era buildings and related districts. Even though the passage of Proposition 207 in 2006 (that addressed private property rights and municipal zoning actions that may affect property value) has virtually stopped historic district overlays at the local level there continues to be interest in National Register historic district nominations that are tied to potential property tax reductions.

#### **Tribal Preservation Programs**

Over the last twenty years most Arizona tribes have developed tribal cultural preservation committees and/or offices. The 1992

amendments to the National Historic Preservation Act (NHPA) empowered tribes to take over any and all SHPO responsibilities and programs on tribal land. By 2008, five tribes, out of 21 recognized tribes within Arizona, had officially taken over SHPO functions on tribal land: the Hualapai Tribe, the White Mountain Apache, the San Carlos Apache, the Navajo Nation, and the Gila River Indian Community. The overall interaction with tribes has increased over the years even with tribal take over of SHPO responsibilities on tribal land because tribes have increased their awareness of actions and undertakings occurring off tribal land that are of concern, so in reality SHPO tribal communications and interactions continue to increase. Currently four additional tribes are actively pursuing the take over SHPO responsibilities on tribal land. The Arizona SHPO also consults with the Zuni tribe in New Mexico that owns land in Arizona and has ancestral ties to many places in Arizona. Since the 1992 amendments to the NHPA most federal agencies working in Arizona have developed working relationships and consulting procedures with tribes. Last year Arizona's Governor issued an executive order requesting consultation by state agencies with tribes. The SHPO has issued tribal consultation guidelines for agencies that own historic properties including archaeological sites.

#### **Traditional Cultural Places**

Often associated with tribal cultures are "Traditional Cultural Places." These "Cultural Places" (sometimes referred to as "Traditional Cultural Properties") are important to tribes and other traditional cultures as locations of cultural events, sacred ceremonies, gathering sites, pathways and environmental markers. Culture has always been a factor in assessing a property's worthiness of preservation but the full consideration of the wide range of "Traditional Cultural Properties" has only recently been acknowledged. Consultation with tribes and other traditional cultures is critical to understanding the location, eligibility and treatment possibilities of "Traditional Cultural Places." Often

tribes require information on traditional cultural places, including locational information, to be kept confidential. The initial desire nationally was to recognize those places where cultural traditions have continued for over 50 years up to the present. Additional debate and discussions have allowed recognition of those places where the tradition has been excluded or where the tradition may have been forgotten. At a minimum such places must retain a traditional place name. In rare cases the tradition may be remembered but access to the place has either been denied or forgotten. Where the connection of a tradition and a specific place can be reestablished then significance can be recognized; but in those cases where the tradition and the place have both been forgotten there appears little hope of being able to recognize either significance or integrity.

### **Loss of the Recent Past**

Many distinctive property types from the 1950s and 1960s are being lost well before any evaluation can be made as to their significance or worthiness of preservation and well before they are 50 years old. Modernist or International style banks, churches, houses, service stations, motels, office buildings and fast food restaurants are all disappearing. Changing transportation routes, business consolidations, increased property values and functional obsolescence all contribute to the problem. Although many examples from this era are not worth preserving the undocumented “cream of the crop” examples can be lost before their significance is realized. The very first franchised McDonalds, the first McDonalds with the Golden Arches, was actually constructed in 1953 in Phoenix on Central Avenue near Indian School Road but unfortunately torn down before 1980. Most properties developed between 1950 and 1970 were constructed under a 20 year lifetime model of finance and usability. Contributing to the loss of these resources is the lack of understanding as to the preservation approaches to modern building materials including reinforced concrete, glass and plastics.

### **Certified Local Government Program**

In 1980 the National Historic Preservation Act was amended to broaden the federal-state preservation partnership to include local (towns, cities and counties) partners. Beginning in 1985, with Florence first and Willcox second, Arizona’s Certified Local Government (CLG) Program has grown to 27 communities ranging in size from Jerome, a National Historic Landmark with a population of 343 to Phoenix, the capital of Arizona, with a population of 1,552,259. Within the 27 CLG communities are 92 historic districts with 13,711 contributing properties including Phoenix with 26 historic districts (4,707 properties) and Tucson with 20 historic districts (6,033 properties). Most of the state’s historic property survey efforts are coordinated and funded through the CLG program. Arizona does not yet have a county that has joined the program. The focus of a county CLG program would be on rural landscapes, unincorporated communities and archaeological sites and districts. Pima County has the most progressive Cultural Resource Management program and has passed bond initiatives dealing with historic preservation issues and properties.

### **Tax Incentives**

Tax incentives have played a major role in the preservation of Arizona’s historic properties. Income tax incentives at the federal level and property tax incentives at the state level have, in many cases, been the impetus to find and nominate properties to the state and national registers of historic places. The federal investment tax credit is being sought on larger and larger rehabilitation projects with the first \$10 million plus credit application being processed in 2007. The Arizona SHPO and the Arizona Department of Revenue have recently completed the clarification of rules and regulations governing the in-state property tax reclassification program for commercial (income producing) properties. The non-income producing (home owner) historic property reclassification program

has grown to include 5533 of an eligible 14,890 properties. The main challenge to managing properties in this program has been recent efforts to design major additions, often exceeding the original square footage of the property. Many house designers are not aware of the Secretary of the Interior's Standards for Rehabilitation and how to make additions distinctive but compatible. Another challenge is the need to develop a close working relationships with the CLGs to make sure their design and building code reviews mirror the Rehabilitation Standards used by the state.

### **Arizona Heritage Fund/Grants**

Grants are the other type of incentive that promote the preservation of historic properties. Arizona has been fortunate to have the Arizona Heritage Fund since November of 1990. Arizona State Parks receives up to \$10 million dollars per year from the State Lottery and 17% of this annual allocation is for historic preservation projects. Since 1991, 335 matching grant projects have been funded and there are currently 85 active grants.\* At the federal level there is the long standing Historic Preservation Fund to the states and certified local governments. In recent years the Save America's Treasures Fund and the Preserve America Grants Program have developed with grants management being performed by the National Park Service. The expansion of multiple grant opportunities with varying eligibility requirements, application due dates and matching options makes the task of advising property owners much more complex.

\*In response to legislative reallocation of Heritage Fund money, the Arizona State Parks Board cancelled several outstanding grant projects in early 2009. Possible legal challenges to this action leaves the situation unresolved at the time of this plan's final drafting.

### **Data Base Development and Electronic Processing**

Electronic data base management is essential to the long-term streamlining efforts for cultural resource management. The AZSITE cooperative inventory has been designated by an Executive Order (2006-03) by Arizona's Governor as the official statewide electronic inventory of cultural resources. AZSITE tracks both properties and projects (areas surveyed). The Arizona SHPO is currently testing the tracking of projects and properties by program area and has developed initial upgrading of the electronic compliance review process. The City of Phoenix has been digitizing historic district property inventory forms in partnership with the SHPO. Any institution that deals with historic property management should work toward the computerization of three levels of data management. First is the inventory of resources both historic and prehistoric. Second is the tracking of projects that potentially affect historic properties. And finally is a system that completes management actions electronically. For the SHPO this means to complete the property and project (survey) inventory (AZSITE) and create master electronic files for the state and national registers of historic places properties. Second is to complete electronic tracking for all SHPO programs. And finally third is to be able to complete electronic processing and create complete electronic files on SHPO actions within all program areas.

### **Linear properties**

Recent efforts to inventory, determine eligibility and/or nominate linear properties (including roads, canals, pipelines, transmission lines, trails and railroads) have focused the need to clarify how linear properties fit into the state and national registers of historic places system of significance and integrity evaluation. Arizona's first linear nomination for the Camino del Diablo, an 1848 trail across southwestern Arizona, was conceived as an historic district with contributing features. When the nomination was prepared for



Route 66 across northern Arizona (1986) the nomination was completed in a Multiple Property Form format with the entire route across the state discussed in terms of significance but only sections of the highway with high integrity were officially nominated. Twenty years ago the Salt River Project and the Bureau of Reclamation agreed that the major irrigation canals in the Salt River Valley surrounding Phoenix were eligible and Historic American Engineering Record (HAER) documentation was done on all eligible canals but nominations were never completed. In 2000, the Saguaro National Park pursued eligibility of the park loop roads under a cultural landscape study with unsatisfactory results. More recently discussions with the Arizona Department of Transportation and the Bureau of Reclamation have led to an understanding that linear properties are best defined as “structures” under the National Register definitions of property types. These linear structures can be eligible for historical associations (Criterion A) or for engineering design (Criterion C) or both. Criterion A linear structures need to possess integrity of location, materials, feeling and association while Criterion C linear structures need to have integrity of design, workmanship, materials and feeling.

### **Cultural Landscapes**

The identification of cultural landscapes (originally an internal National Park Service landscape management classification system) as historic properties in and of themselves is misguided. The term “cultural landscape” is often defined in a geographic sense that includes natural features as well as cultural features and at the largest scale is synonymous with the definition of “heritage area.” At the same time, significant open spaces and landscape features have often been omitted from building, structure and object nominations. Rightfully the inclusion of an “historic designed landscape,” an “historic vernacular landscape” (such as a farmstead), an “historic site landscape” and/or an “historic ethnographic landscape” (such as a traditional cultural place) all have their place within a building, structure, object, site or district

nomination. For eligibility and nomination purposes, it is important to remember that “cultural landscape” should be used to describe a feature within one of the official National Register property types and that “cultural landscape” in and of itself is not a property type. For example, in 2003 Arizona listed the Binghamton Rural Historic Landscape (in Tucson) as an historic district with 59 contributing properties including a strong focus on agricultural fields as vernacular cultural landscapes.

### **Stewardship**

The preservation of historic properties from archaeological sites to monumental buildings requires active stewardship. It is always in the economic interest of owners of properties to take an active interest in their preservation and maintenance, but properties on public lands or owned by governmental agencies may not receive adequate attention. For residential historic districts neighborhood associations can provide needed stewardship oversight, but for remote properties the need for monitoring can be forgotten. Arizona has been very successful in developing a “stewardship monitoring” program for archaeological sites called the Arizona Site Steward Program. Currently with over 900 volunteers, this program is the model for the nation. Even with 900 volunteers the vandalism of properties and pot hunting activities continue at an alarming rate.

### **Outside Influences**

Outside influences on the historic preservation community include:

### **Economic Recession**

The current economic recession (see *Historic Preservation in a Time of Crisis*, p. 5) appears likely to endure for a considerable time. Whether it ends in renewed prosperity based on the “greening” of our infrastructure, or with a prolonged era of relative stagnation is, of course, impossible to predict. It would be foolish,

however, to imagine that our national condition will return more or less to what it had been prior to the downturn. An economic transformation is occurring that will have repercussions throughout our society and will affect the historic preservation movement in several ways. Fortunately, it is possible to see numerous advantageous avenues for historic preservation to contribute to economic and social renewal. The economic benefits of preservation have been well documented and the energy benefits are becoming increasingly recognized.

### **Sustainability**

Even before the energy crisis and the economic crisis, the climate crisis brought sustainability to the forefront of public consciousness. Now known as the “green movement,” sustainability means “meeting the needs of the present without compromising the ability of future generations to meet their own needs.” Within the built environment sustainability has focused on conservation metrics being applied to new construction such as the LEED® certification program of the US Green Building Council (USGBC). Over the last two years preservation groups including the National Trust for Historic Preservation have been working with the USGBC and other metric providers to have existing buildings better represented in the metric calculations. One often-overlooked concept is “embodied energy,” i.e., that energy already represented by the standing building and the preservation of that embodied energy in any rehabilitation.

### **Smart Growth**

Since the Second World War Arizona in general and Maricopa and Pima Counties specifically have experienced exponential population growth. Most Arizona communities have little time to adequately manage this growth let alone to fully take into consideration any impact this growth has on cultural resources. Smart Growth does not mean no growth. The smart growth movement is a backlash

against unmanaged sprawl. Basic principles of smart growth include: 1. Encouraging advanced planning, 2. Planning that drives zoning, 3. Targeting development that pays its own way, 4. Developing pedestrian scaled environments, 5. Incorporating planned open space, 6. Encouraging infill development and 7. Encouraging protection of existing developments. The preservation community shares many of these goals and preservation should be considered as part of any smart growth program.

### **New Urbanism/Neo-traditional Planning**

Somewhat related to Smart Growth is “Neo-traditional Planning” or the “New Urbanism.” New Urbanism is a community design reform movement responding to the problems brought about by urban and suburban sprawl most often associated with the automobile. Characteristics of the New Urbanism include: 1. Pedestrian oriented neighborhoods, 2. Public transit focus, 3. Mixed-use development, 4. Axial placement of key buildings and 5. Contextual design. The neo-traditional aspect of this movement refers to a return to neighborhood design patterns found before the advent of the automobile (1900 to 1920) and design principles of the City Beautiful movement. Obviously many historic properties and historic districts reflect these neo-traditional design principles.

### **Regional Planning**

Regional planning is the science of efficient placement of infrastructure and zoning of land use for sustainable growth. The concept of region varies but is usually inter-jurisdictional in nature including more than one community, county or even state. Regional planning attempts to coordinate land use and infrastructure development within a better understanding of the underlying natural and cultural resource base. In Arizona the best example of a regional environmental approach to planning is the “Sonoran Desert Conservation Plan” developed by Pima County. Plan elements included: 1. Critical Habitat and Biological Corridors, 2.

Riparian Restoration, 3. Mountain Parks, 4. Historical and Cultural Preservation and 5. Ranch Conservation. The plan was developed using science-based principles shaped by public review and debate, resulting in a plan that reflects community values.

### **Heritage Areas/Heritage Tourism**

A “Heritage Area” is a place where natural, cultural, historic, prehistoric, and recreational resources combine to form a distinctive landscape arising from patterns of human activity that have been shaped by the geographical setting. They expand on traditional approaches to resource stewardship by supporting large-scale community-centered initiatives connecting local citizens with the preservation planning process. Heritage Area designation at the state or federal level help residents, businesses, governments, tribes and non-profit organizations collaborate to promote conservation, community revitalization, tourism and economic development. The first National Heritage Area in Arizona is the Yuma Crossing National Heritage Area designated in 2000. The goals of the Yuma Crossing Heritage Area are: 1. The identification and conservation of the cultural, historic and geologic resources, recognizing that resource conservation is part of community revitalization, 2. Assisting partners to develop a diversity of interpretative opportunities, 3. Interpreting Yuma’s heritage resources to emphasize their continuing role in a living, evolving community, 4. Creating dynamic partnerships with federal, state and local entities, 5. Attracting visitors, investment and economic opportunity to Yuma and 6. To create a gateway into Yuma that welcomes and orients visitors to the significance of the area. Another area under consideration is the Santa Cruz River Heritage Area that includes portions of Pima and Santa Cruz Counties in Southern Arizona.

### **Faux**

Historic Preservation focuses on real resources and real places. At the same time mainstream American culture is quite happy to

accept the use of fake or faux features or materials even to the point of pursuing the reconstruction of historic or prehistoric structures. Current trends also include the distressing of new materials to make them appear older than they are. Many new houses are constructed with tumbled brick or fake manufactured rocks, faux painted gypsum wallboard, photographed wood flooring or wood grained plastic doors. We either feel the need to put up an appearance of the real or have decided that workmanship and real materials are too expensive. It also appears we desire a “feeling” that our new world should be older than we have time to wait for. All of these copies devalue the real thing. If everyone can have fake marble, who should respect real marble? There is a real need in a time of limited resources to focus on real resources, especially in preserving the real examples from the past instead of creating fake reconstructions of fake historic resources using fake materials.

### **Increased Density**

Even in a state like Arizona, increased density of development is having an effect on historic properties. In depression era or World War II historic neighborhoods additions to contributing houses can exceed the square footage of the originals. In warehouse districts developers automatically pursue mezzanines inside the structures or towering additions, next to, or on top of the existing buildings. In historic downtowns, one or two story commercial buildings are faced with twenty to thirty story neighbors. Does the meaning of the single landmark change if the setting is radically altered? Does the integrity of an historic district diminish if the back yards become massive master bedroom suites? Historic Preservation allows for the evolution of communities and neighborhoods but increased density needs to occur in relationship to the historic property not in spite of the historic property. Additions and contextual development must defer to the historic property. Land use planners and preservationists need to work together to meet each other’s objectives with creative solutions to these issues. Just saying no to either side will not solve the reality of the situation.

## **Internet/Social Media**

As with the move to develop electronic databases and electronic processing, the preservation community needs to utilize evolving electronic communications systems and the Internet to inform the public on preservation issues, resources and standards. Even though preservationists are dealing with the existing built environment their hope is to find properties worthy of preservation for future generations. Therefore in order to instill in the next generation the values of the past, preservationists need to understand and utilize contemporary communication venues and techniques. The Internet revolution has made possible rapid access to text and visual information. Teenagers and young adults have already moved to the social media world of texting, blogs, chat rooms, Facebook, MySpace and Twitter, where even e-mailing is out of date let alone reading the newspaper. Preserving resources for future generations assumes that the next generation will want to be their stewards. Without using all types of communication channels the message of significance and meaning of historic resources could be lost.

## **Homeland Security/Emergencies**

Terrorist attacks and natural disasters have signaled the need to be prepared in case of an emergency, at the same time day-to-day obligations often delay proper planning for that unexpected occurrence. While any rush to increase security especially along the borders may trample on the very natural and cultural resources trying to be protected, the necessity to plan for catastrophic events and their effect on historic properties is real. Recent experience in Arizona with wild fires, border crossings, and windstorms remind us that emergency preparedness is a responsibility we cannot continually put off addressing. Every historic property should have an emergency action plan especially those properties set aside for public visitation.

## **Private Property Rights/Proposition 207**

In 2006, Proposition 207 was passed in Arizona that has had a chilling effect on the local designation of historic districts as zoning overlays. The proposition allowed property owners the right to seek compensation if they believe local zoning changes have lowered their property values. This has put a virtual stop to the local designation of historic districts. The ability to quantify any loss of value due to local zoning especially in the current real estate downturn is at best complex. At the same time increased value through additions or new construction on one parcel could have an adverse effect on neighboring parcels. Hopefully communities will find the necessary balance between community planning objectives, historic preservation designation and private property rights.

## **The Arizona Centennial**

On February 14, 2012, three short years from now, Arizona will celebrate its one-hundredth anniversary of statehood. The Centennial is a perfect time to reflect on the past, take stock of the present and plan for the future. The identification, designation and treatment of historic properties can and should be part of the centennial commemoration. The focus of the Arizona Centennial Plan is to designate “Legacy Projects” from communities, counties, tribes, groups, individuals and agencies that address the state’s heritage, history and people. Historic preservation projects should obviously be considered and pursued as “lasting legacies” of the centennial effort, for information go to [www.azcentennial.gov](http://www.azcentennial.gov).

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## Issues, Goals, and Objectives

### Threats to Arizona's Cultural Resources

Many forces threaten Arizona's historic places, landmark buildings, and prehistoric sites. One force we all recognize is the tremendous influx of new residents into Arizona and the pressures it creates; not just with new housing and subdivision sprawl, but also the creation and modification of streets, highways, and business, industrial, and social centers. And it is not just the metropolitan areas struggling to adjust to rapid growth. Small towns and rural Arizona face fundamental changes as thousands of new residents arrive, attracted by Arizona's natural beauty and recreational opportunities, yet threatening the very thing they were seeking. It's true that hundreds of thousands of people have only recently become Arizonans. Most are unaware of the rich history that exists in this state, and even fewer identify it as their own. This lack of knowledge leads to lack of concern, and with little understanding of the meaning of historic places, few are motivated to preserve these reminders of the story of Arizona. What this illustrates is an environment that contributes to the continuing loss of our state's significant heritage resources. These threats to our resources are real, and once a resource is lost, it can never be replaced.

### Opportunities

As real as these threats are, the forces that create them also bring opportunity. Growth brings with it prosperity which can provide the financial base necessary for preservation. Few may know much about Arizona's history, but many want to learn. Many people want to live in places where history is manifest. Neglected inner-city neighborhoods and abandoned small towns can become desirable places to live, when developers and city planners capitalize on the qualities of historic buildings. Then there is the incredible demand for places for recreation and relaxation. Tourism is one of the state's largest industries and historic places one of the biggest draws. Small town main streets or isolated ranch houses may become vibrant tourist attractions given the resources to preserve the physical structures and the imagination to market them in an appealing way. The demand is there—Arizonans do not want to

live in a cultural vacuum. It is the supply of cultural resources that provides the problem. Protecting and maintaining our limited resources depends upon property owners becoming stewards, on preservation advocates becoming activists, and on governments providing a general climate conducive to preservation and historical entrepreneurship.

With the help of our government partners, the SHPO has made important contributions to the identification, documentation, and protection of Arizona's historic resources. Still, the government only amounts to a small portion of the effort needed to properly care for our history. It is the people of Arizona that are the greatest resource. Historic preservation is *for* them, and ultimately, it must be *by* them as well. It is the duty of public preservationists to ensure that our advocates within government, business, and the general public have the tools they need to keep up the exceptional work they have done, and will continue to do. Our vision statement emphasizes the importance of the relationship between the public and the network of preservation professionals in achieving the best management of our state's history.

### The Framework for Planning

Summarized below are the goals identified to achieve the preservation mission, with an explanation of the underlying vision and a set of step-by-step objectives leading toward attainment of the goal. The following chapter sets the three-year action plan toward achieving these objectives.

### *Toward Effective Management of Historic Resources*

#### **Goal 1: Better Resource Management**

Vision: Having a partnership of public and private programs that work together to identify, evaluate, nominate and treat historic properties in an interdisciplinary and professional manner; and to use historic properties to meet contemporary needs and/or inform

citizens with regard to history, architecture, archaeology, engineering and culture.

### *Objectives*

For the Preservation Community:

1. Utilize contextual survey techniques to inventory historic properties.
2. Survey the full range of historic properties from prehistoric archaeology to examples from the recent past.
3. Nominate the best examples of their type.
4. Encourage conservation of historic properties.
5. Take exemplary care of your own properties.

For the SHPO:

1. Promote local historic property survey efforts.
2. Promote district and multiple resource nominations.
3. Promote adaptive reuse of historic properties.
4. Recognize stewardship efforts of historic properties

For Citizens at Large:

1. Support historic preservation efforts.
2. Support designation of historic properties.
3. Report threats to historic properties.

### **Goal 2: Effective Information Management**

Vision: Having a cooperative data management system that efficiently compiles and tracks information regarding historic properties, preservation methods and programs, projects and opportunities; and provides the means to make this information readily available to appropriate users.

### *Objectives*

For the Preservation Community:

1. Develop inventory databases in cooperation with AZSITE or compatible with AZSITE.
2. Create historic property “Master Files” that track all actions affecting an historic property.

For the SHPO:

1. Support and participate in AZSITE as the principle electronic database inventory for all historic properties and cultural resources.
2. Implement electronic processing and monitoring of all SHPO programs.

For Citizens at Large:

1. Support the use and development of AZSITE as the “official” cultural resource inventory.
2. Support access security for historic resource data bases.

### **Goal 3: Maximized Funding**

Vision: Having preservation programs that operate at maximum efficiency, and support networks that take advantage of diverse funding and volunteer opportunities.

### *Objectives*

For the Preservation Community

1. Develop project partnerships.
2. Monitor grants opportunities.
3. Integrate historic preservation focus into the Arizona Centennial

For the SHPO:

1. Post funding possibilities on website.
2. Over subscribe CLG allocations.
3. Utilize volunteers and interns.

For Citizens at Large:

1. Volunteer
2. Support funding at authorized levels.

### **Goal 4: Integrated Preservation Planning**

Vision: Having preservation principles and priorities fully integrated into broader planning efforts of state and federal agencies, local governments and private development to help achieve the goals of historic preservation including sustainable economic and community development.

*Objectives*

For the Preservation Community

1. Integrate historic preservation principles and policies into plans and projects.
2. Include a “Historic Preservation Element” in Comprehensive Plans.
3. Consult with tribes regarding traditional cultural places.

For the SHPO:

1. Monitor state agency compliance with the State Historic Preservation Act.
2. Seek to include historic preservation into Smart Growth initiatives.
3. Seek to identify and resolve systemic federal agency issues under Section 106 compliance requirements including the use of Programmatic Agreements.
4. Assist and support tribal preservation efforts.
5. Support the local planning efforts of Certified Local Governments.

For Citizens at Large:

1. Recognize the historic preservation/planning connection.
2. Participate in public forum and polling opportunities.

***Toward an Informed and Supportive Constituency***

**Goal 5: Proactive Partnerships**

Vision: Having a strong preservation network of agency, tribal, county, community and advocate partners that communicate preservation values and share preservation programs with the broader Arizona community, its institutions and individuals

*Objectives:*

For the Preservation Community

1. Increase communication efforts between preservation network members.
2. Support historic preservation non-profit efforts.

For the SHPO:

1. Attend and/or participate in partner conferences.
2. Seek new program partners.
3. Continue to assist tribes.
4. Strengthen programming with the Certified Local Governments.
5. Develop a Certified Local Government blog.
6. Expand Certified Local Government program to counties.
7. Host an annual statewide partnership conference.

For Citizens at Large:

1. Join historic preservation organizations
2. Suggest new partnership opportunities.

**Goal 6: Public Support**

Vision: Having an educated and informed public that embraces Arizona’s unique history, places and cultures, and is motivated to help preserve the state’s historical patrimony.

*Objectives:*

For the Preservation Community

1. Use all media forms to communicate the preservation message.
2. Publicize current historic preservation issues.

For the SHPO:

1. Update the SHPO-Arizona State Parks web site.
2. Promote Arizona Archaeology and Heritage Awareness Month and Expo.
3. Coordinate communications with the State Parks public information officer.

For Citizens at Large:

1. Become informed on current preservation issues and topics.
2. Share your perspective on preservation issues with others.

**Goal 7: Policy Maker Support**

Vision: Having informed policy makers that appreciate the importance of historic properties to the economic, social, historical and cultural development of the state, counties and communities.



*Objectives:*

For the Preservation Community

1. Brief policy makers on historic preservation issues.
2. Encourage progressive preservation legislation.
3. Develop Arizona Statehood Centennial projects.

For the SHPO:

1. Distribute State Plan to policy makers.
2. Prepare Annual Reports.
3. Answer policy maker requests.
4. Monitor Certified Local Governments.

For Citizens at Large:

1. Monitor policy maker opinions.
2. Vote.

**Goal 8: Informed Professionals**

Vision: Having a full range of educational programs that are available to both established and new preservation professionals to ensure that the highest standards of treatment and identification are applied to the state's historic properties.

*Objectives:*

For the Preservation Community

1. Support continuing education opportunities.
2. Share "Best Practices" between professionals.

For the SHPO:

1. Schedule training opportunities.
2. Focus on professionals at the statewide conference.
3. Distribute preservation information from the National Park Service.
4. Review current policies.

For Citizens at Large:

1. Insist on continuing education credentials.
2. Only use qualified consultants.



*Documentation produced by the State Historic Preservation Office assisted in the listing of Governor George Hunt's Tomb in Papago Park, Phoenix, in the National Register of Historic Places.*

## The Arizona Statehood Centennial, 1912-2012

Approximately six years ago, a number of scholars and interested citizens started the first serious discussions regarding the upcoming centennial of Arizona's statehood. The Coordinating Council for History in Arizona (CCHA), working with partners such as Arizona State University and Salt River Project, began holding annual planning meetings in which the possibilities for public education and historic preservation offered by the centennial were discussed and developed. The State Historic Preservation Office has been a regular participant in these events.

Action by the Legislature in 2004 gave the Arizona Historical Advisory Commission (AHAC) the responsibility for developing a centennial plan and for establishing criteria for Centennial Legacy Projects. State Historic Preservation Officer James Garrison, an AHAC member and, for a period, its chair, contributed to the development of the plan, which includes a strong historic preservation component. Citizens, non-profit organizations, and public entities may apply to the commission to have their projects official designated as Centennial Legacy Projects. The restoration of historic properties is an eligible category of Legacy Project.

The Arizona Centennial Plan was formally approved by AHAC on January 30, 2007. The plan established the following vision for what might be achieved in recognition of this event:

*As Arizona's statehood turns its first century, with the Arizona Historical Advisory Commission's Centennial plan, efforts to showcase the state's beauty, history and future will be a reality. The Centennial activities will have financially stimulated major projects that involve community-wide collaboration, to demonstrate the vitality, quality and diversity of Arizona that will contribute to establishing a lasting legacy into the next century. The projects will have enhanced the teaching, learning, and writing of Arizona's history with new content from accurate, original research.*

*Ideas for legacy projects should be stimulated, perhaps even identified, by the Commission members through working with persons and groups with whom each member individually may be affiliated to develop potential legacy projects that could or should be a part of the Centennial commemoration. All groups are welcome to develop projects. Legacy and research projects might include:*

- a. Restoration of historical properties to public access and use.*
- b. Publication of books and/or articles that enhance knowledge of Arizona's history through new research.*
- c. Creation of public art in commemoration of events or for the Centennial.*
- d. Interpretation through exhibits, public programs, events, discussions in cultural, educational and information institution (such as public television, public radio) of new and/or creative revisions of historical content.*

*Through such projects, the Centennial would draw tourists to Arizona, as well as interest residents in parts of Arizona they have not visited.*

*The statewide website will document and promote locally-initiated and grassroots activities in communities throughout the state. People of all ages will have participated or will be participating in events in every area of the state that inform, document, present and commemorate Arizona's Centennial.*

Over the next three years, the SHPO will continue to work with AHAC and other interested groups in promoting the celebration of Arizona's statehood. It is currently examining possible projects that it may undertake which might become Legacy Projects.

Unfortunately, the economic recession has hurt the ability of the state and the SHPO to do all they might in this regard.

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## The Strategic Position

*The SHPO is a focal point in many historic preservation programs that makes its roles as facilitator, administrator, and advocate important to the fulfillment of the historic preservation goals of Federal, State, and Local agencies, Tribes, and private organizations and citizens.*

The SHPO holds a unique position in the historic preservation network. It is the only agency that is involved with virtually every other preservation organization, agency, private individual, and tribe. Under the National Historic Preservation Act (NHPA), the Secretary of the Interior is authorized to establish and administer programs and to establish standards that are national in scope, tasks delegated to the National Park Service (NPS). Other departments and agencies are involved in only their own programs and/or land management. For example, the Advisory Council on Historic Preservation is responsible for review of plans and project by federal agencies, a task that is generally delegated to the SHPOs. The National Park Service also deals with a limited scope of programs, although with national spread. These include the definition of Standards, the National Register of Historic Places (NRHP), the federal investment tax credit, Historic American Building Record/Historic American Engineering Record (HABS/HAER), and the Preservation Institute. In addition, the park units deal with historic preservation through their individual park mandates and the NHPA's sections 106 and 110. The SHPO also deals with all of these and with more besides including state legislation, property tax programs, grants, and all those other functions listed above. Just about the only activity the SHPO does not take part in is direct property ownership, but even there it administers easements held by Arizona State Parks. It also does not engage in lobbying that affects public policy, this being reserved for the private sector. Its only role in that regard is through provision of information, often through annual reports, of things that might be relevant to legislators, etc, and to speak to them and answer questions.

In defining our desired strategic position, we recognize the ways in which we touch upon so many historic preservation activities by so many other parties. It would be a mistake to perceive ourselves as, therefore, the "center" of historic preservation if this implies we are the most important part of the historic preservation partnership network. We must always recall that in the end the SHPO itself preserves nothing. It merely fosters conditions that give maximum encouragement to historic preservation by those who directly control the fate of historic resources.

### SHPO RESPONSIBILITIES

- A. Nominate properties to the NRHP
- B. Act on behalf of Advisory Council in NHPA Section 106 reviews
- C. Pass 10% of state HPF allocation to CLGs
- D. Review applications for federal tax credits
- E. Administer historic preservation grants from Arizona Heritage Fund
- F. Maintain an inventory of cultural resources and historic cemeteries
- G. Review significant threats to properties listed or eligible properties.
- H. Maintain an adequate professional staff
- I. Maintain a qualified historic preservation review board
- J. Provide for adequate public participation in the state preservation program.
- K. Prepare and implement a statewide HP plan.
- L. Administer the State program of Federal assistance for HP within AZ.
- M. Advise and assist federal and state agencies in carrying out their HP responsibilities.
- N. Cooperated with everyone to ensure that historic properties are taken into consideration during planning.
- O. Administer CLG program.

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## Reinventing SHPO

There is a wealth of literature and training available on public administration, planning, and office management. This is simply no excuse for inefficiency or haphazard meandering from crisis to crisis. Below are ten principles, which, with modest variation, are common themes within the literature of modern public administration. Each principle is followed by a statement of what actions the SHPO might undertake if it is to reinvent itself into the kind of organization that can provide a critical public function in the challenging times that lay ahead for Arizonans.

### Effective and efficient public organizations...

#### 1. **Are driven by their *missions*, not by their rules and regulations,**

A mission-oriented organization succeeds where a task-oriented one fails because it keeps its purpose constantly in mind. The difference is a staff that zealously pursues the public good as opposed to one that is fatigued by the daily grind. The mission-oriented organization organizes its tasks to best achieve the public purpose set out in its mission or vision statement. Unfortunately, many mission statements are overly simplified and fail to capture the full reason for the organization's being and yet still remain largely unknown to the majority of staff members. The historic preservation vision statement (p. 9) is a comprehensive description of why the SHPO exists and what it was set out to accomplish. It is not written for lowest-common denominator understanding, and is not ambiguous. It is solidly based on the law and removes the nebulous factor of emotional influence that can creep into simplistic mission statements crafted by staff who presume that the agency's mission is whatever they happen to be doing at that time. It is the role of the preservation officer to keep the staff focused daily on the mission to be accomplished.

#### 2. **Empower citizens by pushing control out of the bureaucracy, into the community,**

Citizens will be empowered when they have the opportunity to act, not merely as individuals, but as part of a movement. This can occur through nonprofit sector organization, both existing and newly organized. Existing organizations include Main Streets (overseen by the Arizona Department of Commerce), local historical societies, and a statewide preservation organization. Some of these now think little about historic preservation, but can become engaged as active partners when preservation is demonstrated to be a necessary auxiliary to achieving their other goals. The Arizona Preservation Foundation has been for years a largely ineffective organization because of its small membership and limited resources. It or another organization must be made effective so it can take the leadership position that rightly belongs in the private sector.

#### 3. **Measure performance of their agencies, focusing not on inputs but on *outcomes*,**

The SHPO must create and use performance measures to understand its current effectiveness and plan for improvement. Currently, no such measures exist, except as a proposal, which has not been acted upon. SHPO must simply take its office management function seriously. A set of initial performance measures is provided in Appendix A, which may serve as a starting point for gaining control over the work process

#### 4. **Promote *competition* between service providers,**

Fortunately, there already exists a network of private historic preservation service providers. These range from individual consultants to large national cultural resource planning firms. One means for maintaining the competitive environment is for the SHPO to promote and become more engaged in educational programs and outreach. Programs such as the Statewide Preservation Conference spread valuable information throughout the preservation community, which allows for a more uniform

application of best practices among all private providers. Competition can also be encouraged by contracting some SHPO tasks not directly associated with the formation of policy.

#### **5. Redefine their clients as *citizens* and offer them choices,**

Public agencies have been misled into adopting the private sector terminology of *customer service*. By treating people as customers they have implicitly tried to wear the costume of a seller of a product or service. The analogy is flawed. The customer-seller relationship is based on an ethic of self-seeking where trades are made based on calculations of personal gain. Public agencies do not serve customers; they serve *citizens*. Citizens are conscientious members of society who understand their public responsibilities and who act not only for their own benefit, but also for the accomplishment of a public good. Public employees work *with* citizens to achieve the ends envisioned in legislation. Citizens and public servants are partners working together to achieve a public good.

The National Register process is complex and difficult for nonprofessionals. Citizens should be provided with options for how they may accomplish the designation of historic properties. Options may include training on how to complete the registration form, access to information about private consultants, and, where appropriate, guidance on public resources potentially available to assist in designation.

#### **6. Prevent problems before they emerge, rather than simply offering services afterward,**

The SHPO faces increasing demand for its services as the number of properties in Arizona potentially qualifying for historic designation grows. Applications for designation already outstrip the quantity that staff can process. Also, the volunteer citizens board, the Historic Sites Review Committee (HSRC) is being asked to

process a quantity of information that is no longer practical. Citizens understand this and work through alternative means of preparing nominations, such as hiring professional consultants to prepare paperwork rather than relying on staff to do so. Customers, on the other hand, complain and demand that their property receive special attention over others.

The SHPO has a policy to guide the intake and processing of National Register Nominations, but has not truly implemented it. The policy establishes a formal queue for new submissions in which processing occurs based on an approved list of criteria of public benefit. Citizens unhappy with the level of service will direct their efforts towards levels of government that determine the allocation of public resources rather than try to exert pressure on staff for unfair expedited service.

Improvement can also be achieved by modifying the role of the HSRC. Rather than reviewing voluminous documents in detail, the full committee will instead make recommendations based on summary documents supplemented by a process of peer review in which one or two members review the full documentation and report their findings to the full committee. This will allow the committee as a whole to review more nominations while remaining focused on issues of policy.

#### **7. Earn money rather than just spend it,**

Historic preservation services provided by the SHPO are effectively a free good, provided through funding by the Legislature and Congress. As a result, public requests for assistance far outstrip the staff's capacity to serve. The result is a rationing system based upon personality, primarily the "squeaky wheel" system. It is a given that public budgets will not expand sufficiently to meet public requests in the same manner as in the past. Citizens must recognize that while the public treasury provides for an infrastructure of preservation services, they will have to pay a fee

commensurate with the value of the individual service they are receiving. Permission from the Arizona State Parks Board will be sought to impose a fee structure on services where there is an obvious relationship between cost and benefit. These are most obviously applied to the State Property Tax Reclassification Program and the National Register Program. A fee, perhaps \$50, will be sought in order to pay for the cost of processing and monitoring tax reclassification participants. A fee structure will also be devised for applicants for National Register designation. For example, with a fee of perhaps \$500 for individual nominations and \$1,000 for historic districts, the SHPO will be able to pay for contract employee services to move nominations more quickly through the process.

**8. *Decentralize authority, embracing participatory management,***

Decentralization can occur by reinvigorating our Certified Local Government program. This provides the greatest opportunity to engage the greatest number of preservation partners at a level where real progress can be made. Currently, some CLG commissions and programs are quite active; others are near moribund. One full-time SHPO staff should be dedicated to the CLG program to encourage new participants, monitor existing programs, provide training and other technical services, and to promote local planning of programs and projects.

**9. *Prefer market mechanisms to bureaucratic mechanisms, and***

For many years, the nonprofit sector has been acknowledged as a critical player in the accomplishment of public tasks, yet Arizonans have not taken sufficient advantage of opportunities for preservation action through nonprofit organizations. As long as historic preservation and resource conservation are essentially government activities, the movement will remain weak. The SHPO

should strengthen existing nonprofit preservation organizations and support the creation of new organizations where a need is identified. Also, the SHPO should encourage new partnerships with nonprofit organizations who have a related interest and whose cooperation may expand the role of preservation throughout the economy and society.

**10. *Catalyze all sectors, public, private, and voluntary, into action to solve problems.***

The SHPO must use its strategic position as a focal point in the preservation network to strengthen communications, cooperation, and sharing of resources among an ever-wider array of potential preservation partners. The administration of the CLG pass-through funds offers an opportunity to gain the attention of local government officials and to guide them towards desirable preservation planning.

The Plan goals and objectives include references to improved information management and the greater use of internet technology to spread the conservation message. Accomplishing these objectives will require some redirection of SHPO resources towards public information systems, which will require greater cooperation with the Information Technology section of Arizona State Parks.



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## From Compliance to Stewardship

The National Historic Preservation Act contains two major provisions guiding the interaction between federal agencies and the SHPO. The most important is Section 106, which requires agencies to take historic properties into consideration when planning projects. The SHPO's role is to review agency plans and to try to influence the planning process in order to avoid adverse effects on historic properties. This function accounts for the largest portion of the SHPO's work load, perhaps as much as half the work time of its twelve staff members.

From the SHPO's perspective, the review process is overwhelming, repetitive, tedious, and frustrating. It is overwhelming because of the volume of projects to review, which number over 2,000 per year. It is repetitive in that most projects are submitted in a predictable format (even when that format varies between agencies) and most projects are just like other projects (especially within agencies). It is tedious in that project documentation usually includes a great deal of superfluous material beyond what a reviewer needs to focus on in identifying property eligibility or project effects. It is frustrating because staff feels they are engaged in a pointless task that, in the end, often does not result in either the conservation or preservation of cultural resources.

Through this bureaucratic gloom shine two rays of hope. The first is within the federal regulations, 36 CFR Part 800, which guide the Section 106 process. Those regulations allow for agencies and the SHPO to enter into Programmatic Agreements (PAs) that can streamline the review process. Most PAs focus on large projects that occur over a number of years, others simplify the kind of documentation to be submitted by the agency. For example, the Bureau of Land Management operates under a nationwide PA that largely frees it from individual project review, substituting annual reports instead. Such agreements work well where the agency has the resources and commitment to carry out its historic preservation responsibilities without having SHPO micromanagement.

The second possibility is held within the federal preservation act's Section 110, which directs federal agencies to establish their own preservation programs to identify, evaluate, nominate, and protect historic properties under their jurisdiction. While some agencies have made great progress in making this directive a reality, there remain others for whom preservation is little considered other than when necessary under Section 106.

As long as the SHPO continues to allocate more than half of its staff to Section 106 and State Act project review it will never be free to attain its optimal strategic position as a facilitator and advocate for conservation and preservation. What can it do?

First, take the initiative. Nearly all agencies see their own Section 106 workload as equally overwhelming, tedious, repetitive, and frustrating as the SHPO. We must make happen what we always say we wish would happen: agencies would follow procedures specified in PAs that internalize their preservation responsibilities, and maximize their ability to conserve and preserve historic resources. We must have more PAs, even if that means we take the initiative to prepare them; even if we have to exert pressure on higher authorities within the agency to accept them. This can be done by:

1. Reject the point of view that preparation of PAs is an agency's responsibility. PAs benefit everyone, and SHPO staff has the widest experience and knowledge in regards to how PAs should be written. We are not going to get what we want unless we are prepared to do much of the work.
2. Define what state of things we want to exist between the agency and the SHPO. What would we like the agency to do? What can we reasonably expect?
3. Enter into a negotiation process to determine what is mutually beneficial. Meet with agency counterparts, make suggestions, perhaps submit a draft PA.

4. If the agency cooperates, prepare the agreement, even if SHPO has to do the writing.
5. If the agency does not cooperate, determine the reason.
  - a. If the agency's noncooperation is reasonable, return to step 2.
  - b. If the agency's noncooperation is unreasonable, go to step 6.
6. Exert influence on the agency to gain cooperation.
  - a. Move up the chain of authority within the agency to gain support; seek assistance from other entities such as the ACHP, public support, project proponents.
  - b. Redirect SHPO resources away from that agency's normal workload to the minimum necessary to comply with the regulations. Cooperating agencies receive the maximum assistance. Avoid belligerence; emphasize the mutual benefit of cooperation.



*Small communities such as Superior (pictured above), contain numerous historic resources from their earliest days, which may be rehabilitated as part of their strategy to promote renewed economic activity.*

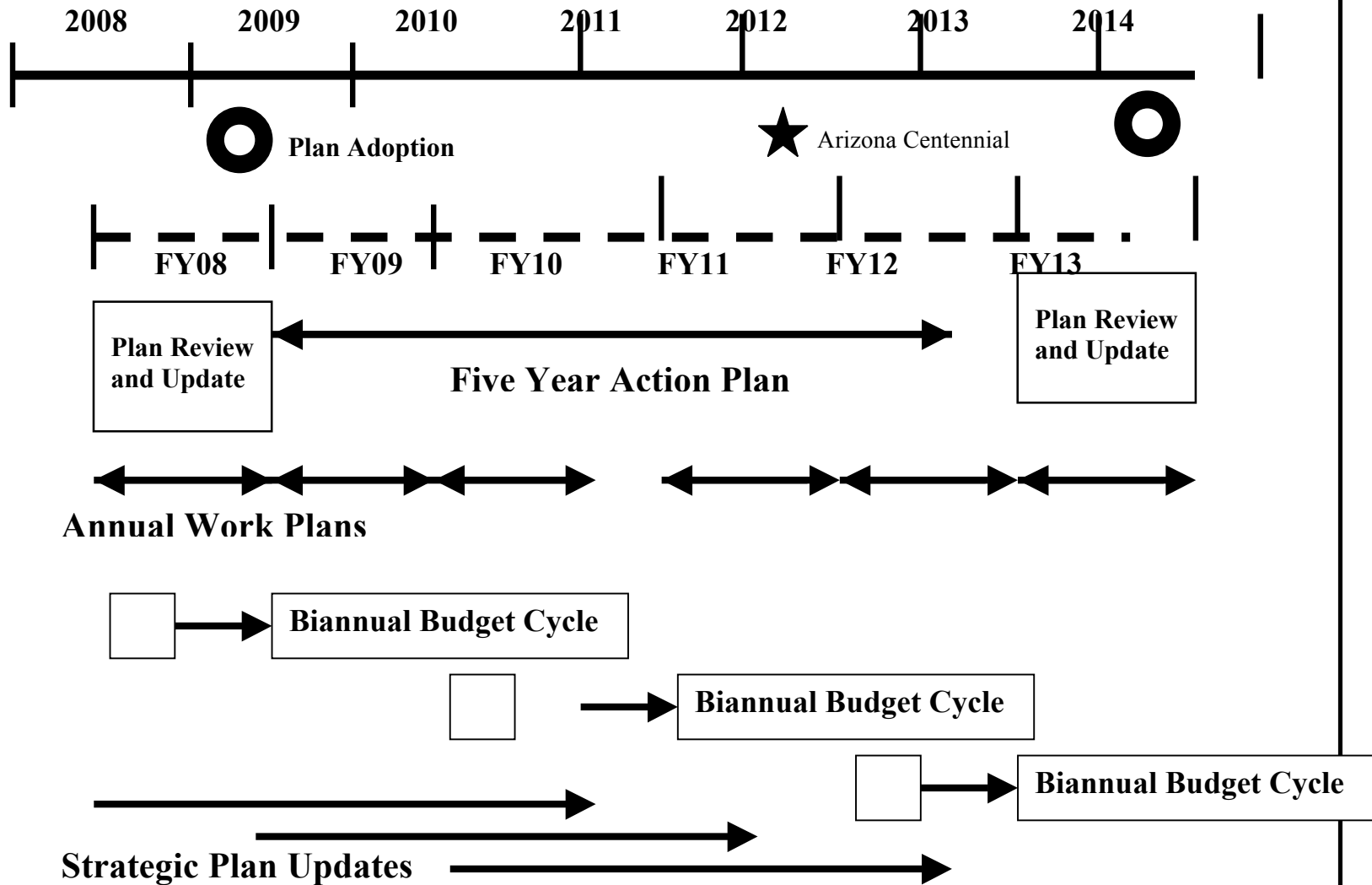
## Five-Year Action Plan

The following pages outline the specific steps the State Historic Preservation Office will be undertaking with our preservation partners toward achieving the eight goals described in the previous chapter.

A few notes on the format of the Action Plan: The action steps are organized by section according to the planning goal addressed. Seven years are shown on the chart although this plan only specifically addresses actions taken during the middle five. Because it is important to know where progress on a certain goal has been made to date, the initial (dotted) box to far left gives some perspective on the goal as it stands at the beginning of the planning cycle. At the far right is another dotted box emphasizing future related actions or specific objectives to be reached. The action steps relate strategically year-to-year (left-to-right across the page), and each step builds upon the previous working toward the stated goal. This format attempts to show the strategic cause and effect of actions, and the direction of tasks on a yearly-planning basis.

The Plan will be updated for the National Park Service at the end of this five-year cycle, but the action plan component will be updated by the SHPO each year through a process of consultation with our partners in the preservation network. Each summer, the Arizona State Parks Board will approve that year's action agenda as the SHPO work plan, while at the same time reviewing the updated five-year cycle for longer term planning.

# STATE HISTORIC PRESERVATION PLAN PLANNING CYCLE



## State Historic Preservation Office 2008-09 (FY2009) Work Program Task List

For the purposes of illustration, the SHPO's annual work program task list for FY 2009 is included in this Plan. In general, the tasks falling under the heading 'Basic Tasks' do not change from year to year. An exception that occurred in FY 2008 was passage by the Arizona Legislature of a bill establishing the Inventory of Historic Arizona Cemeteries as a new SHPO responsibility. 'Proactive Tasks' are those special projects and initiatives undertaken to fulfill the mission statement. These are added to the task list as opportunity and resources allow. Proactive tasks are removed from the list when completed. The annual work program task list is reviewed and approved by the Arizona State Parks Board.

### **Program Administration**

#### Basic Tasks:

- Sort, log and process incoming communications
- Document outgoing correspondence
- Monitor expenditures and budget limits
- Present policy, program and process recommendations to the State Parks Board
- Pursue multiple funding sources for programs and staffing
- Prepare NPS End-of-Year Report and new HPF application
- Monitor state and federal administrative requirements
- Provide administrative and program staff to GAAC
- Monitor preservation-related legislation
- Complete approval and publication of the State Historic Preservation Plan

#### Proactive Tasks:

- Seek out new program partners
- Assist NCSHPO's program and task force efforts
- Monitor NPS/HPF Grant funding process
- Continue copying of SHPO documents into electronic formats

- Seek staff training opportunities
- Define Historic Preservation Centennial Legacy Project framework

### **Compliance**

#### Basic Tasks:

- Review agency undertakings
- Complete reviews within designated time frames
- Meet with agencies and visit project and property locations
- Assist in 106 training opportunities
- Provide technical assistance to agencies
- Summarize activities for reporting purposes
- Coordinate with Grants Section on federal and state compliance
- Prepare State Agency Compliance Report.

#### Proactive Tasks:

- Continue entering legacy data into AZSITE
- Implement electronic relational database tracking and records system
- Work with agencies to update critical Programmatic Agreements
- Conduct training for State Agencies
- Plan tribal and agency meeting on Traditional Cultural Places

### **Survey and Inventory**

#### Basic Tasks:

- Process incoming inventory forms
- Coordinate with CLGs on local survey efforts and priorities
- Process internal recommendations of eligibility
- Provide survey technical assistance to communities
- Integrate, consolidate and modify SHPO electronic databases

#### Proactive Tasks:

- Continue computerization of inventory legacy data
- Monitor historic property data input into AZSITE
- Monitor historic cemetery inventory program

### **National/State Registers**

#### Basic Tasks:

- Process nominations from external sources
- Review federal and state agency nominations
- Coordinate with CLGs on nomination review
- Provide technical assistance to property owners, consultants and agencies
- Coordinate with CLGs and neighborhood associations on district update needs
- Monitor continued eligibility of NR/SR and NHL properties
- Facilitate HSRC meetings and peer review of nominations

#### Proactive Tasks:

- Monitor nomination priority processing policy
- Meet with partners and HSRC to set future Legacy Project NR nominations
- Coordinate with Computer Support staff on historic data computerization

### **Planning**

#### Basic Tasks:

- Review CLG annual reports and work plans
- Coordinate with ASPB planning and budget requirements
- Focus annual task list toward revision of the State Historic Preservation Plan

#### Proactive Tasks:

- Monitor implementation of the State Historic Preservation Plan
- Monitor the designation of Heritage Areas/Corridors
- Work with AHAC on planning for the Arizona Centennial
- Set SHPO priorities for Centennial Legacy Projects
- Continue local planning workshops

### **Grants**

#### Basic Tasks:

- Coordinate with the Grants Section on AHF grants
- Review and monitor NPS funded grants
- Coordinate HPF CLG Pass-through Program emphasizing planning efforts

- Inspect Heritage Fund grants for compliance
- Monitor covenants

#### Proactive Tasks:

- Seek grants with partners for proactive program goals
- Encourage CLGs to use pass-through grant funds for planning Centennial Legacy Projects

### **Certified Local Governments**

#### Basic Tasks:

- Assist counties in their CLG designation efforts
- Assist communities to become CLGs
- Monitor CLG performance
- Provide technical assistance on preservation issues

#### Proactive Tasks:

- Continue integration of State Plan Goals into CLGs Historic Preservation Plans
- Work with CLGs to develop local Centennial Legacy Projects

### **Tax Incentives**

#### Basic Tasks:

- Provide technical assistance to Tax Act and SPT program applicants
- Process Tax Act and SPT applications
- Prepare SPT program status report
- Review participant reports, status and proposed projects
- Review Commercial Historic Property Tax Projects

#### Proactive Tasks:

- Continue work with the Department of Revenue to update program policies

### **Public Education**

#### Basic Tasks:

- Continue the Site Stewards Program in coordination with program partners

#### Proactive Tasks:

- Continue Annual Preservation Partnership Conference

- Continue Arizona Archaeology and Heritage Awareness Month and the Archaeology Expo events
- Participate in the Heritage Preservation Honor Awards with APF

**Technical Assistance**

Basic Tasks:

- Provide technical assistance on historic property treatments
- Provide technical assistance on survey and inventory techniques
- Provide technical assistance on property nominations
- Provide technical assistance to CLGs

Proactive Tasks:

- Provide technical assistance on Centennial Legacy Projects

**GLOSSARY**

AAC	Arizona Archaeological Council
ACHP	Advisory Council for Historic Preservation
AHAC	Arizona Historical Advisory Commission
AHF	Arizona Heritage Fund
APF	Arizona Preservation Foundation
ASLAPR	Arizona State Library, Archives and Public Records
ASM	Arizona State Museum
AZSITE	Statewide Inventory of Cultural Resources
CLG	Certified Local Government
DOE	Determination of Eligibility
GAAC	Governor’s Archaeological Advisory Commission
HPF	Historic Preservation Fund
HSRC	Historic Sites Review Committee
NCSHPO	National Conference of State Historic Preservation Officers
NHL	National Historic Landmark
NHPA	National Historic Preservation Act of 1966
NPS	National Park Service
NR/NRHP	National Register of Historic Places
PA	Programmatic Agreement
SHPO	State Historic Preservation Office
SPT	State Property Tax [Program]
SR	Arizona State Register of Historic Places



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## APPENDIX A

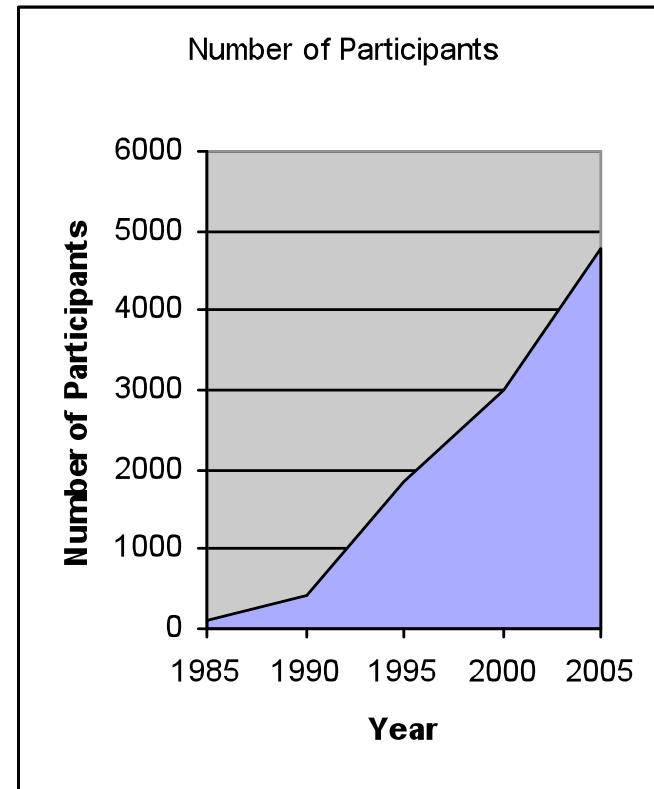
### PRESERVATION STATISTICS

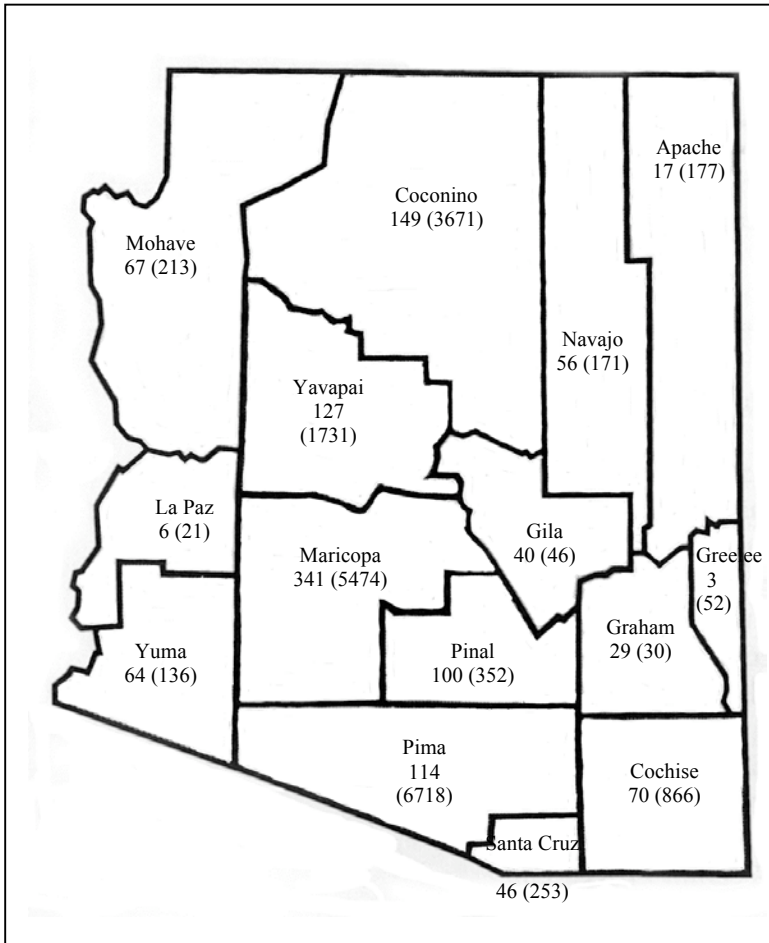
#### State Property Tax Reclassification Program

Participation in the State Property Tax Reclassification Program (SPT) has grown steadily for over twenty years. In 2008 there were nearly 5,700 homeowners enjoying the benefit of a substantial reduction in their property taxes, which helps them to maintain the historic character of their property. The SPT program reclassifies non-income producing property, which is generally owner-occupied residential, as historic, reducing the base tax rate from 10 percent to 5 percent.

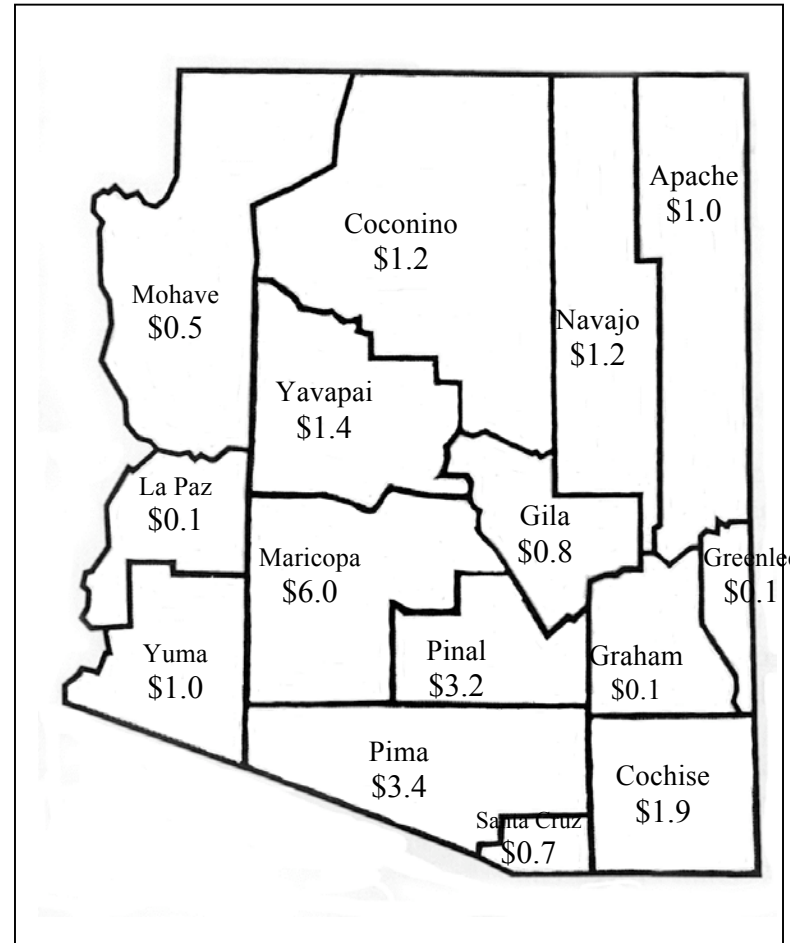
The SPT program does not infringe on the rights of owners of historic property. It is a voluntary tax reclassification of property in which the homeowner agrees to maintain the property's historic character. Properties not so maintained are transferred back to standard tax rates.

By far the largest portion of participants in the SPT program is homeowners within historic districts. The rise in SPT participation is a reflection of the increase in the number of historic districts that are listed in the National Register of Historic Places. The benefit of the tax reclassification has been an important incentive in encouraging the public to participate in historic preservation programs.





**State and National Register of Historic Places  
Listings by County  
Individual (District Contributors) December 2008**



**Arizona Heritage Fund  
Historic Preservation Grants by County  
(in millions of dollars)**

## INVENTORY OF HISTORIC ARIZONA CEMETERIES

A citizen-led effort in 2008 led to passage by the State Legislature of a new law giving the SHPO responsibility to identify and document historic cemeteries. The inventory is conducted as a volunteer effort in partnership with the Pioneers Cemetery Association (PCA). The SHPO and the PCA have produced a brochure to help inform the public about the new program and has conducted workshops to train volunteers in filling out the special cemetery inventory form. By the end of 2008, nearly 100 forms for historic cemeteries had been filed out and submitted to the SHPO for its inventory. The program has received designation as an Arizona Centennial Legacy Project and has the goal of recording the location of all historic cemeteries in Arizona (those not on tribal land) by 2012. Discussions with tribes for their participation in the program are on-going.



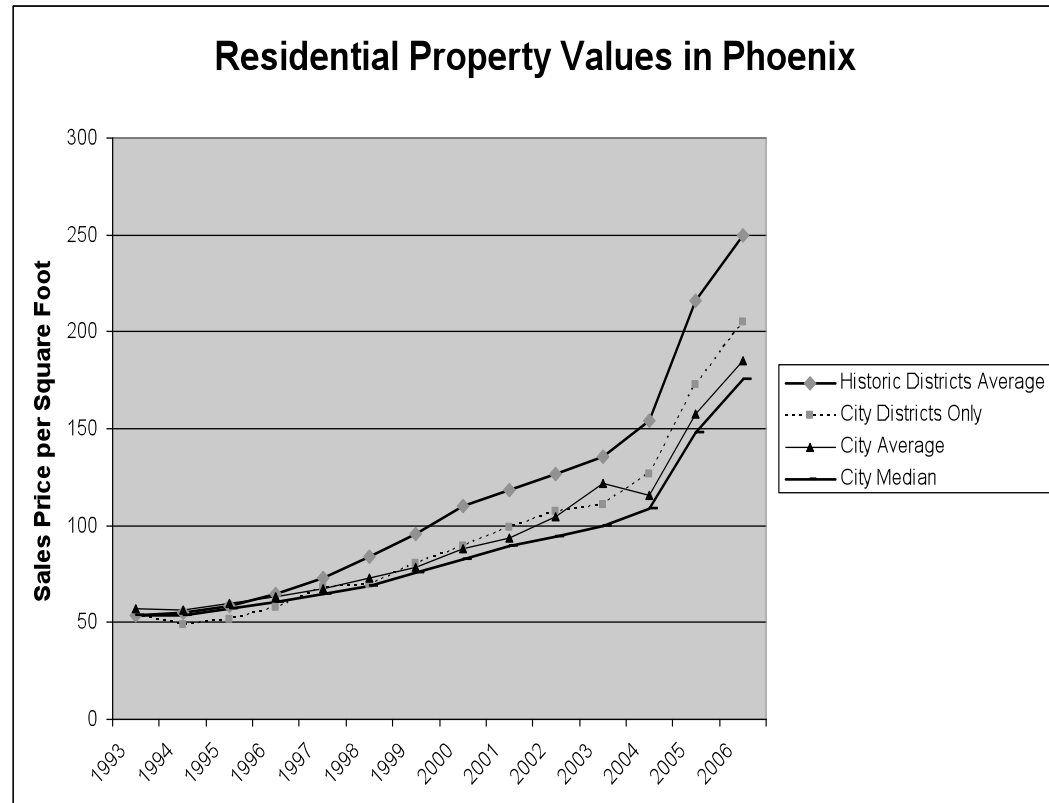
Pinal Cemetery

## HISTORIC DESIGNATION AND RESIDENTIAL PROPERTY VALUES

One of the most frequently asked questions regarding historic designation is the effect it may have on private property values. In numerous studies across the country, economists have found that historic designation, either on the National Register of Historic Places or a local register or both, has no negative impact on the sales price of residential property. In many instances, the effect is highly positive with sales prices increasing at a higher rate than other comparable properties. Of course, the impact of historic designation can vary considerably according to the particular local conditions, but the general pattern is consistent and clear. Historic designation does not restrain property value growth compared with non-historic property and often is associated with accelerating growth well above that of non-historic property.

These conclusions are demonstrated in an economics study of historic designation in the City of Phoenix. Phoenix has had for many years an active historic preservation program and 35 neighborhoods are now listed on the City's historic property register, the National Register of Historic Places, or both. The results of the study are summarized in the chart below. Controlling for the size of the house, residential sales prices in City-designated historic districts can be seen to be increasing at a slightly greater rate than residential property in Phoenix as a whole. Furthermore, single-family, owner-occupied houses in National Register-listed historic districts enjoy an additional benefit from the State of Arizona historic property tax reclassification program, which translates to an even higher rate of return to homeowners.

Fears that historic designation will harm property owners' return on investment have been found to be groundless. By instilling pride in neighborhood, encouraging reinvestment, and controlling against incompatible development, historic districts are a valuable tool in maintaining the economic viability of older neighborhoods as livable communities for home-owning households.



## APPENDIX B

### SHPO PERFORMANCE METRICS\*

The following is a list of metrics that may, with more or less modification and/or additions, measure performance of SHPO staff within all program areas. Ideally, all staff time should be accountable with some output so any incentive to shift effort away from what is not measured is avoided. These metrics may be aggregated to evaluate total office efficiency and effectiveness, or may be disaggregated to individual staff.

*Caution #1: It is not implied that these metrics of performance eliminate the necessity of management to make subjective evaluations of quality or value of output, which are often difficult to measure.*

*Caution #2: The list below is intended as a starting point for further discussion and revision.*

#### Compliance

MIRs  
Project<sub>Agency</sub>

This is a measure of agency competency, how many times we have to ask for more information per project for each agency. Lowering this number implies greater capacity within the agency to provide the information SHPO needs to complete its review. This can be used to report to the agency its competency and need for training. It can also be used as a measure of SHPO staff performance in that a lower number might imply success in training the agency.

Response Days  
Property

This is a customer service measure, how many days it takes between when a property review comes in to when a response goes out. The response can be anything—concurrence, not concurrence, GCs or MIR. The denominator, property, is chosen in preference to project because project sizes vary considerably and can't be compared. On the other hand, the level of documentation per property has less variability, and, theoretically, is the factor driving the time review. A project with one property that takes ten days (ratio=10), for example, is less efficient than a project with ten properties that took fifteen days (ratio=1.5). Projects with no properties should be given a default denominator of 1. This provides an incentive to develop means for expediting such projects.

In the course of reviewing this metric, many different factors will come out. For example, a project that had a site visit will probably have a higher ratio because of the extra time involved (see special metric below). This may be perfectly acceptable, but is a manageable factor.

\*At the time of the final drafting of this plan, the National Park Service began circulating for comment draft performance measures for historic preservation programs. Should NPS adopt such measures, they will be considered during future revisions of the Arizona state plan.

$\frac{\text{Properties}}{\text{Hour}}$

This is a raw staff efficiency metric. Again, property reviews are used in preference to projects because they are more comparable between staff. This metric might be aggregated across SHPO or for individual staff.

National Register

$\frac{\text{Submissions}_{\text{indiv}}}{\text{Year}}$

Number of nominations for individual properties submitted to the Keeper annually.

$\frac{\text{Submissions}_{\text{district}}}{\text{Year}}$

Number of nominations for districts submitted to the Keeper annually.

$\frac{\text{Returns}}{\text{Submission}}$

A measure of quality control. A low number represents more nominations meeting the Keeper's standards the first time. Whether submissions should be counted is an open question.

$\frac{\text{Hours}_{\text{tech assistance}}}{\text{Hours}_{\text{total}}}$

This measures the proportion of time spent on technical assistance that is non-compliance, but does not immediately apply to a nomination in progress

SPT

$\frac{\text{Properties Monitored}}{\text{Total Properties}_{\text{SPT}}}$

This measure the proportion of properties monitored annually.

$\frac{\text{Properties}_{\text{SPT}}}{\text{Properties}_{\text{Total}}}$

This measures the proportion of eligible properties receiving the SPT reclassification benefit. Probably should be combined income and non-income producing since the denominator is not divisible. Note that because of data limitations, this will not be an unbiased value. However, it may be a consistent one. This may build in an incentive on the part of this program to advocate for improved property data management. This metric might encourage activity to expand the program

Public Programs

$\frac{\text{Staff hours}}{\text{Participants}_{\text{program}}}$

This is a measure of efficiency in out reach in terms of numbers of participants. Assumes an equal quality of outcome per participant if comparisons across programs are made. Could potentially be used for activities varying from Arch Expo to a conference session to a neighborhood meeting.



## Special Metrics

Special metrics are not limited to specific program areas. These, combined with program area metrics, should account for all staff time.

$\frac{\text{Hours}}{\text{Project}_{\text{special}}}$	This measures time spent on special projects and assignments. Because special projects are only subjectively comparable, this metric is useful only for beginning a consideration of whether an outcome was worth the time input. This is a metric with wide applicability. Nearly all staff work on special projects, including working with agencies to develop non-project specific PAs, conference planning, special studies, State Plan development, etc.
$\frac{\text{Hours}_{\text{special}}}{\text{Hours}_{\text{total}}}$	This measures the proportion of time spent on special projects, which might include employee development such as training classes or special projects.
<u>Travel Time</u> Project	This probably needs revision, but the idea is to measure not just raw travel time, but as a proportion of total project activity. This particular version would have the advantage of rewarding bundling different activities within a single trip. Also, it would discourage redundant staff on the same trip since their hours are combined in the numerator.
$\frac{\text{Hours}_{\text{admin}}}{\text{Hours}_{\text{total}}}$	This measures staff time spent in administrative (broadly defined) and/or team meetings as proportion of total staff time available. A denominator of quarterly (500 hours per full-time staff) is probably more useful than weekly, which varies too much, or annually, which aggregates too much.
$\frac{\text{Hours}_{\text{tech assistance}}}{\text{Hours}_{\text{total}}}$	This measures the proportion of time spent on technical assistance that is non-compliance or non-project specific compliance. For NRHP staff, for instance, it can measure effort not directly related to a nomination in progress, such as time spent evaluating information for a recommendation of eligibility, looking up information in files for a public request, etc.

## APPENDIX C

### **THE SECRETARY OF THE INTERIOR'S STANDARDS FOR RESTORATION AND REHABILITATION**

The following Standards are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility.

- (1) A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
- (2) The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
- (3) Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
- (4) Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
- (5) Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
- (6) Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
- (7) Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
- (8) Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- (9) New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
- (10) New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

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## APPENDIX D

### SYNOPSIS OF SHPO PLANNING

#### EARLY ADVOCACY FOR HISTORIC PRESERVATION IN ARIZONA

Preparation and implementation of a comprehensive statewide historic preservation plan is one of the mandated responsibilities given to the State Historic Preservation Office (SHPO) by the National Historic Preservation Act [Sec 101 (b)(3)(c)]. Details of this requirement are found in the National Park Service's *Historic Preservation Fund Grants Manual* (formerly NPS-49), which defines the necessary components of a plan, mandates a public participation component in its preparation, and requires revision of the plan over time as conditions warrant. The state is given broad authority to establish a planning vision and goals appropriate to its special circumstances as long as it meets the minimum requirements established in the manual. National Park Service approval of the state plan is a requirement for the SHPO to receive its annual allocation from the Historic Preservation Fund. This allocation provides the majority of the SHPO's operating budget.

Over the course of more than four decades since passage of the Act, the SHPO has prepared several comprehensive statewide planning documents and updates. To assist planners in the future, this synopsis of past planning efforts has been prepared to summarize the important trends and preservation philosophies affecting the movement over time. This synopsis has been drawn from early plan documents, a published history of Arizona State Parks (the SHPO's parent agency), and from the institutional memory of long-term SHPO staff.

Interest in preserving important historic and prehistoric sites in Arizona predates the National Historic Preservation Act. Preservationists in the 1950s were instrumental in the political coalition that successfully lobbied the Arizona Legislature to pass legislation establishing the Arizona State Parks Board in 1957.

Among these supporters, the most notable was Bert Fireman, a prominent Arizona historian, who as a member of the Arizona State Parks Association, and later the Arizona State Parks Board, successfully convinced the Board to establish five historic sites among the first state parks. These were the presidio ruins at Tubac, the former county courthouse in Tombstone, the Yuma Territorial Prison, Fort Verde, and Picacho Peak near the site of a Civil War skirmish. Despite this strong start, later Boards hesitated to acquire new historic parks because of their operating expenses often exceeded the revenue they generated from visitors. Furthermore, even though the Board's first ten-year plan identified eighteen archaeological sites for possible acquisition, it acquired none during that time.

In 1960, preservation-minded members of the National Park Service, the Arizona Pioneers Historical Society, the Arizona State Museum, the Arizona State Parks Association, and the Parks Board organized the Committee for the Preservation and Restoration of Historical Sites in Arizona. The purpose of this committee was to coordinate the separate activities of each agency. Most looked to the Parks Board to be the leader in this effort, but the Board and their director, Dennis McCarthy, balked at this assigned role. Through the 1960s, their attention was given largely to the acquisition and development of recreation parks, primarily lakes, which promised to provide a more secure financial return. This was important as the budget-conscious Legislature was wary of taking on new park responsibilities. Furthermore, such a coordinating effort would have taken the Board's attention away from its park properties, which it believed were its primary responsibility. While the Board was willing to participate in preservation activities, it rejected a wider statewide leadership role.

#### THE STATE HISTORIC PRESERVATION OFFICE AND EARLY PLANNING

This situation changed with the passage by Congress of the National Historic Preservation Act of 1966. The Act mandated the

establishment of a system of State Historic Preservation Offices that would work with the National Park Service and Advisory Council on Historic Preservation to establish a list of properties important in the nation's history, to work with federal agencies to avoid destruction of those sites, and to administer a program of grants-in-aid to assure their preservation into the future. Where in the State's organization the SHPO would be located was not specified. There was interest within the Arizona Pioneers Historical Society to locate it within their organization. This grew out of the Society's growing interest during the 1960s in acquiring historic properties such as the Century House in Yuma and the Charles O. Brown House in Tucson. Even after Parks Board was designated the official agency under the Act, the Historical Society continued to lobby for itself for a time after, until they also recognized the difficulty of managing historic sites and returned their primary interest to preservation of documents, artifacts, and the operation of museum and education programs.

The Parks Board evidenced little interest at first in taking on a larger statewide preservation role under the Act. It appears that Director McCarthy may have been the primary influence over Governor Goddard to designate him as the first preservation liaison officer. His motivation may have been to take advantage of the money that Congress was likely to appropriate to support the new federal preservation program. Through late 1966 and early 1967, the National Park Service geared up to create a nationwide preservation network, creating draft criteria for the National Register and guidelines for program implementation. It was only in late 1967 that Secretary of the Interior Stewart Udall wrote to Governor Goddard requesting the designation of an official "state liaison officer" to represent the state in the federal program, a designation that went to McCarthy. Whatever McCarthy may have hoped to accomplish with his new position, he soon realized that progress in the historic preservation field would be as slow as in the development of new parks. The Legislature failed to appropriate matching funds for a preservation program in its first year.

National Park Service staff worked diligently to establish a preservation program, but they too were hindered by lack of funds. Congress appropriated no funds until fiscal year 1969, which began in July 1969, and then only \$100,000 instead of the \$10,000,000 that had been authorized. Arizona was one of only 25 states to apply for funding that year and it received \$13,400, an amount that dropped the following year to only \$8,997.21. In the meantime, McCarthy was active in organizing the state's effort and allocated some state funds for FY 1968-69. Governor Williams issued a temporary executive order designating the Parks Board to act on behalf of the state in historic preservation policy matters while enabling legislation was being prepared for the Legislature. One of the first activities was a partnership with ASU's College of Architecture to begin a statewide inventory effort.

The historic preservation program proved a difficult fit for State Parks. It required the preservation officer to leave the bounds of the parks and to go out to the many communities to promote preservation awareness and projects. McCarthy quickly passed the responsibility to Assistant Director Wallace E. Vegors, and soon thereafter to Robert Fink. In 1970, to aid in the promotion of historic preservation, State Parks began publishing *Arizona Preservation News*.

Preparation of the first comprehensive statewide historic preservation plan began in 1969 following publication of the publication of NPS's guidelines. Vision statements, as they are promoted in modern planning theory, were not as clearly defined at the time of the first plan. Still, it did include a declaration of long-term intent: "that all facets of Arizona's cultural background be made known to all of its citizens." This succinct goal would stand as the primary directive of Arizona SHPO purpose through the next several years.

The primary focus of attention during this first planning effort was on identifying historic and prehistoric sites worthy of consideration for the new National Register of Historic Places. The plan's major accomplishment was to set up a process for identifying and nominating properties. The process involved two

steps. In the first step, members of the public could nominate sites to a separate state register using a fairly simple form that described the property's historic significance, integrity, and condition. The terminology used in the early state register form was simpler than that later propagated under the guidance of the National Register program's bulletin series. For example, instead of the seven aspects of integrity that are now a familiar part of the National Register evaluation process (association, location, design, etc.), the state register form merely asked whether the property was unaltered or altered to a minor or major degree, and whether it was moved or reconstructed. This nomination form would be reviewed by the Arizona Historical Advisory Commission, which might recommend its placement on the state register and direct the State Parks staff to prepare a National Register nomination. Although the National Register recognized properties of state and local significance, it was still believed necessary to maintain a separate list of properties on a state register that did not appear to qualify for national recognition. It was even thought that the National Register might be a relatively static listing. If a property were lost there would be an opening for a new listing from the state register. The reason for separate state register stage of the process was that public input into the planning process revealed that the National Register form tended to "boggle" people, even those knowledgeable in historical research.

Following definition of the listing process, attention in the plan was turned to defining the inventory of historic and prehistoric sites. There was as yet no comprehensive list of sites, but there were several sources from which a preliminary list could be compiled. These included the Historic American Building Survey, which since the 1930s had documented important buildings throughout the country. There was also a list of 100 sites developed by Bert Fireman for a historic marker program. Other sites could be taken from published sources such as the WPA's Arizona guidebook, Will Barnes' *Arizona Place Names*, and published histories such as *Frontier Military Posts of Arizona* and *Arizona Territory Post Offices and Postmasters*. In addition, there was a list

of 70 houses in Tucson gathered under a survey project sponsored by the Tucson Community Development Program and the federal Department of Housing and Urban Development. The planners saw this early list as only preliminary, and as a means to give local organizations a place to start in gathering information about sites in their localities.

Throughout the 1960s, local historical societies were taken to be the most important preservation advocates. The designation of Director McCarthy as the "State Liaison Officer" and Vegors as "Historic Sites Preservation Officer" forced State Parks to take on the coordinating role that it had earlier rejected. In 1969, McCarthy and Vegors visited with many of these organizations to gain their input into the planning process. In 1970, under Historic Sites Preservation Officer Fink, the newsletter was begun and a series of workshops held to promote knowledge of historic preservation and to encourage participation in the nomination of properties to the National Register.

Early efforts to promote historic preservation challenged common assumptions about how Arizona could develop its economy. As Deputy Director of State Parks, Wallace Vegors, recalled in the late 1970s:

It seemed to me, ten years ago, [in late 1960s] that there was very little interest in preserving historic sites in Arizona and I met actual antagonism to the idea. Preservation was definitely 'anti-progress' then. 'It would take property off the tax rolls,' people said. The general attitude was that 'if it was worth saving, the National Park Service would already have done it.' A cadre of vitally interested citizens existed, but it was not yet.

The final part of the plan laid out an organization chart for coordinating the statewide preservation program. Because State Parks had no preservation staff other than Robert Fink, who obviously could not single-handedly manage a statewide program, McCarthy determined on a scheme in which the managers at state

historic parks would interact with preservation advocates and organizations in their area. These outreach efforts would be centered upon the parks at Jerome, Yuma, Tubac, and Tombstone. The National Register process was established in 1969 with the Arizona Historical Advisory Commission (AHAC) in the role of the professional body with the responsibility to review nominations. During preparation of the state plan, AHAC recommended emphasizing the nomination of properties to a state register rather than the National Register, which at the time seemed more suitable for only the most outstanding of historic landmarks. It is noteworthy that practically no attention was given to the interaction between the SHPO and the Advisory Council on Historic Preservation in the administration of Section 106 of the Act, which at that time was poorly defined.

The National Park Service approved Arizona's *Interim Plan for Historic Preservation in Arizona* in December, 1970, allowing the state to continue to draw its allocation from the Historic Preservation Fund. The use of the word 'interim' in the title of the plan shows that McCarthy, Vegors, and Fink understood that what the plan would accomplish would be simply to get the state's preservation program off the ground. Very quickly it was perceived that new staff would be required to meet the expanding demands of the program, especially as Section 106 compliance, something little considered in the interim plan, grew into a major priority. As Vegors later noted:

Looking back from the vantage point of eight years experience, the labyrinthine critical-flow-path charts, the agonized-over target dates, the laboriously developed strategies, and the academically-oriented lists of sites were all inconsequential. What counted was the talks and the meetings and the newspaper articles that got the word around that State Parks was concerned with historic preservation.

One problem not recognized in the 1970 *Interim Plan* was the lack of a statutory basis for the state register that had been proposed as an important stage in the process from property identification to National Register listing. Only in 1974 did the Legislature formally approve legislation establishing an Arizona Register. In the short term this created more problems than it solved. From the beginning, the Arizona Register was conceived as a lesser status for properties that had historic significance, but not enough to qualify for National Register designation. This magnified the staff effort to maintain separate property inventory lists. The first, the state inventory, included files of information on any potentially historic property that had come to the SHPO's attention. Above this were the Arizona and National Register, and above these the National Historic Landmarks and National Monuments. As the number of properties in these inventories increase, in an era before computerized databases, the management task of organizing the information grew significantly.

At the same time as the inventory and Arizona and National Register programs were growing, so also were the grants program and the Section 106 Compliance workload. Increased staffing became necessary if the program was to remain viable. By 1974 there were, in addition to State Liaison Officer McCarthy, three professional staff members. The Historic Sites Preservation Officer Dorothy Hall, was an archaeologist who held primary responsibility for Section 106 compliance, but also for all program areas and was directly accountable to McCarthy. Two new contract employees were a historian, Marjorie Wilson, placed in charge of the inventory and nomination programs, and an architect, James Garrison, who oversaw the grants program. After McCarthy was replaced as director of Arizona State Parks, the new director, Michael Ramnes, allowed the title of State Historic Preservation Officer to pass to his chief preservation staff member. Another organizational change was the creation of the Historic Sites Review Committee, formally a subcommittee of AHAC, to serve as the review body for National Register nominations.

A new plan published in 1975 reaffirmed the goal stated in the Interim Plan of 1970: “It is the intent of the State that all facets of Arizona’s cultural background be made known to all of its citizens.” To achieve this goal would require individuals, organizations, political subdivisions, state, and federal agencies to join in a concerted effort to promote preservation. Gone was the earlier emphasis on local historical societies as the primary partners in the preservation movement. The role of the SHPO remained similar to the earlier model of an advocate and coordinator who would encourage these many potential partners to take part in preservation activities. The SHPO as a distributor of technical assistance, monitoring and advising preservation projects, became increasingly necessary as it was recognized that while there were many people who sympathized with the preservation movement, many lacked the expertise to successfully rehabilitate a historic building or conduct a historic building survey.

The 1975 plan also anticipated a continuing role in promoting preservation-friendly legislation. As already noted, legislation establishing the State Register passed in 1974. The legislative agenda for future years would include a State Historic Preservation Act, with provisions similar to those of the National Act, and a state-level incentive program such as grants and tax breaks.

The 1976 celebration of the national Bicentennial of the Declaration of Independence offered a unique opportunity to promote historic preservation by taking advantage of the popular groundswell of interest in American history and culture. The expanded staff meant that it would be possible to form an “historic preservation team” that could travel more extensively throughout the state, meeting with local organizations and communities to assist and promote projects. This would replace the cumbersome system of trying to use staff at the state historic parks to interact with local advocates. This team would be especially active in promoting survey and inventory projects by training and organizing local volunteer efforts to document community resources.

Work with federal agencies expanded dramatically after 1974 when the Forest Service, the Bureau of Land Management, the

Bureau of Reclamation, and the Bureau of Indian Affairs all hired staff archaeologists to implement their responsibilities under the Act and Executive Order 11593. Although not described in detail, the 1975 plan included a mention of the intent to work more closely with Tribes and to encourage them to identify and nominate sites to the National Register.

The selection of properties to nominate to the State and National Registers had been driven largely by the perception of urgency, moving forward those properties that seemed most in immediate danger. It was believed, however, that it had become possible to leave this crisis mode and pursue listings based on the significance of the properties. To this end, an elaborate system for the thematic analysis of properties was developed to improve on the existing geographic organization of the inventory. Properties were to be placed into classifications such as era (Prehistoric, Spanish-Mexican, Territorial, and Statehood), function (for example, Exploration, Military, Education, Commerce), and cultural affiliation (such as Prehistoric identities, modern Tribes, Ethnic affiliations). Computerization, it was recognized, would be necessary to follow through on such a systematic organization of properties, a capacity that was not readily available in the mid-1970s.

#### THE GOVERNOR’S TASK FORCE ON HISTORIC PRESERVATION, 1981

Bruce Babbitt served as Arizona’s governor from 1978 to 1987. Of all the state’s chief executives, he was perhaps the most supportive of historic preservation. In 1981, Babbitt created a Governor’s Task Force on Historic Preservation to provide support and direction for the growing movement. The Task Force’s twelve members<sup>1</sup> was supported by technical advisors such as Don Bufkin

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<sup>1</sup> The members were Jacqueline Rich, Chair, Elena Anderson, Richard V. Francaviglia, Robert C. Giebner, Anna Laos, Gordon Pedrow, Ray Roberts, Elizabeth F. Ruffner, Emory Sekaquaptewa, George Tyson, Marian Watson, and Dava Zlotshewer.



of the Arizona Historical Society, Billy Garrett of the Heritage Foundation of Arizona, State Historic Preservation Officer Ann Pritzlaff, Charles Hoffman of Northern Arizona University, Kenneth Kimsey of the Sharlot Hall Museum, and Raymond Thompson of the Arizona State Museum. The Task Force established five policies intended to remove barriers to historic preservation efforts and to replace them with incentives that would encourage preservation by state agencies, local governments, and private citizens.

The first policy recommendation was to develop an improved State Register of Cultural Resources. This recommendation reflected the belief that the existing Arizona Register of Historic Places was not yet effective in providing the broad range of cultural resources with needed public exposure. The Arizona Register still lacked defined criteria and served as a lower category of status than the National Register. Furthermore, the task force feared that there might be a change to the National Register which would restrict it to properties of national significance, leaving properties of state and local significance without recognition or protection. Finally, a strengthened Arizona Register could serve as a planning tool for state agencies so that they might avoid inadvertent harm to cultural resources. Among the Task Force's specific recommendations were to align the Arizona Register's criteria to the existing National Register criteria, to make the Historic Sites Review Committee responsible for technical review of nominations, to create tax incentives for listed properties, and to require state agencies to allow the SHPO the opportunity to review their plans and actions that might affect cultural resources.

The second policy promoted by the Task Force was to address the cultural resources owned or controlled by state agencies. While the State Museum cooperated with the Arizona State Land Department to identify and inventory archaeological sites on state land, there was no mandate for other state agencies to take historic properties into account in their planning or to facilitate maintenance of historic properties owned by them. To address this problem, the task force made several recommendations. The first was to require

all state agencies to inventory all cultural resources under their control. Second, the *Secretary of the Interior's Standards for Historic Preservation Projects* should be adopted as the state's standard for the treatment of historic buildings. Another recommendation was for AHAC to make recommendations to the Legislature for the development of a policy for the acquisition and disposition of historic resources and to ensure that these resources were adequately maintained. In addition, state agencies were to be directed to give first consideration to historic buildings when planning for acquisition or lease of facilities. Finally, the Task Force recommended that the state adopt a model building code adjusted to the special concerns of historic buildings and make it available to other jurisdictions for local use.

The Task Force's third area of concern was to strengthen private sector preservation efforts through additional tax incentives, grants, and technical assistance. Its first recommendation was to lower the special assessment rate on historic property from 8 percent to 5 percent in order to maintain its tax advantage following the Legislature's recent action to lower the standards residential assessment rate from 15 percent to 10 percent. In addition, it recommended extending the special assessment rate to all buildings, not just residential property, listed on the State, National, and local registers. Furthermore, the existing requirement for twelve days of public visitation for properties receiving the tax benefit should be reduced. Another recommendation was for the creation of a State income tax credit to encourage rehabilitation of historic buildings, both residential and commercial.

The fourth policy area addressed by the Task Force was to enable and encourage local governments to establish their own preservation programs. This followed the direction set by the amendments to the National Historic Preservation Act passed in 1980 that encouraged decentralization of preservation programs to certified local governments. In 1981, there were already several communities with active preservation programs. Tucson, Florence, Prescott, Jerome, Yuma and a few others had conducted historic building surveys and supported nomination of individual properties

and historic districts onto the National Register. Still, although State law enabled creation of local historic districts and special zoning overlay regulations, there remained no local landmarks programs in state statute which could protect individual properties outside districts. Also, statutes mandated that cities and towns consider such areas as blight removal, improvement to housing, business, industrial, and public building sites in their comprehensive planning, but made no provision for consideration of cultural resources. Again, a few towns, such as Scottsdale, Yuma, Jerome, and Tucson, included preservation in their planning, but most did not. To encourage expansion of local preservation programs, the Task Force recommended new enabling legislation to allow communities to use special financial methods such as bonding, special assessments, and tax increment financing that were widely used for new construction. In addition, communities should be enabled to protect historic properties through easements, covenants, and deed restrictions. The Task Force recommended a greatly expanded program of technical assistance to communities to jump start their own preservation programs. Finally, the Task Force recommended creation of a Governor's Award program to recognize special achievements in historic preservation.

The last policy area address by the Governor's Task Force was to promote a broader awareness and appreciation of historic and cultural resources among the citizens of Arizona. From this broader appreciation, the Task Force hoped, would arise a higher level of citizen involvement in preservation planning and projects. Unfortunately, the Task Force's specific recommendations toward this policy were less detailed than in other areas. It recommended that the SHPO cooperate with public and private groups, such as schools, libraries, and local historic societies, to encourage educational and outreach efforts. It also suggested more effort to inform local officials about public support for preservation through such outlets as the public media. Both SHPO and AHAC, the Task Force recommended, should work with the Department of

Education and local schools to promote the teaching of Arizona by taking advantage of nearby historic and prehistoric sites.

Many of the Task Force's recommendations anticipated legislation to implement, which would require a display of public support by the preservation network and leadership from the governor. Crucial in this regard was the expanded role recommended for AHAC. The Task Force suggested including additional agencies in AHAC's membership, such as from the universities, the Department of Tourism, the League of Arizona Cities and Towns, the Association of Counties, and the Department of Administration, to make it a body capable of coordinating state agencies and local efforts to promote preservation planning. It might serve as a statewide clearinghouse for preservation information and consolidate the efforts of the state agencies to avoid duplication. Furthermore, its public role would be enhanced by the issuance of an annual report to the Legislature on preservation activities statewide. Naturally, this would require giving AHAC dedicated staff to accomplish its wider goals. In all its activities, AHAC would work closely with the SHPO, which would continue to be the primary source of technical support and administration for existing and, hopefully, new preservation programs.

#### PLANNING FOR EXPANDING PROGRAMS, 1976-1986

Conditions continued to change rapidly during the late 1970s and early 1980s, and all the changes expanded the SHPO's responsibilities, with a subsequent increasing pressure on its staff resources. Some of this was a growth in workload associated with program success. The number of communities completing historic resource surveys and moving towards creation of historic districts was beginning to rise as was the public's interest in nominating individual sites. It was becoming clear that the earlier emphasis on landmark historic and prehistoric sites was giving way to interest in properties of local significance. Workload under the Section 106 Compliance program continued to expand as more federal agencies

acknowledged and improved their preservation planning responsibilities. By 1983, SHPO staff under Donna Schober had grown to six professionals with a majority assigned to the compliance program.

Important new federal legislation reflected the movement's growing importance around the country and the influence of preservation advocates. Indian Tribal governments and their cultural interest gained greater importance following passage of the American Indian Religious Freedom Act of 1978, which required federal agencies to take into account sites of religious significance when undertaking projects that might affect those sites. Complementary to this was the Archaeological Resources Protection Act of 1979, which extended protection of archaeological resources over all federal and Tribal lands.

The most important new federal laws affecting the SHPO directly were the Tax Reform Act of 1976 and the Economic Recovery Tax Act of 1981. Both acts provided for substantial tax incentives for the rehabilitation of historic commercial property. Administration of these acts included major roles for the SHPOs in coordinating oversight of eligible projects between projects proponents and federal officials with the National Park Service.

The State Legislature also passed important new laws, creating incentive programs for owners of historic property and directing state agencies to plan with historic resources in mind. Two property tax programs, one for residential, non-income producing property, and the other for commercial property, were intended to encourage renovation and maintenance of properties listed in the National Register. Over time, the residential property tax reduction program would become an important force driving demand for other SHPO programs, especially survey and nomination. The State Historic Preservation Act of 1982 established a policy of historic resource stewardship among all state agencies in a way analogous, although not precisely parallel to the requirements on federal agencies under the National Historic Preservation Act. The State Act expanded the role of the SHPO to review the plans of state agencies to determine whether they might adversely affect historic properties.

By 1981, the SHPO was clearly in need of a new plan, one that better reflected contemporary planning principles and input from the growing number of preservation partners. At the same time, the National Park Service was in the process of formalizing its planning requirements, which would eventually be published as the *Secretary of the Interior's Guidelines for Preservation Planning*. These guidelines evolved from the Resource Protection Planning Process (RP3), a planning model developed by the Heritage Conservation and Recreation Service, and tested in a small number of states in the early 1980s. Understanding of RP3 was limited at the time and caused some initial confusion with participants in the Arizona planning process until NPS held two workshops in the fall of 1982 and summer of 1983 to explain its principles.

The initial planning effort in Arizona was led by the SHPO Liaison Committee of the Arizona Archaeological Council (AAC), which held meetings in 1980 and 1981 to determine the best means for developing a state plan. The SHPO wanted to formalize their effort and offered a grant to fund it, but neither the AAC nor the Liaison Committee were qualified to receive such a grant. Instead, the grant was given to the Heritage Foundation of Arizona, which used it to hire Architectural Resources Group, a San Francisco-based consulting firm. These consultants were given two major tasks. First, identify all the organizations with an important role in preservation in Arizona and determine the nature of their interest. The second task was to gather data about the extent of the state's cultural resources and to determine what agencies, organization, and key individuals knew about those resources.

Major input from preservation partners into the plan's priorities was gathered through interviews with specific individuals who were deemed representative of most of the important players in the preservation field. Early plans for a questionnaire for the general public were dropped after the review committee determined that the responses from the professionals appeared to adequately address the major issues. A questionnaire was sent to federal and state agencies to gather their input. The Resource and Review Panel, composed of people from a variety of professional backgrounds,

such as archaeology, architecture, education, neighborhood organizations, different ethnic groups, and key federal and state agencies, were central to the information gathering process.

Difficulties arose early on because of a misunderstanding of the RP3 format. Review of test applications of RP3 standards in other states were disappointing because of its seemingly exclusive emphasis on context-based “study units.” These study units were clearly defined temporal or spatial concepts, which seemed to defy the softer contextual boundaries generally used by historians and anthropologists. The Review Panel rejected the method as placing artificially hard boundaries over such cultural concepts as the Hohokam, whose extent in both space and time, could not be rigidly bound. It was only after the NPS workshops that the planners gained a better understanding of what RP3 was intended to accomplish. Specifically, it became clear that it was not exclusively based on study units, but also included management units and operational plans. This made RP3 appear as a more reasonable planning instrument, one that had to be taken into account as it was eventually to be the standard by which the state’s plan would be evaluated by NPS officials. The planners then incorporated the RP3 principles into the work being completed by the consultant.

The Secretary of the Interior’s guidelines for preservation planning made historic contexts the fundamental tool for the evaluation of historic properties and for the planning of their preservation. These contexts defined a set of priority topics, defined by theme, place, and period. Ideally, inventory, nomination and preservation would follow the direction set by the contexts. The federal guidelines gave priority to the academic fields of history, anthropology and architectural history, allowing them to define what was significant in state and local history and to set the agenda for program activities. They recommended developing “ideal goals” for resource uses such as research, interpretation, conservation, and reuse.

The problem initially identified by the Arizona SHPO planning team in the early 1980s—that historic contexts were numerous and

difficult to define—was only the first indication that the federal planning guidelines would be problematic. What the problem came down to, fundamentally, was that the guidelines anticipated a level of leadership and freedom of action that the SHPO would never be able to exercise. In practice, virtually all SHPO program areas proved to be reactive to the demands of outside forces. Government agencies, private property owners, and local governments pursued their own priorities. This meant that academic planning had to give way to the demand to immediately evaluate current projects and proposals. Professional judgment and precedent, not formal contexts (which were not yet written in any case), became the instruments for program management.

The Phase 1 planning report, completed in 1983, proved unsatisfactory because the planning team had been unable to reconcile the federal guidelines with the reality of SHPO program management. As an interim measure, SHPO staff and the Arizona Archaeological Council developed a plan outline and an initial set of themes, from which were derived a set of tasks. One of the first tasks undertaken was to hire a consultant, Janus Associates, to complete a statewide resource analysis.

The resource overview was an attempt to organize the SHPO’s existing inventory of historic and prehistoric sites so that it could accomplish planning in the manner suggested by federal guidelines, that is, by pursuing the logic of historic contexts. The first goal of the resource analysis were to define the major themes using broad category headings, such as agriculture, commerce, ‘early man,’ government, ‘personages,’ religion, and transportation. Under these broad categories were more specific themes. For example, under agriculture were such specific topics as cattle ranching, Japanese flower horticulture, prehistoric agricultural technology, and Navajo sheep ranching. The somewhat nebulous heading of ‘personages,’ included architects, scientists, engineers, heroes, Native Americans, and women. The early man category was little more than another word for prehistoric archaeology, although many anthropological themes were also identified under other categories.

The consultant's next task was to organize the property inventory, or rather only the National Register listings, according to the 25 identified contexts and 282 subcontexts. This organization was accomplished by filling out a form for each listed property, identifying the themes to which it might be associated. Once done, it was possible to know the number of properties falling under each thematic heading. For example, seven properties were listed under the context of engineering and the subcontext of use of materials. This tabulation made it possible to identify what might be important data gaps. For instance, no properties were then listed under the context of education and subcontext BIA education system. Since the federal system of education for Indians was recognized as having great significance, this indicated a need to focus identification efforts in that direction.

In addition to identifying shortcomings in the existing National Register listings, the consultant also noted that there was simply not yet enough information to properly understand the important historic contexts. The academic historical and anthropological information was incomplete in a number of areas. Furthermore, what did exist was not directly usable by preservationists, who needed to answer the specific question of National Register eligibility. Historians, especially, tend to concentrate on document-based research, and often do not identify and rarely evaluate the importance of specific places or properties. The resource evaluation concludes with a recommendation of a number of areas needing additional research, such as banking, tourism, water recreation, labor, women, cemeteries, and the fine arts. Such specific topics as "Auto camps and courts of Route 66 through the 1940's" and "Chinese involvement in gold and silver mining, 1860's to 1912" are suggested for future study.

While the resource overview suggested an important role for the SHPO in developing historic contexts, it recognized that the task was too large for it to undertake alone. The report identified a number of potential partners who might undertake specific context research and later inventory. Local governments, especially Certified Local Governments who were developing their own

historic preservation programs, could undertake context and inventory projects to identify properties within their communities worthy of preservation. Other potential partners included non-profit service organizations, specific constituency groups such as the Arizona Institute of Architects, the universities, and federal and state agencies.

## THE ARIZONA HERITAGE FUND

The Arizona Heritage Fund (AHF), created through a voter initiative in 1990, set aside up to \$1.7 million annually to support a variety of historic preservation activities. The new law specified that funds might be spent only on properties listed, or determined eligible for listing, in the State Register. Approved project categories were acquisition and maintenance of historic and prehistoric properties; acquisition of preservation easements; stabilization, rehabilitation, restoration, and reconstruction; development of education and preservation programs; and development of interpretive programs. The wide scope of possible preservation activities, and the acknowledged widespread need, made it imperative to undertake a systematic planning effort to create guidelines that responded to the public's wishes.

The law specified that the historic preservation component of the AHF would be administered by the SHPO, which, because of the large new resources available, would be under greater scrutiny to ensure the achievement of the maximum public benefit. The SHPO determined to contract out the planning process and to engage the general public in a more systematic way. The SHPO, Shereen Lerner, contracted with long-time preservation consultants Gerald A. Doyle, Lyle M. Stone, and Richard E. Lynch to produce the *Arizona Heritage Fund Historic Preservation Five-Year Plan*, which was completed in 1992. The planning team developed a questionnaire that was distributed to a random selection of 880 Arizona residents, with several hundred more distributed at public meetings held across the state. This questionnaire tried to identify the public's attitude towards specific types of historic preservation

projects, concepts, activities, and legislation. It also asked the public to rank five preservation issues from high to low priority and to define other issues of concern. With this public input, the planners created the following list of issues, ranked from highest to lowest level of concern:

- Loss of Deterioration of Heritage Resources
- Historic Preservation Education Programs
- Economic Benefits Through Heritage Resources
- Historic Preservation Incentives
- Governmental Attitudes Toward Heritage Resources
- Native American Participation in the Historic Preservation Process
- Development-Related Effects on Heritage Resources on Private and Public Land
- Involvement of Ethnic Populations in the Historic Preservation Process
- Heritage Resources in Rural Area
- Quality of Preservation Actions

In addition to these priority issues, participants at public meetings and through the questionnaire identified more than fifty goals to meet the challenges raised under the list of issues. Finally, a more specific list of activities, more than fifty, was created to provide guidance on precisely how the SHPO might organize its work tasks to accomplish the goals and objectives. It should be noted that the planning team provided a great deal of guidance with the form of the questionnaire and at the public meetings so that the public had a broad appreciation of the spectrum of preservation issues from which they could express their opinions and priorities.

With the public opinion data in hand, the planning team organized and presented the results to provide guidance for what sort of projects should be pursued with the AHF. It was clear that among all issues, the two most important were the loss or deterioration of heritage resources, the overwhelmingly supported issue, and education programs, which led among the lesser issues.

Finally, the five-year plan raised a number of issues that would remain concerns for the long term. One of the most difficult was the balance that was seen as necessary between rural and urban projects. There was a fear that with their vastly larger resources, urban areas such as Phoenix and Tucson would obtain a disproportionate share of the AHF's benefits. Another area of concern was whether to concentrate on projects with an immediate return, or to invest in projects with a long-term benefit. While the latter was perceived as generally preferable, there was the thought that some projects had to be pursued that would demonstrate the benefits of the AHF fairly quickly. This was important because the AHF, which had been passed without support of the Legislature, had no protection against possible legislative diversion of its funds for other purposes. The later Voter Protection Act, another initiative designed to prevent the Legislature from altering voter-approved initiatives, had not yet been passed and would not, in any case, apply to the AHF retroactively.

Public input identified several programs that might be created using the AHF. The following is a short list of some programs that were eventually enacted and a few that were not:

- Develop school curricula in historic preservation
- Expand incentive programs
- Develop a low-interest loan program
- Conduct public education programs
- Allocate funds for emergency grants
- Assist communities in preparing local historic preservation ordinances
- Develop a guidebook on the state's heritage resources
- Conduct technical assistance workshops
- Develop a "whole project" approach to awarding grants
- Encourage the use of preservation easements
- Expand the Site Steward Program

The plan then listed goals and recommendations under each of the priority issues. These were extensive and only a few items

under the leading issue of loss or deterioration of heritage resources need be described here to understand the direction the plan indicated for SHPO and the AHF. The first goal under this issue was to fund measures to protect and maintain heritage resources. Under the AHF's competitive grant program, many grants would be given to acquire, protect, and rehabilitate heritage resources. Maintenance of historic properties, however, has been more difficult to achieve. Where properties have been acquired by preservation organizations such as The Archaeological Conservancy or rehabilitated for renewed public service, as many buildings have, many properties have been maintained without further AHF assistance. In a few cases, however, property owners have used grants for a one-time fix-up, only to leave it neglected afterwards, leading to continuing deterioration and the need for another sizable intervention. In any case, funds have not been allocated for categories of work that might be considered routine maintenance.

Another goal for slowing the loss or deterioration of heritage resources was to assist owners of heritage resources in documenting their properties. This has been accomplished through promotion and funding of building condition assessments, which owners can use to plan long-term preservation activities. A third goal, to improve the Arizona Site Steward Program through training, funding, and staffing, has also been accomplished. A small allocation from the AHF has been made annually to pay for the program's newsletter and for regular training workshops. The Site Steward Program has also been instrumental in accomplishing another goal, to enlist the support of law enforcement agencies in the protection of historic properties.

Finally, the plan included lists of specific recommendations for the SHPO, using the AHF, to meet the challenge of the priority issues. The recommendation to develop further public education about preservation issues has been followed through with the annual Archaeology Expo, and later the Statewide Historic Preservation Partnerships Conference. On the other hand, the newsletter, which had kept preservationists up-to-date on SHPO

activities since 1970, was discontinued. The recommendation to establish teams of professions, both public and private, to assist properties owners in documenting their properties, has not been done precisely as the plan seemed to intend. However, SHPO staff regularly provides private property owners with technical assistance in understanding the Secretary of the Interior's Standards for Rehabilitation, and has promoted and funded numerous building condition assessment reports, most produced by private consultants.

Implementation of the *Arizona Heritage Fund Historic Preservation Five-Year Plan* was accomplished through specific work tasks among SHPO staff and through administration of the AHF's competitive grant program. Instrumental in developing specific guidelines for the grant program was the new Historic Preservation Advisory Committee (HPAC), a group of citizens representing the fields of history, archaeology, architecture, preservation organizations, and the general public. The HPAC, with SHPO assistance, developed program guidelines for priority grant projects that were adopted by the Arizona State Parks Board. One early guideline recommended in the plan was to establish separate funds for bricks-and-mortar or acquisition projects and for education projects. These distinct funds were later abolished in response to the overwhelming demand for bricks-and-mortar funds. The lesser demand for education projects was met through revising the federal pass-through grants to the Certified Local Governments.

Another recommendation made in the plan that was adopted early, and later dropped, was to allocate funds to support projects that would encourage heritage tourism. This was accomplished by setting aside funding for the Arizona Department of Tourism's Main Street Program, which it used to provide small façade grants to historic commercial properties in their participating communities. One recommendation not implemented was to set aside ten percent of the AHF grants to projects that had also been granted special local monetary incentives.

## THE 1996 COMPREHENSIVE STATEWIDE PLAN

During the late 1980s and early 1990s, the SHPO made significant progress along the lines suggested in the 1986 resource evaluation. Several historic building surveys had been completed in partnership with local communities, and many new National Register districts established. Working with consultants, the SHPO had published contexts studies on several topics in history and prehistory. Also, following the report's recommendations, the first steps in inventory computerization had been taken.

Unfortunately, it also became apparent that these efforts were barely keeping up with the need. SHPO staff time continued to be taken up largely by reactive program areas such as Section 106 Compliance, leaving little time or resources to pursue research in the more esoteric areas of historic context. Furthermore, the reports issued in 1983 and 1986, while containing recommendations for future action, did not constitute satisfactory planning documents that could be applied by preservation advocates across the state. While the 1992 plan for the Arizona Heritage Fund was more polished in its presentation and had involved the largest public outreach effort to date, its limited focus meant that it did not address the planning needs of other SHPO activities.

James Garrison, who replaced Shereen Lerner as preservation officer in 1992, undertook the first truly comprehensive planning effort, starting in 1995. The principle underlying the new planning effort was recognition of the inherent limitations in the SHPO's capacity to direct Arizona's historic preservation efforts. Instead of focusing on specific goals for the SHPO, the new plan established a vision for enhancing statewide partnerships among all parties with an interest in historic properties. This refocusing of attention was made explicit in the Statewide Vision for the Future:

We envision an Arizona in which an informed and concerned citizenry works to protect our state's irreplaceable cultural heritage. They will be supported by a coordinated, statewide historic preservation network providing information and

assistance which enables them to undertake successful projects and long-term preservation planning.

The new planning process was guided by the SHPO with the assistance of a State Plan Advisory Team, consisting of representatives of key agencies, organizations, and advisory groups. In addition to public meetings held in Flagstaff, Phoenix, and Tucson, separate meetings with agencies, Certified Local Governments, and Tribes were held to identify issues of importance to critical preservation partners. Also, public input was gathered through the mailed questionnaire to 1,500 citizens and, for the first time, through a statistically valid sampling of public opinion through a telephone survey.

The public input process found a widespread concern for properties of local significance. Properties of statewide or national significance—the San Xaviers and Montezuma Castles—did not seem in immediate danger, while the properties that defined the character of local communities were being lost at an alarming rate. This implied an even greater emphasis on strengthening local preservation programs through the CLG and Arizona Heritage Fund grant programs. Similarly, there was a strong desire to enhance Tribal preservation programs.

Input from federal and state agencies focused not on specific properties or their loss, but rather on how to improve the regulatory compliance process. Streamlining the process, not historic preservation itself, was their concern. An important suggestion in this regard was to take advantage of the then-new Internet to share cultural resource data among land and resource managers. Amendments to the National Historic Preservation Act passed in 1991 which had enhanced the role of Tribal governments in the Section 106 process had made traditional cultural places a special topic of concern. Also, agencies wanted a larger role in the future development of historic contexts. In response to this last concern, the SHPO promised to create a statewide advisory body to oversee the production and utilization of historic context studies.



The major achievement of the 1996 plan was the formulation of eight broad goals that encompassed virtually all of the concerns raised in the public input process. These goals were truly applicable statewide and for preservation advocates, organizations, communities, and agencies, and not just the SHPO. These eight goals were organized under three broad headings:

Toward the Effective Management of Historic Resources

Goal 1: Better Resource Management

Goal 2: Effective Information Management

Goal 3: Maximized Funding

Toward Proactive Stewardship and Partnerships

Goal 4: Partnerships in Planning

Goal 5: Proactive Communities

Toward an Informed and Supportive Constituency

Goal 6: An Informed Supportive Public

Goal 7: Informed Supportive Policy-Makers

Goal 8: Informed Trained Professionals

The specific concerns raised by the public and SHPO's preservation partners led to a set of priority action items under each of these headings. All need not be described here, but one priority item under the heading of Effective Management of Historic Resources was to establish a public process for identifying and nominating properties, and assisting property owners on a statewide level by priority historic theme. This goal reconciled the earlier effort to create a context-based plan with the reality of the demands of the many SHPO programs. Another priority item, under the heading of Proactive Stewardship and Partnerships, was to assist state agencies in their management of historic resources through completion of guidelines for the State Historic Preservation Act. This item recognized that the mandate of state agency responsibilities in the law was insufficient to protect cultural resources. The SHPO would have to provide additional assistance to these agencies if they were going to meet their responsibilities.

The 1996 *Arizona Historic Preservation Plan* was an important breakthrough in codifying SHPO's relationship with the network of historic preservation activists. While its specific recommendations were directed towards SHPO and its annual work program, it directed staff attention on the need to work with their statewide partners if they were to accomplish the overarching goal of reducing the loss of important cultural resources. Its eight goals were intentionally formulated to apply to all the preservation partners and all were invited to coordinate their own planning to this statewide scope. These goals were durable, that is, they were likely to remain valid for many years to come. There would always be a strong necessity to maximize the benefits from available funding and to encourage an informed and supportive public. Such goals made initiatives towards greater efficiency and public education ever current.

The stability of the 1996 plan was demonstrated during the process initiated in 2000 to update its public input component and recommendations. The preservation environment had continued to evolve after 1996 with such changes as new federal regulations for Section 106, the Conservation and Reinvestment Act, creation of the Transportation Enhancement programs, and continued growth in the Tribal preservation programs. Public input generally supported the direction and goals established in the 1996 plan.

The major change expressed in the 2000 plan update was the implementation of a tighter program within the SHPO to tie its work plans to the larger statewide goals. This was done through a Strategic Planning Cycle, which involved the Parks Board in a review of the SHPO's strategic planning efforts every five years. This was to be coordinated with an annual work program developed during SHPO staff planning retreats. The intent was to ensure that staff always remained connected to the larger goal plans, with an opportunity for comment and approval by the Parks Board, which was ultimately responsible for approving funding decisions.

The 2000 update also laid out a plan for regularly scheduled updates to the plan itself. This would be done every fifth year of the

planning cycle. At this time, the public and partners would be again extensively canvassed for input and, if necessary, major alterations to the plan, its vision, and its broad goals would be considered. Again, this would involve final input and consent from the Parks Board.

The specific recommendations in the 2000 plan update built on the accomplishments of earlier objectives. Computerization, particularly the implementation of the AZSITE database remained a top priority. Other objectives remained relatively unchanged, such as the directive to continue to assist in building strong Tribal preservation programs. Within the Section 106 program, the desire to streamline the process remained important.