ARIZONA

STATE HISTORIC PRESERVATION PLAN UPDATE 2014

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ARIZONA

Historic Preservation Plan
UPDATE 2014

State Historic Preservation Office
Arizona State Parks

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Adopted by the Arizona State Parks Board [Date]

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Preface

The centennial of Arizona's admission to the union of states in 2012 offered a time for reflection on our contribution to the continuing American story. It occurred while we were 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 worst of the economic panic and recession appears to have passed, although a great deal of uncertainty remains. Arizona in particular has been slow to recover, a symptom of its reliance upon population growth and new housing construction to fuel its economy. Far too much depends on national and international events to accurately predict when, if ever, anything resembling the economy prior to the 2006 peak of the housing boom ever returns.

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 full regeneration of the American spirit can only come about when the places and objects tied to the American experience have been preserved. Can we expect a new generation to appreciate 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 lead us to 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 2014 takes confidence from the successes of our previous efforts and finds reassurance in the support of an ever-increasing portion of the state's citizenry. With faith in the public value of preservation and dedication to the mission the preservation community has been entrusted to further, the Plan Update offers goals and objectives crafted to advance the tasks necessary to ensure that Arizona remains a prosperous and fulfilling place to the individuals and families who now and in the future will make it their home.

The Plan Update 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 2014 is the result of more than a 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 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 guide activities of 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 conservation 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 those who affect and are affected by historic preservation in the state. The general public was engaged in the planning process through a sampling of public opinion via a telephone survey. Another questionnaire was directed specifically towards partner agencies. Additional input was gained at a planning meeting conducted at the 2013 statewide historic preservation conference and from the many comments received from interested parties who reviewed the draft (see Planning Methods and Findings, p. 3).

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 the 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 and 2009 updates. 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 two 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

Each of the eight goals relates to a specific vision statement, which can be found in detail in the section "Issues, Goals, and Objectives," (p. 41). To achieve these goals, the plan outlines a number of specific objectives. These are divided between objectives most appropriate for the preservation community, the SHPO specifically, and citizens at large (See "The Preservation Network," p. 19).

No plan can fully predict and shape the future. Since the 2009 plan update, two major changes affecting SHPO programs occurred that were not anticipated. The first was the elimination of the Arizona Heritage Fund grant program for historic properties. For nearly twenty years, this grant fund assisted local communities leverage local resources to make the acquisition and rehabilitation of historic properties feasible. Lost as a result of the budget crisis facing the State during the worst days of the Great Recession, it appears unlikely that it or something similar will be reactivated in the near future. On a more positive note, the Arizona Main Street Program, previously managed by the Arizona Department of Commerce, has now been transferred to Arizona State Parks under the SHPO. This addition, currently without additional funding, presents its own challenges and opportunities to the office.

Bisbee Historic District

Historic Preservation in a Time of Uncertainty

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 facing Arizona in the next decade. These premises have assumed that the trajectory of American economic and political development prior to the economic crisis of 2008-09 will eventually be restored and we can continue in the future as we have in the 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 threatened not only our prosperity, but also our cultural solidarity to a degree not seen since the Great Depression. Historic preservation in Arizona received a major setback when the Arizona Heritage Fund grant program was eliminated as a result of state budget imperatives. Although the Main Street Program was saved following reorganization of the Department of Commerce, the program's grant funding from the Arizona Lottery could not be transferred. Revival of these grants programs would require positive action by either the Legislature or the citizenry. In the case of the Arizona Heritage Fund, the Heritage Alliance (p. 25) is reviewing its options on the question of reviving the Heritage Fund through a voter initiative in 2016.

The recovery of Arizona's economy has been no faster than that of the country as a whole. As of this writing, foreclosed houses remain a drag on a weakened resale home market. Business headlines dwell more on possible threats to the future of the state's economy than promise improvements in the future. For example, the proposed merger of US Airways into American Airlines may result in a loss of jobs in the Phoenix area. On the other hand, positive developments can be found around the state, such as in new solar energy facilities and expansion of light rail public transportation systems in Phoenix and Tucson.

We may expect certain trends to endure, perhaps for as long as this Plan Update remains in effect. These include relatively high unemployment, sluggish new investment from the private sector, and constrained budgets at all levels of government. Unfortunately, political debate, on which much else depends, may contribute to continuing instability as conflicting agendas battle for electoral dominance. While the results of the 2012 election seem to imply the continuance of the status quo, unexpected events and shifts in trends will likely occur. Flexibility in the face of the unexpected will be as important as laying out goals and objectives if we wish for a preservation-friendly future.

Here are merely a few of the challenges awaiting preservationists:

- Sprawl, a serious threat to historic, and especially prehistoric resources, remains a subdued force, but only as long as the housing market remains weak. Despite warnings about overreliance on the new housing market, all too many civic leaders seem to see it as the panacea for Arizona's economic problems. The exurbs of the Phoenix metro area appear ready to spread wider as the economy improves.
- Economic growth in the urban core, where public infrastructure and transportation are most efficient, appears to be growing stronger. New housing and commercial development will be relatively high density and along available lines of public transportation, which, fortunately, continue to expand.
- Small town and rural Arizona will continue to suffer relative economic stagnation compared to the metro areas.

Improvement in the tourist sector will depend on both national recovery and on the avoidance of fuel price spikes.

- Even with continued improvement in the state and national economies it appears unlikely that we will again see major public sector initiatives to stimulate the economy. While major freeway development continues to occur in both Tucson and the Phoenix area, these reflect the completion of previous plans. Future government investment will likely be more in the category of maintenance and repair rather than new construction.
- Arizona continues to face challenges in making itself a leading center for new economic development and innovation. The potential loss of prized corporate headquarters and sports teams may lead to desperate attempts to use public subsidy to retain such prizes or to engage in competition with other states to attract new big-ticket corporate entities. Such attempts would distract from preservation-oriented alternatives.
- Trains will be running through the state in numbers previously unimagined. Improved high-speed railroad passenger service between Phoenix and Tucson as well as between Phoenix and Los Angeles are distinct possibilities, though ones still at a distance in the future. This will further encourage the reorientation of economic development along efficient transportation lines.
- Technological developments are creating new paradigms for many types of work. The traditional office work environment is clearly headed towards obsolescence. 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. Unfortunately, with limited government funding, this process may lag well behind developments in the private sector.
- 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 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 Native Americans, 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. Native Americans, 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 has passed. And though their legacy remains important, historic preservation

cannot mean in 2015 what it did in 1970. Throughout the Seventies and Eighties, historic preservationists struggled for relevancy. By the Nineties 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 and Tucson. 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 into the future.

Local preservation programs suffered a severe setback with voter approval of Proposition 207. This law, enacted to protect private property owners from potential adverse economic effects of local government regulations, has had the indirect effect of halting virtually all activity by local governments to expand their local registers of historic properties. The law requires compensation should a state or local regulation or action result in lower private property values. Despite evidence that historic preservation tends to enhance rather than diminish property values (Appendix A), fear of lawsuits by local officials demonstrate that preservationists have failed to be persuasive in their assertions. After nearly half a century of marketing historic preservation, the false impression that historic preservation is anti-progress, anti-private property, and an expensive luxury, remains current among many of the decision-makers who matter most. As an economic development strategy, historic preservation remains an afterthought to urban planners more interested in big-ticket items like sports arenas, civic centers, biotech facilities, and other industries of the moment.

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 recently that a consensus has emerged that the world is facing long term 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 plan, sustain and grow communities. It is not about saving the past, but using our legacy of historic resources to plan for a better future.

Historic Preservation and Sustainability

Sustainable development has become one of the top goals in modern urban planning theory and practice. Long driven by national energy policy concerns, the concept of sustainable development has increased in importance as the public and policy makers see climate change as a problem demanding immediate action. Like most public policy issues, this one presents both challenges and opportunities for historic preservation. If great storms like hurricanes Katrina in 2005 and Sandy in 2012 are harbingers of things to come, the need for new thinking is imperative if we are not to see similar devastation in the future.

The increasing popularity of the Green Building, that is, one that among other things minimizes the use of energy in both its construction and in its use, initially favored new construction over old. The first Green Buildings often took advantage of modern materials and computerized utility systems to achieve energy savings and to minimize the building's so-called "carbon

footprint." Standards for sustainable architectural design, such as LEED®, were intended, initially for new construction and their rapid rise in popularity created a bias against older buildings.

Historic preservationists have responded rapidly to the challenge of this latest version of the old "newer is better" mindset. They quickly pointed out that existing buildings already embody a considerable energy investment that need not be wasted in the movement to "go Green." They also debunked some of the energy-savings claims of those promoting the replacement of historic materials, such as windows.

Taking the initiative, the National Trust for Historic Preservation established the Preservation Green Lab in 2009 to advance research on methods and materials to improve energy efficiency and reduce the carbon impact of rehabilitation of older buildings. The Trust has published a great deal of material that preservationists can use both for rehabilitation planning and for public advocacy. The SHPO can potentially play a useful role in promoting awareness of this technical information.

Although Arizona does not face the kind of storm threats that have affected America's eastern and gulf coast regions, it is threatened by another possible symptom of climate change, the drought that has devastated large areas of the continental interior, including Arizona. Energy conservation concerns are just as real in our 100-degree-plus summer season as deep cold is in other parts of the country. Arizona's rural communities and economy are most vulnerable to the threat of drought, at least initially, and many historic properties may face uncertain futures. Sustainability in a land of limited water is one of our special challenges.

The SHPO has addressed sustainability through two activities. The first is specific action as a state agency to participate in disaster preparedness training and planning. The state's Department of Emergency Management and the Federal Emergency Management Administration (FEMA) oversee a program in which agencies identify means to preserve records, support staff, and otherwise remain in operation during a critical event such as a natural disaster. The second action has been to been to place increasing stress on the role preservation can play in building a future in which the built environment operates with energy efficiency. While historic preservation will not reverse the causes of climate change, it should be recognized as a necessary complement to a broader conservation strategy (see "Issues, Goals and Objectives," p. 44).

Dedication to the Mission

As a public agency, the SHPO's mission 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 public purpose from which we are inspired to envision a future made better through of 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 should do. They are 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 antiquarianism that some suspect underlay its principles.

Unfortunately, the preservation vision and mission are too often obscured by the imperatives of daily responsibilities. Almost any partnership or Section 106 relationship can become adversarial with a new project or change of personnel, requiring staff to dedicate their time to maintaining successful working relationships with their counterparts in other agencies and with private consultants. That task is virtually a full-time responsibility for many staff members, who often have insufficient time to consider fully integrated preservation planning. Without the guidance of a dedicated leadership, staff can become bureaucratized. SHPO dedication to a proactive mission is a must.

The Vision of Public Purpose for Historic Preservation

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.

Mission of the State Historic Preservation Office

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 Arizona's historic built environment and act to give maximum encouragement to organizations and individuals undertaking preservation by private means.

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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 historic 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.

Archaeological sites generally derive their significance under criterion D, the demonstrated or potential ability to contribute important information about history or prehistory. Because it is impossible to accurately predict what will constitute important information for future researchers, archaeological compliance of necessity must take a more liberal approach to assessing significance as well as integrity of the cultural deposits.

The preservation movement's success has allowed interest to expand beyond iconic national historic sites to places of local importance. By the Sixties, 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 only 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 that 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 the larger built environment. 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 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" does not mean 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 (See Goal 7, Objective 3, p. 44).

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 should be able to see the value in conserving them for as long as practicable.

A higher emphasis on conservation is fully in line with the increasing public awareness of the need to build sustainable communities. The phrase "The greenest building is one already built" is worth repeating over and over to emphasize the point that energy efficiency is not necessarily the result of building new. Older buildings represent an enormous investment in energy in their materials and construction that must be counted as a negative if they are lost in the process of building even the most energy-efficient new structure. Historic rehabilitations now routinely consider modern methods of energy conservation. The National Trust for Historic Preservation has made the merger of historic preservation and sustainability one of its major initiatives.

If maintenance and rehabilitation of older buildings becomes the norm in American real estate development, we will have achieved most of what we desire more narrowly 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 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 population growth in our history, with an influx of ranchers and miners, and the rapid 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 nineteenth 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 inspiration, and buildings whose designers range from world-renowned architects to everyday folks.

Historic preservation works to conserve these 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. At other times they may be obscured, for example, archaeological sites with below ground features. It is the process of learning about 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 treated.

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, engineering, 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 complexes, and large farms or ranches.

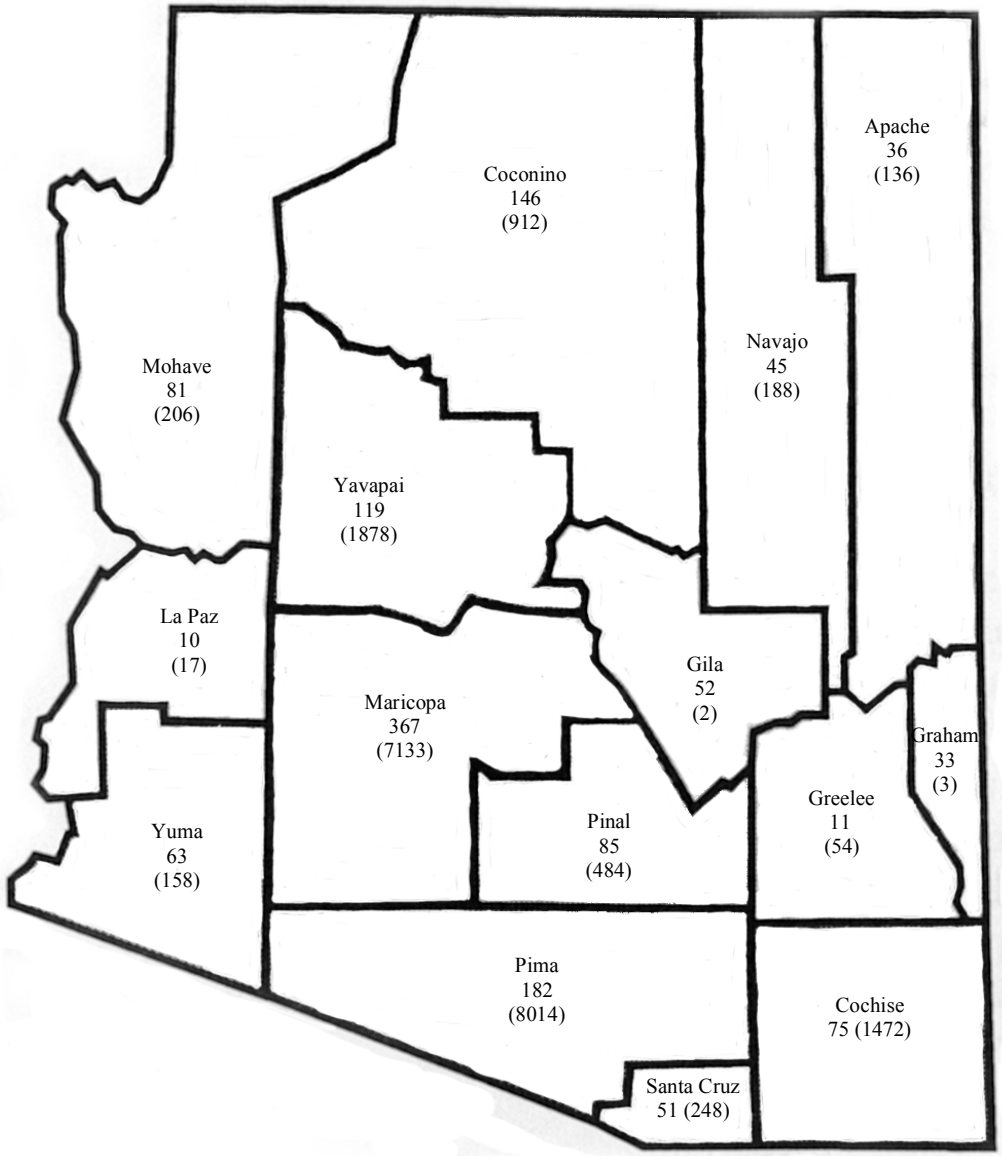
What Makes a Property Historic?
As the official listing of historic properties worthy of preservation, the National Register of Historic Places sets the criteria for historic designation. To be considered for listing in the National Register, a property must meet three broad qualifiers: first, it must 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 as 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.

*In other usages, particularly in the context of Section 106 of the National Historic Preservation Act and its regulations, "historic property" is more narrowly defined as properties eligible for the National Register of Historic Places.



State and National Register of Historic Places
Listings by County
Individual (District Contributors) **December 2012**

The National Register is not just a list of properties of interest to the entire country. The Register also recognizes properties that are significant to the history of smaller geographic areas such as a state or community. In addition to the National Register, the State of Arizona maintains its own register of Historic Places, as do many of Arizona's cities and towns. 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 recognized and, hopefully, protected and preserved. Properties eligible for listing in the National and State Registers are afforded consideration to identify and possibly avoid or mitigate adverse actions by government agencies. 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.

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, Lyman Lake near St. Johns, 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.

National Historic Landmarks in Arizona

National Historic Landmarks (NHLs) are a special designation of historic properties that have been identified as having importance to the nation as a whole. Forty-four properties in Arizona have been designated National Historic Landmarks. These range from individual buildings such as the Hubbell Trading Post in Tuba City on the Navajo Reservation, to entire communities like the old mining town of Jerome. National Historic Landmarks cover a wide range of historic themes including prehistory (Pueblo Grande Ruin), history (Air Force Titan Missile Site), and architecture (Painted Desert Inn).

Since the 2009 Plan Update, two sites in Arizona have been designated National Historic Landmarks by the National Park Service. The Murray Springs Clovis Site marks one of the earliest known places of human activity in the region now encompassed by Arizona. The Poston Elementary School Unit 1 is associated with the World War II era internment of Japanese residents in the West, in this case on the reservation of the Colorado River Indian Tribes.

Designated NHLs receive special consideration in the Section 106 process. Any federal project involving an NHL automatically calls for direct review by the Advisory Council on Historic Preservation in addition to the SHPO. Also, the SHPO works with the National Park Service to track current information about the condition of NHLs in Arizona. Finally, the SHPO has targeted the owners of NHLs for special sessions at its statewide conference in order to provide information and motivation to better stewardship of NHLs in private ownership.

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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 participants in the preservation network and a brief discussion of their roles and responsibilities. The Arizona SHPO is discussed most extensively so that its strategic position within the network may be better understood.

<u>The State Historic Preservation Office (SHPO)</u>
The Arizona State Historic Preservation Office, a division of Arizona State Parks, 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 extent. These include the definition of the Secretary of the Interior's Standards, the National Register of Historic Places (NRHP), the federal investment tax credit, Historic American Building Record/Historic American Engineering Record/Historic American Landscape Survey (HABS/HAER/HALS), 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 participates with these agencies and programs as well as with state legislation, property tax programs, and grants. 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 activity being reserved for the private sector. Its only role is to provide technical assistance, 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 SHPO as, therefore, the "center" of historic preservation if this implies it is the most important part of the historic preservation partnership network. The role of SHPO is to foster conditions that give maximum encouragement and advice to historic preservation by those who directly control the fate of historic resources.

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 advises and assists federal, state, and local agencies and tribal governments to meet their preservation responsibilities as defined by law. Through this program, the SHPO tries to ensure 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. The SHPO also assists local entities in their preservation planning through the CLG and Main Street Programs.

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
Since the demise of the Arizona Heritage Fund, the SHPO has been left with only a single matching grant-in-aid program available to assist with the preservation of heritage resources in Arizona—the federal Historic Preservation Fund. Federal Historic Preservation Grant Funds are appropriated annually to fund the SHPO programs and assist with the management of Certified Local Government programs. Not all grants programs, however, have been eliminated. For example, the federal Route 66 Corridor Preservation Program continues to make grants to assist in the preservation of historic properties along that historic highway.

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* (http://www.nps.gov/hps/tps/standguide/rehab/rehab_standards.htm).

Certified Local Governments

City/Town Certified	Year
Benson	1992
Bisbee	1989
Casa Grande	1991
Clifton	1998
Coolidge	2000
Flagstaff	1997
Florence	1985
Glendale	1995
Globe	1986
Holbrook	1997
Kingman	1986
Mesa	1995
Nogales	2000
Oro Valley	2009
Payson	2001
Peoria	2004
Phoenix	1988
Pima County	2011
Prescott	1986
Scottsdale	2001
Sedona	2000
Taylor	2001
Tempe	1997
Tucson	1990
Willcox	1985
Williams	1986
Winslow	1998
Yuma	1986

Public Programs
The SHPO participates in a variety of public programs related to archaeology and historic preservation, including conferences, workshops, lectures, and school programs. The most important event coordinated by the SHPO is the Arizona Archaeology and Heritage Awareness Month. This annual celebration encourages public stewardship of Arizona's heritage resources.

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

Inventory of Historic Cemeteries
Special legislation established a program for the identification of historic cemeteries and gravesites across the state.

Main Street Program
Lodged in the SHPO since 2013, the Main Street program is a partnership with the National Trust that encourages the revitalization of local economies through planning and the use of historic resources.

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 GAAC has been analyzing the curation crisis and International Border impact issues in Arizona in consultation with the public and generated reports on possible solutions. The GAAC has also

worked to help preserve and protect threatened state heritage resources and helps inform the governor on these problems. The GAAC also monitors SHPO's public education and advises the SHPO on the Site Steward Program.

The Historic Sites Review Committee (HSRC), a subcommittee of 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. This committee has not been active since the demise of the Heritage Fund.

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 (ACHP)
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. The Advisory Council also administers 36 CFR Part 800, the regulations implementing Section 106 of the National Historic Preservation Act.

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 National Park Service, and numerous others are important managers of a significant amount of land and resources within the state.

Agencies such as the Federal Highways Administration, the Department of Housing and Urban Development, the Bureau of Reclamation, the Natural Resources Conservation Service, and others, which plan and fund projects throughout the state, are important partners. In cooperation with the SHPO, these agencies identify historic properties and consider the impacts their projects may have on them. Often such consideration leads to programmatic agreements of wide scope to codify procedures for historic preservation planning.

Bureau of Indian Affairs (BIA)
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 22 federally recognized tribes in Arizona, plus three additional tribes that have ancestral and cultural ties to Arizona. Most of these tribes have established cultural preservation programs within their functions of government, and six 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 communications and understanding toward tribal issues, especially tribal perspectives on traditional cultural places and the definition of good faith consultation measures in compliance processes.

National Association of Tribal Historic Preservation Officers (NATHPO)
This national organization helps to inform and coordinate the programs of Tribal preservation programs. Its activities include monitoring the U.S. Congress, the Administration, and state activities on issues that affect all Tribes and monitoring the effectiveness of federally mandated compliance reviews and identification, evaluation, and management of tribal historic properties.

Inter Tribal Council of Arizona, Inc. (ITCA)
This non-profit organization provides technical assistance, disseminates information and conducts training to assist Tribal governments in operating programs that comply with federal regulations and policies to protect the health and safety of Tribal members.

State Government Partners

Arizona Historical Society (AHS)
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 (reports, artifacts, etc). ASM also has authority for permitting archaeological surveys and investigations on state, county and city lands, as well as administering the state's burial protection laws for state and private lands.

Arizona Lottery
Although the Arizona Lottery no longer provides funding for historic preservation grants, this agency has been a regular sponsor of the annual historic preservation conference.

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. Through ASPs 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 and one county 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.

The American Cultural Resources Association (ACRA)
As a trade organization organized in 1995, ACRA promotes the common interests of cultural resource management firms nationwide.

National Preservation Institute
The Institute provides offers continuing education and professional training for those involved in cultural resource management.

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.

Arizona Parks Foundation
This non-profit 501(c)(3) organization allows parks patrons, visitors and friends to support and strengthen Arizona State Parks through advocacy, friend building and fund raising.

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 protecting Arizona's significant natural, cultural, and recreational resources. The group was instrumental in the initial enactment of the Arizona Heritage Fund. Following the end of that program, the Alliance has sought means of restoring some sort of grant program, but have not yet determined on a strategy to do so.

Archaeology Southwest (AS)
Archaeology Southwest (formerly the Center for Desert Archaeology) is a private 501 (c) 3 nonprofit organization headquartered in Tucson, Arizona. Archaeology Southwest practices a holistic, conservation-based approach to exploring the places of the past; they call this "Preservation Archaeology." AS works with various partners to educate the public and raise

awareness about the "value and meaning" of non-renewable heritage resources in the Tucson area.

Local Advocates

Tucson Historic Preservation Foundation
For nearly thirty years, the Foundation has advocated for the preservation of Tucson's unique cultural heritage.

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 Archeological Society and the Arizona Archaeological and Historical Society.

Planning Methods and Findings

The 2014 Plan Update builds upon the accomplishments of previous historic preservation planning efforts over the past half century (for a synopsis of preservation planning see Appendix C). The method applied to the development of the first comprehensive statewide historic preservation plan in 1996 and its subsequent updates in 2000 and 2009 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. For 2014 it was important to discover if the Great Recession had affected public support for preservation programs and priorities.

Public input was gained through a telephone survey conducted by Arizona State University in October 2013 (See Appendix D: Public Survey for full report). Government agencies were surveyed separately through a targeted web-based survey. Additional input from preservation professionals was gathered during special sessions at the 2013 statewide historic preservation conference and from comments received from reviewers of early drafts of this plan.

General Findings

General Public

The 2013 telephone survey asked respondents a series of questions intended to gauge public opinion regarding the purposes of historic preservation and to measure public support for a variety of preservation programs. The questions were framed to solicit opinions based on a numeric scale ranging from one to five measuring whether the respondent "Strongly Disagreed" (1) to "Strongly Agreed" (5). The mean score of all respondents reveals where the preponderance of opinion lies.

The initial set of questions attempted to determine how familiar the public is with the broad goals of historic preservation and to see how widespread certain misconceptions might exist. An overwhelmingly high (mean 4.49) level of agreement exists with the statement that "historic preservation connects people with the past." Of special interest to Arizona and its important Native American population, the public agrees (mean 4.33) that "historic preservation helps sustain Native American cultural places and traditions." There is also strong agreement (mean 4.08) that "historic preservation helps sustain the American way of life." This last question was included to see if traditional patriotic historic preservation, as with the old models of Mount Vernon and Colonial Williamsburg, remains important in the public mind. Overall, the public agrees that historic preservation is a public good, with a high level of support (mean 4.08) for the statement that "historic preservation helps make a better future."

A common criticism about historic preservation is that it gets in the way of necessary improvements in our built environment. Fortunately, the survey revealed that the general public largely *does not agree* with these criticisms. More than half the respondents (mean 2.45) disagreed with the statement that "historic preservation prevents change." Even fewer agreed (mean 2.04) with the statement that "historic preservation obstructs progress."

With the larger environmental movement's growing interest in the concept of sustainability, it was important to know if the public recognizes a connection between sustainability and historic preservation. There was a small preponderance of agreement (mean 3.65) that "historic preservation is compatible with recycling and sustainability." With these issues of increasing concern to the public, private business, and government, this result indicates that

historic preservationists need to make a greater effort to educate the public that indeed, "the greenest building is one already built."

The survey next asked a series of questions intended to find whether the public supports some of the more specific goals of historic preservation. Public support was strong for many of these goals, as indicated in the table below.

Statement	Mean*
Historic preservation saves buildings and structures	4.26
Historic preservation saves places that are set aside for public visitation such as museums and parks	4.38
Historic preservation saves archaeological sites	4.38
Historic preservation saves historic districts	4.26
Historic preservation saves Native American culture	4.17

*Scale from Strongly Disagree (1) to Strongly Agree (5)

The survey revealed a somewhat lesser appreciation of certain more broadly phrased preservation goals. For example, a mean of 3.63 agreed, "historic preservation saves local neighborhoods." Given the stronger support that "historic preservation saves historic districts," there seems to be something of a disconnect between in the public mind between historic districts and local neighborhoods. The public agreed, although not strongly (mean 3.85), that "historic preservation saves commercial downtown areas and rural Main streets." This is not necessarily an unexpected result since in Arizona there are far fewer commercial historic districts than residential districts, a result of the state's tax program that favors the latter. Also, there was a mean of 3.79 agreement that "historic preservation rehabilitates old buildings for new uses." This is similar to the response about historic preservation's compatibility with recycling and sustainability. From the preservation advocate's point of view there is room for improvement in this regard.

It is especially important to determine the level of public support for government initiatives and programs related to historic preservation. The survey included a series of five statements on government and historic preservation, which are listed in the table below.

Statement	Mean*
Government should play a role in historic preservation	3.87
Government should play a role in identifying historic properties, sites and buildings	3.71
Government should provide tax incentives and grants to owners of historic property	3.57
Government should be responsible for keeping and maintaining some historic properties or buildings of great importance	3.81
Government should help educate the public about historic properties, sites and buildings	3.85

*Scale from Strongly Disagree (1) to Strongly Agree (5)

Since much of the Arizona State Historic Preservation Plan involves public agencies, especially the SHPO, it is critical that public, i.e. government, programs reflect the public's interests and goals. The survey revealed that while a plurality of public opinion (in the 40 to 50 percent range) strongly agree with most of these statements, there is a core of approximately 17 percent who either disagree or strongly disagree with them. On the specific question of tax incentives and grants, public support is weakest, although still generally favorable. Some 20 percent of respondents disagree that such monetary incentive programs are a proper government function compared to 55 percent to agree. While there is room for improvement along all lines, it is an important finding that even in Arizona, a state where the politics of limited government predominates, the public is in broad support of government historic preservation programs.

Finally, the survey asked what sorts of properties the public valued highly and should be preservation priorities. The following table lists these priorities in descending order of support.

Priority Criterion	Mean*
Historical or cultural importance	4.46
Age of the building or archaeological site	4.14
Architectural merit	4.04
The beauty of the property, site or building	3.82
The sense of place or atmosphere	3.70
The economic potential of the property, site or building	3.34

*Scale from Strongly Disagree (1) to Strongly Agree (5)

These responses indicate that to a large degree, the public perceives historic preservation from a largely traditional point of view. Historic preservation means first and foremost the preservation of places reflecting our history, with the corollary that the older the property, the greater its importance. The public strongly agrees that buildings with architectural merit are worthy of preservation. A building or site's economic potential, on the other hand, is not perceived as important as cultural values.

Implications

What are the implications of these findings? First, and foremost, the survey indicates that the general public broadly supports the state's involvement in historic preservation issues and in the current programs of the SHPO. The public has a high level of appreciation for the goals of historic preservation. However, that level of support is not as high as what was measured in the survey conducted prior to the Great Recession. Then, 76 percent of respondents agreed with the statement that government should play a role in historic preservation, compared with 65 percent in the present survey. This could be an ominous trend and must be an item of additional research. The survey did not reveal the cause of this decline in support. We may speculate that at a time of severe state and local government fiscal retrenchment during the Great Recession, the public may perceive historic preservation as a lesser priority than other government programs. It may also be a reflection of the divisive politics that have centered around the broad question of the size and scope of government in general. It is notable that public support was weakest for programs like tax incentives and grants that would most directly affect government budgets.

Government Agencies

Information about the preservation activities and plans of government agencies was gathered through a government agencies-specific questionnaire. The survey revealed widely varying levels of preservation activity between agencies. Some agencies have clearly integrated preservation goals and objectives into their programs while others appear barely conscious of their responsibilities under the law. Levels of staffing also vary greatly.

In response to specific questions, it was found that 71 percent of agencies stated that they had incorporated historic preservation in their agency planning, yet only a quarter of agencies (24 percent) indicated that they had, in fact, a historic preservation component in their state plan. Half of agencies (52 percent) stated that preservation was integrated into their policies, procedures, or regulations, while only a third (33 percent) indicated that they had incorporated historic preservation in applications or agreements. All of these figures indicate a small decline in integrated preservation planning since the previous agency survey.

One conclusion derived from the agency survey is that their appears to be a common misperception that the term "historic property" refers only to buildings and structures, generally of the

late nineteenth to twentieth century. While major agencies like the Arizona Department of Transportation, with its link to the Federal Highways Administration, have fully integrated preservation programs, archaeological sites are not being consistently considered by all agencies.

Approximately two-thirds of agencies (67 percent) indicated that they had at least one employee designated with responsibility for preservation activities under the federal and state preservation acts. Only 27 percent of agencies, however, have committed at least one full time employee to preservation activities. Furthermore, less than half (47 percent) of responding agencies indicated that the staff they did have did not meet the Secretary of the Interior's professional standards. Agencies cited lack of funding as the primary reason for their lack of adequate preservation staffing.

Both state and federal law encourage agencies to identify and nominate historic properties to the Arizona and National Registers. Only 43 percent of responding agencies indicated that they actually have such programs, while only a third (33 percent) had actually conducted survey or inventory of historic properties. While federal agencies occasionally submit nominations of properties to the National Register, no state agency indicated they had in 2013 (or in fact for several years prior as well).

Government agencies of both the state and federal government operate under the legal requirement to review their plans with the SHPO to identify possible adverse effects resulting from agency activities. While federal agencies generally have a high rate of consultation, state agencies have not been so responsive to their responsibilities. Only 43 percent of state agencies indicated that they had solicited review and comment by the SHPO on agency plans. Those that did, such as ADOT or the Arizona State Land Department, tend to either have strong ties to federal project requirements or extensive land management responsibilities that have heightened their preservation consciousness.

Tribal consultation is an important factor in preservation planning in Arizona. In general, federal agencies have fully integrated tribal consultation into their planning process. Unfortunately, state agencies have not yet fully implemented the governor's executive order (EO 2006-14) to improve state agency consultations with Native American tribes. The agency survey revealed less than a third (29 percent) of state agencies had consulted with tribes pursuant to their consultation plans.

While state agencies in particular show an inconsistency in adherence to the strict requirements of the state's historic preservation act, the survey did reveal a few example of positive preservation activity. Two positive examples of such activity are:

1. Arizona State University has initiated a study of the architecture of its main campus with the goal of preparing nominations of important buildings to the National Register. ASU has also hired a conservator to review the needs of historic public art on its campus.

2. Arizona State Parks, which manages several historic buildings and sites had conducted needed stabilization work on historic buildings at Oracle and Tonto state parks. Parks is also planning on nominating its recently acquired Picket Post House at Boyce Thompson Arboretum to the National Register.

As a planning tool, the agency survey revealed the need for the SHPO to continue holding regular training sessions to assist partner agencies understand and fulfill their preservation responsibilities. Such training has been part of the statewide historic preservation conference accomplishments over the years, but the need for additional training is a continuing process.

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 203 listed historic districts throughout Arizona, 128 are multiple owner residential and/or commercial districts with over 18,000 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 fifty years old there will be increasing demand for inventory and evaluation of Fifties-era buildings and related districts. Although 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. (See Appendix B: Historic Designation and Residential Property Values.)

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 2012, six tribes, out of 22 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, the Tohono O'odham Nation, and the Gila River Indian Community. The overall interaction with tribes has increased over the years even with tribal assumption 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. In 2006, Arizona's Governor issued an executive order requesting consultation by state agencies with tribes. The SHPO has issued tribal consultation guidelines for state and federal agencies that own historic properties including archaeological sites.

Traditional Cultural Places (TCPs)

Current Trends

The terminology Traditional Cultural Places (or Properties) derives from the National Register Bulletin 38, currently under revision by

the National Park Service. TCPs are not one of the "property" types defined in the National Register Bulletins, but rather they are an overlay of significance linked to cultural identity. The concept is often associated with tribal cultures, however it should be noted tribes typically do not see these locations as properties [a more Western concept], but rather as places [thus the term Traditional Cultural Places] that are important to their traditional culture as locations of cultural events, sacred ceremonies, gathering sites, pathways, and environmental markers.

TCPs are considered irreplaceable resources that define the unique existence of a group of people, and have become an increasing important issue in the domain of tribal consultation, something that became obligatory for federal agencies with amendments to the NHPA in 1992. These amendments to the NHPA came on the heels of the passage of earlier federal legislation, such as the Native American Graves Protection and Repatriation Act (NAGPRA) in 1990, granting tribal entities cultural property rights. NAGPRA fueled further Native American property rights, and started with consideration of human remains, funerary objects, sacred items, and objects of cultural patrimony. Throughout the 1990s as federal agencies and tribal entities resolved the issues of repatriation, other related issues related to Native American beliefs loomed up, TCPs being one of these. These properties/places are perhaps best seen as places of cultural patrimony.

Culture has always been a factor in assessing a property's worthiness of preservation, but the full consideration of the wide range of TCPs has only recently been acknowledged. Consultation with tribes and other traditional cultures is critical to understanding the location, eligibility and treatment possibilities of TCPs. Often tribes require information on TCPs, including locational information, to be kept confidential.

Related to the issues of TCPs is the concept of a traditional cultural landscape. The significance of many Native American TCPs stems from a broader oral tradition linking together the entire landscape associated with the ancestral lands claimed by Native American groups. It is suspected that a future trend will involve embracing entire storied landscapes from a Native American perspective. This broader context is currently incongruent with the need for clearly defined boundaries for a property's inclusion in the National Register of Historic Places.

Loss of the Recent Past

Many distinctive property types from the Fifties and Sixties are being lost well before any evaluation can be made as to their significance or worthiness of preservation and well before they are fifty 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 (See Goal 8: Informed Professionals, p. 45).

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. In 2011, Pima County became the first county CLG, establishing the precedent that historic preservation programs may be extended beyond city and town boundaries. A county CLG promises greater protection for archaeological resources and rural landscapes ahead of development pressures. Pima County in particular has been progressive in identifying and protecting cultural resources through its comprehensive planning process and its voter-approved bond programs. Most of the state's historic property survey efforts are coordinated and funded through the CLG program.

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 6,762 (by end of 2012), which is estimated to be about one-third of the eligible 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 (See Goal 4: Integrated Preservation Planning, p. 43). 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

One of the greatest blows to historic preservation resulting from the government funding crisis starting in 2009 was the elimination of the Arizona Heritage Fund Grant Program by the Legislature. Since approval by voter initiative in 1990, 508 matching grant projects were funded by this program. Nearly $20 million in grant funds leveraged an additional $25 million in matching funds on these projects. While preservation advocates continue to consider alternatives, no significant action has yet been taken to create a new grant mechanism to promote preservation activities. Similarly, federal grant programs like Save America's Treasures and Preserve America have not been funded since federal fiscal year 2011.

Data Base Development and Electronic Processing

Electronic data base management is essential to the long-term streamlining efforts for cultural resource management. Since its inception in the 1990s, AZSITE has made tremendous advances in the incorporation of cultural resources information and ease of use. The AZSITE cooperative inventory has been designated by an Executive Order (2006-03) by Arizona's Governor as the official statewide inventory of cultural resources.

As one of the founding members of the AZSITE Consortium, the SHPO has seen its role change from creating parallel data base systems to facilitating consolidation of other data sets into AZSITE. This goal includes supporting the creation of a digital report library. AZSITE currently tracks archaeological sites, historic properties, standing structures, and projects (areas surveyed). Additional GIS layers, such as canals, natural surface waters, aerial photographs, and land ownership are also available for research on AZSITE. The Arizona State Museum, Arizona State University, the Museum of Northern Arizona/Northern Arizona

University, and the SHPO are consolidating their cultural resources information and incorporating it into AZSITE.

In addition to participating with AZSITE, 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 and other municipalities have been digitizing historic district property inventory forms and related information in partnership with the SHPO and AZSITE. 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 the creation of a system that completes management actions electronically.

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 was for the Camino del Diablo, an 1848 trail across southwestern Arizona, which 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 Binghampton 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 slow pace of economic recovery appears likely to endure for a considerable time. Whether one day we experience 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 experience 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, 7) Encouraging protection of significant cultural properties within the development area, if possible. 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

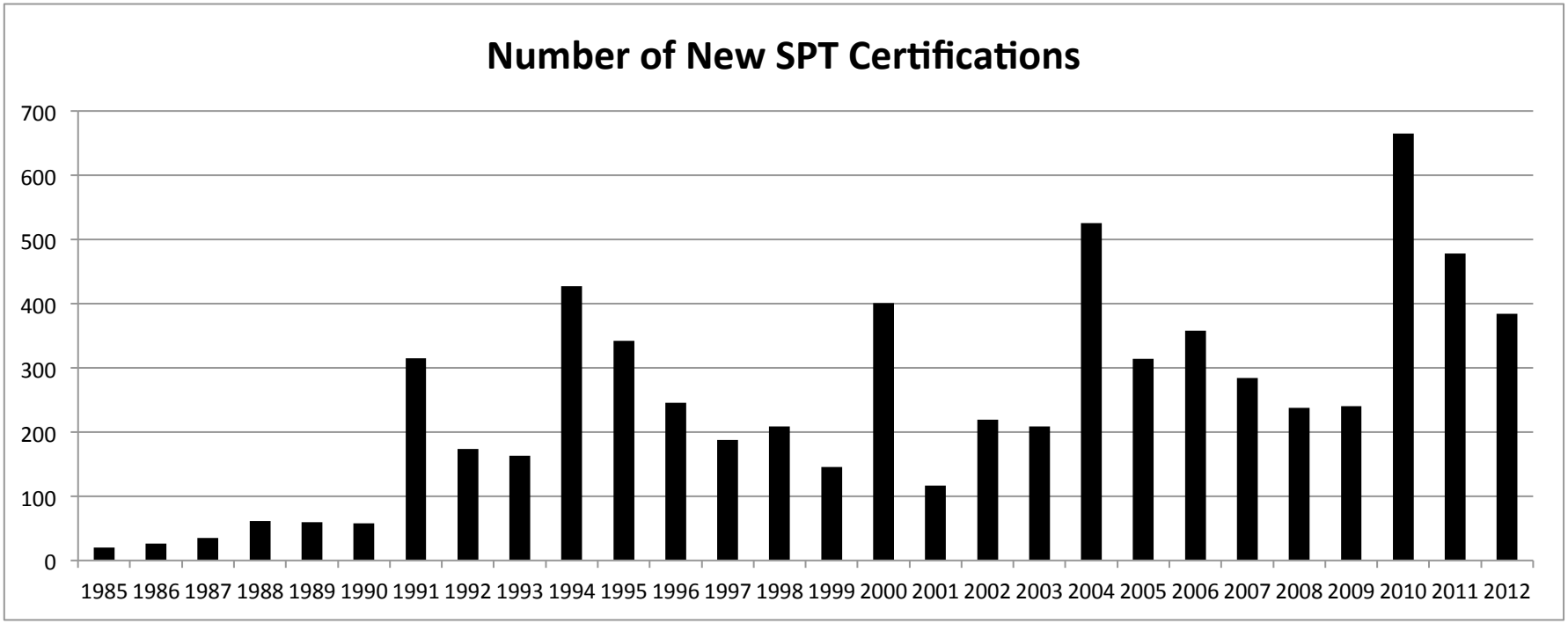
In 2006, Proposition 207 was passed in Arizona that has had a chilling effect on the local designation of historic districts as zoning overlays. The proposition allowed property owners the right to seek compensation if they believe local zoning changes have lowered their property values. This has put 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. In fact, there is evidence that historic designation may increase property values (see Appendix B). 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.

State Property Tax Reclassification Program

Participation in the State Property Tax (SPT) Reclassification Program has grown steadily for over twenty years. In 2012, over 6,700 homeowners enjoyed the benefit of a substantial reduction in their property taxes, helping 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. Peaks in the chart below typically follow the listing of large historic districts or several districts in the same year.



Arizona Main Street Program

The most significant change to occur to the Arizona SHPO since the time of the 2009 plan update was the acquisition of the Arizona Main Street Program. Administration of Main Street previously resided in the Arizona Department of Commerce, but when that agency was eliminated by the Arizona Legislature the program was left in limbo. In 2012, the Arizona SHPO signed a participant agreement with the National Trust for Historic Preservation making administration of the Main Street Program a SHPO responsibility. It is a great challenge and a tremendous opportunity.

Main Street® is a community development program created over thirty years ago by the National Trust for Historic Preservation. Main Street® is encouraging revitalization of local economies while preserving their local heritage and character. It does this through the Main Street Four-Point Approach®, a preservation-based economic development tool that enables communities to revitalize downtown and neighborhood business districts by leveraging local assets—from historic, cultural, and architectural resources to local enterprises and community pride. It is a comprehensive strategy that addresses the variety of issues and problems that challenge traditional commercial districts.

The Main Street Four-Point Approach®:

1. **Organization**
2. **Promotion**
3. **Design**
4. **Economic Restructuring**

The new agreement for SHPO to take over state-level administration of Main Street was the direct result of the commitment of the communities themselves to preserve the program after the termination of the Department of Commerce.

The SHPO has long partnered with the Arizona Main Street Program when it was under the Department of Commerce. Main Street has had a prominent venue at the annual Arizona Historic Preservation Conference at which participating communities could hear a variety of speakers and meet with preservationists from across the state.

The current MS communities are: Sedona, Prescott, Show Low, Pinetop-Lakeside, Casa Grande, Florence, Apache Junction, Nogales, Florence, and Safford.

Yavapai County Courthouse, Prescott

INVENTORY OF HISTORIC ARIZONA CEMETERIES

In anticipation of the Arizona Statehood Centennial, the Pioneers Cemetery Association (PCA) and other concerned citizens began a project to inventory historic cemeteries and gravesites around the state. While initially conceived as a Centennial Legacy Project, in 2008, these citizens convinced the Legislature to pass 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 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 2012, these volunteers had recorded 540 cemeteries and gravesites. A SHPO intern has been entering locational and descriptive information on these cemeteries into a publically available GIS-based website.

Summary Data for Inventory of Historic Arizona Cemeteries by County

Apache	24
Cochise	89
Coconino	23
Gila	27
Graham	24
Greenlee	17
La Paz	13
Maricopa	71
Mohave	13
Navajo	32
Pima	47
Pinal	50
Santa Cruz	38
Yavapai	53
Yuma	19
Total	540

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, climate and recreational opportunities, yet in turn 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 problem is compounded for archaeological sites. Unlike standing structures, many archaeological sites are indistinct remnants of past cultures, which are hard for the layperson to identify, let alone appreciate. Many of these have great cultural value to the state's Native Americans, values, that are not always understood or appreciated by other Arizonans.

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 solution. 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 heritage. 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 so. 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 five-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 and incentives 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. Identify priority historic context (important themes in history) as the basis for survey and inventory.
2. Nominate the best examples of properties identified by priority themes.
3. Anticipate future preservation concerns by encouraging interest in the recent past, including important less-than-50-years-old themes and property types.
4. Encourage conservation of historic properties.
5. Take exemplary care of each preservation community's properties.
6. Incorporate historic preservation planning early in project development.

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 and support stewardship efforts of historic properties.
5. Encourage historic preservation planning early in project development.
6. Support stronger archaeological protection laws at the state level.

For Citizens at Large:

1. Support historic preservation efforts.
2. Support designation of historic properties.
3. Publicize 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. Continue to develop inventory databases in cooperation with AZSITE or compatible with AZSITE.
2. Submit cultural resources information to AZSITE
3. Create historic property "Master Files" that track all actions affecting an historic property.

For the SHPO:

1. Expand AZSITE as the principal electronic database inventory for all historic properties and cultural resources.
2. Implement electronic processing and monitoring of all SHPO programs.
3. Support AZSITE through pass-through funding and the establishment of the AZSITE digital library.

For Citizens at Large:

1. Support AZSITE as Arizona's "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 grant opportunities.
3. Integrate historic preservation focus toward Arizona's second century.

For the SHPO:

1. Post funding possibilities on website.
2. Over subscribe the Certified Local Government pass-through 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. Improve understanding of Secretary of the Interior's Standards for Rehabilitation for owners of buildings wanting substantial additions.
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. Work with agencies and consultants to improve report quality
3. Seek to include historic preservation into community development initiatives.
4. Seek to identify and resolve systemic federal agency issues under Section 106 compliance requirements including the use of Programmatic Agreements.
5. Assist and support tribal preservation efforts.
6. Support the local planning efforts of Certified Local Governments.
7. Encourage creation of additional Certified Local Governments.
8. Integrate SHPO planning and resource management with the State's disaster management program.

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.

3. Initiate the creation of new and expanded preservation programs by working with the Legislature and through the citizens initiative process (tax incentives, Heritage Fund).

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. Use social media and other emerging trends to improve communications with CLG and Main Street communities.
6. Encourage additional county CLGs.
7. Host an annual statewide historic preservation conference.
8. Increase public awareness of the connection between historic preservation and larger environmental concerns (Green Movement, climate change)

For Citizens at Large:

1. Join historic preservation organizations
2. Suggest new partnership opportunities.
3. Share the stewardship message/ethic.

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.
3. Expand historic properties awareness to new Arizona residents

For the SHPO:

1. Continue to update and expand the SHPO-Arizona State Parks web site.
2. Promote Arizona Archaeology and Heritage Awareness Month and the Archaeology 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 preservation legislation related to Main Street program, Arizona Heritage Fund, and tax incentives.
3. Promote legislation at the state and local levels to create a "level playing field" between existing buildings and new construction (development fees, comprehensive planning mandates, repair vs. new construction).

For the SHPO:

1. Distribute State Plan to policy makers.
2. Prepare Annual Reports.
3. Answer policy maker requests.
4. Monitor CLGs and Main Street communities.

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 identification, evaluation, and treatment are applied to the state's historic properties.

Objectives:

For the Preservation Community:

1. Support continuing education opportunities.
2. Share "Best Practices" between professionals.
3. Advocate for historic preservation programs in the public universities.
4. Improve understanding of preservation techniques involving modern materials like reinforced concrete, glass and plastics.

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.
5. Partner with the universities, NPS and other institutions for the development of internship programs integrating academic studies with public professional practices.

For Citizens at Large:

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

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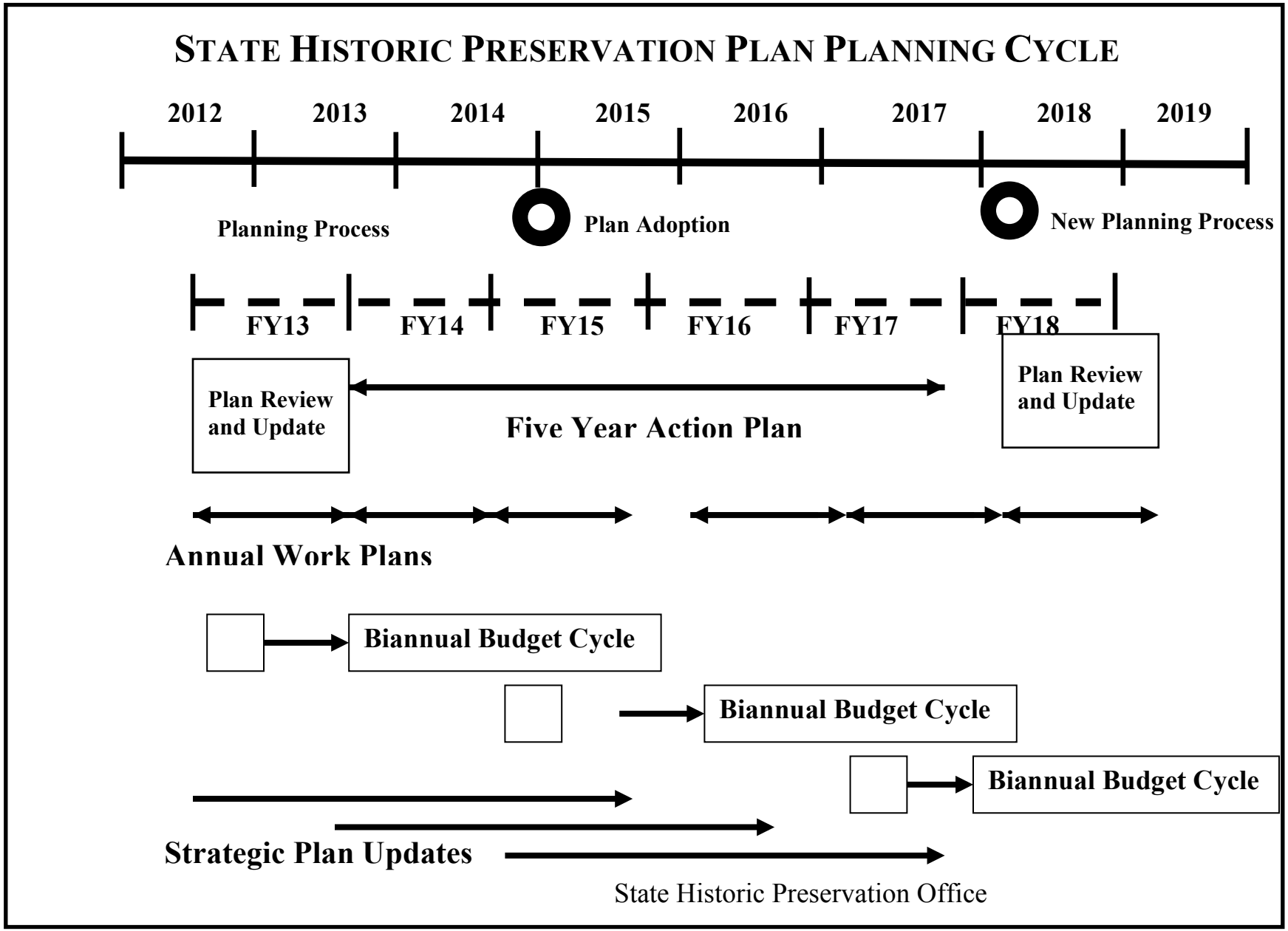
APPENDIX A

SHPO 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
2012
2013
2014
2015
2016
2017
2018
2019
Planning Process
Plan Adoption
New Planning Process
FY13
FY14
FY15
FY16
FY17
FY18
Plan Review and Update
Five Year Action Plan
Plan Review and Update
Annual Work Plans
Biannual Budget Cycle
Biannual Budget Cycle
Biannual Budget Cycle
Strategic Plan Updates
State Historic Preservation Office

2013-14 (FY2014) Work Program Task List

For the purposes of illustration, the SHPO's annual work program task list for FY 2014 is included in this Plan. In general, the tasks falling under the heading 'Basic Tasks' do not change from year to year. 'Proactive Tasks' are those special projects and initiatives undertaken to fulfill the mission statement and 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:

- Present Policy, Program and Process Recommendations to the 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.
- Sort, log and process incoming communications.
- Document outgoing correspondence.
- Monitor expenditures and budget limits.
- Provide administrative and program staff to GAAC.
- Monitor preservation legislation.

Proactive Tasks:

- Seek out new program partners and funding.
- Monitor NPS/HPF Grant funding process.
- Continue copying of SHPO documents into electronic formats.
- Seek staff training opportunities.
- Assist in implementation of ASP Tribal Policy Document.

Compliance:

Basic Tasks:

- Review federal and state agency undertakings.
- Complete reviews within designated time frames.
- Meet with agencies and visit project and property locations.
- Assist in Section 106 and State Act 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.
- Work with state and federal agencies and NCSHPO to update critical Programmatic Agreements, or to generate new PAs.
- Develop electronic compliance policies and procedures.
- Explore a new SHPO projects database using a commercially available program.
- Assist federal agencies to work on Congressionally mandated projects.
- Work with agencies and tribes on TCP issues including ethnographic landscapes.
- Assist NPS with Bulletin 38 revisions.
- Assist NPS on cultural landscape designations.
- Develop compliance streamlining ISA with ASP.
- Continue development and updating of "SHPO Guidance Points."

Survey and Inventory:

Basic Tasks:

- Coordinate with federal and state agencies, local communities, and CLGs on local survey efforts and priorities, including archaeological sites and districts.
- Process internal determinations-of-eligibility.
- Process incoming inventory forms.
- Provide survey technical assistance to communities.
- Maintain electronic and paper inventory records.
- Share inventory data with AZSITE.

- Monitor Historic Cemetery Inventory Program.

Proactive Tasks:
- Continue computerization of inventory legacy data.
- Consolidate and correct site and project information in the SHPO and AZSITE databases.
- Explore Internet access to the building database.

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, Arizona Main Street communities and Neighborhood Associations on district update needs.
- Monitor continued eligibility of NR/SR and NHL Properties.
- Monitor historic cemetery inventory.
- Facilitate HSRC meetings and peer review of nominations.
- Report on activities of HSRC.

Proactive Tasks:
- Continue development of ROPE process.
- Work with our partners including CLGs on proactive NRHP projects.
- Assist with NHL monitoring and reviews.
- Encourage archaeological nominations, especially districts, as appropriate.
- Use interns in nomination preparation and updates when possible.
- Assign HP Conference sessions for HSRC and consultant training on NRHP issues.
- Develop guidance on the eligibility of linear/network properties.

Planning:

Basic Tasks:
- Review CLG annual reports and work plans.
- Coordinate with ASPB planning and budget requirements.
- Align annual task list with updated State Historic Preservation Plan.
- Collect statistical information for NPS annual report.

Proactive Tasks:
- Monitor implementation of the State Historic Preservation Plan.
- Monitor the designation of Heritage Areas/Corridors.
- Pursue partnership for local planning workshops.
- Expand advanced planning efforts and briefings with Federal and State agencies.
- Explore development of new "historic context," especially "mega-contexts."
- Assist partnership groups (cities, counties and tribes) with historic preservation planning efforts and compliance.
- Assist state and federal agencies to better integrate tribal input into the planning process.

Grants:

Basic Tasks:
- Review and monitor NPS funded grants.
- Coordinate HPF CLG Pass-through Program emphasizing planning efforts.
- Inspect and monitor grants and easements for compliance.
- Monitor covenants and easements.

Proactive Tasks:
- Seek grants with partners for proactive program goals.
- Explore funding approaches for the Main Street Program.
- Monitor e-Civis.

Arizona Main Street Program

Basic Tasks
- Assist cities and towns to become Main Street Communities.
- Monitor existing Main Street programs
- Submit annual plan and report on the program

Proactive Tasks
- Integrate archaeology considerations into Main Street Program.
- Update Main Street Program plan.

Certified Local Governments:

Basic Tasks:
- Assist Counties in their CLG designation efforts.
- Assist Communities to become CLGs.
- Monitor CLGs.
- Provide technical assistance on preservation issues.

Proactive Tasks:
- Recommend integration of State Plan Goals into CLGs Historic Preservation Plans.
- Explore model archaeological ordinances for use by CLG cities and counties.

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:
- Explore revising tax incentives for commercial historic properties.
- Explore interaction with the realty community on the SPT Program.
- Monitor any proposed incentive legislation.
- Explore incentives for archaeological site preservation.

Public Education:

Basic Tasks:
- Continue Annual Historic Preservation Conference
- Continue Archaeology & Heritage Awareness Month (AAHAM) and the Archaeology Expo.
- Assist with the Site Stewards Program activities and training in coordination with program partners.
- Participate in the Heritage Preservation Honor Awards with APF.
- Provide support to GAAC and their Awards in Public Archaeology.
- Monitor and update ASP/SHPO website as needed.

Proactive Tasks:
- Coordinate sessions at partner conferences.
- Provide training opportunities to agencies and the public.
- Seek funding for AAHAM and the Expo.
- Target preservation professionals for training opportunities.
- Explore greater use of "Social Media."

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.

- Provide technical assistance to tribes.
- Provide technical assistance on archaeological mitigation/treatment measures.
- Provide technical assistance to Main Street communities.

ABBREVIATIONS GLOSSARY

106	Sect. 106 of the National Historic Preservation Act
110	Sect. 110 of the National Historic Preservation Act
AAC	Arizona Archaeological Council
AAHAM	Arizona Archaeology and Heritage Awareness Month
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
ASP	Arizona State Parks
ASU	Arizona State University
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\
MPDF	Multiple Property Documentation Form
NCSHPO	National Conference of State Historic Preservation Officers
NHL	National Historic Landmark
NHPA	National Historic Preservation Act of 1966
NPS	National Park Service
NRHP	National Register of Historic Places
PA	Programmatic Agreement
ROPE	Recommendation of Preliminary Eligibility
SHPO	State Historic Preservation Office
SPT	State Property Tax [Program]
SRHP	Arizona State Register of Historic Places
TCP	Traditional Cultural Place

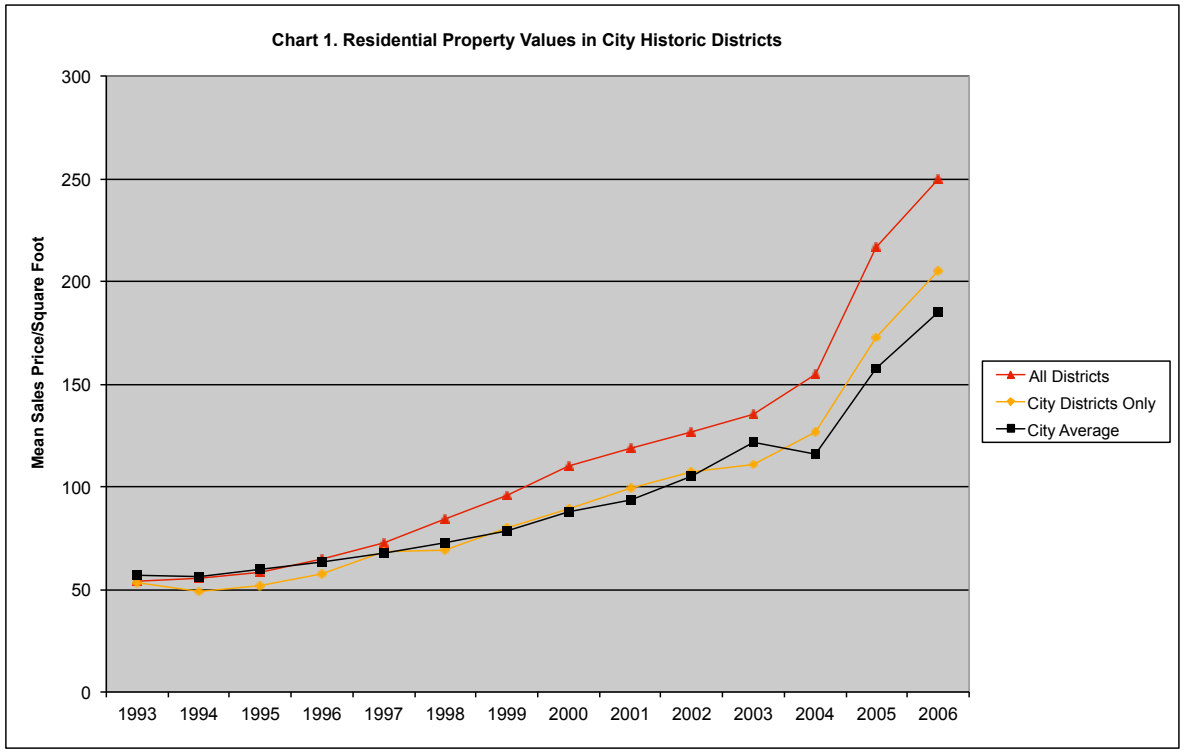
APPENDIX B

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 were demonstrated in a 2007 study of the economic effects 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.



2013 Update to Phoenix Residential Property Values Study

The 2007 study ended at approximately the peak of the residential housing boom when residential property values in Phoenix, as in most of the rest of the United States, rose to unprecedented and unsustainable heights. The collapse of the housing bubble between 2007 and 2011 greatly reduced property sales values and, with some delay, reduced assessed property values, thus contributing to a substantial decline in tax revenues. This event, dubbed the Great Recession, marked the greatest and longest reversal of residential property values that Arizona has experienced since the Great Depression of the 1930s. This update examines the impact of the Great Recession on sales value of historic houses to determine whether recent economic trends have had a disproportionate impact on historic property, either positively or negatively, compared with price changes in the market as a whole.

This update does not reproduce the hedonic modeling used previously. Neither does it examine trends district by district. Factors identified previously as significant and their signs (positive or negative) are presumed to remain relevant although their magnitude may have varied. In this update data on sales values are tracked in order to compare the trend in the average price of houses to that of historically designated property. The study area remains the same thirty zip code areas of the City of Phoenix and covers the period from 2006 to 2012. Although foregoing regression analysis tools, this study makes two simplifications in order to make data more comparable. First, the results presented here consider only those properties classified by the Maricopa County Assessor as Class 131 single-family residential.[1] Second, sale and assessed values are calculated per square foot.

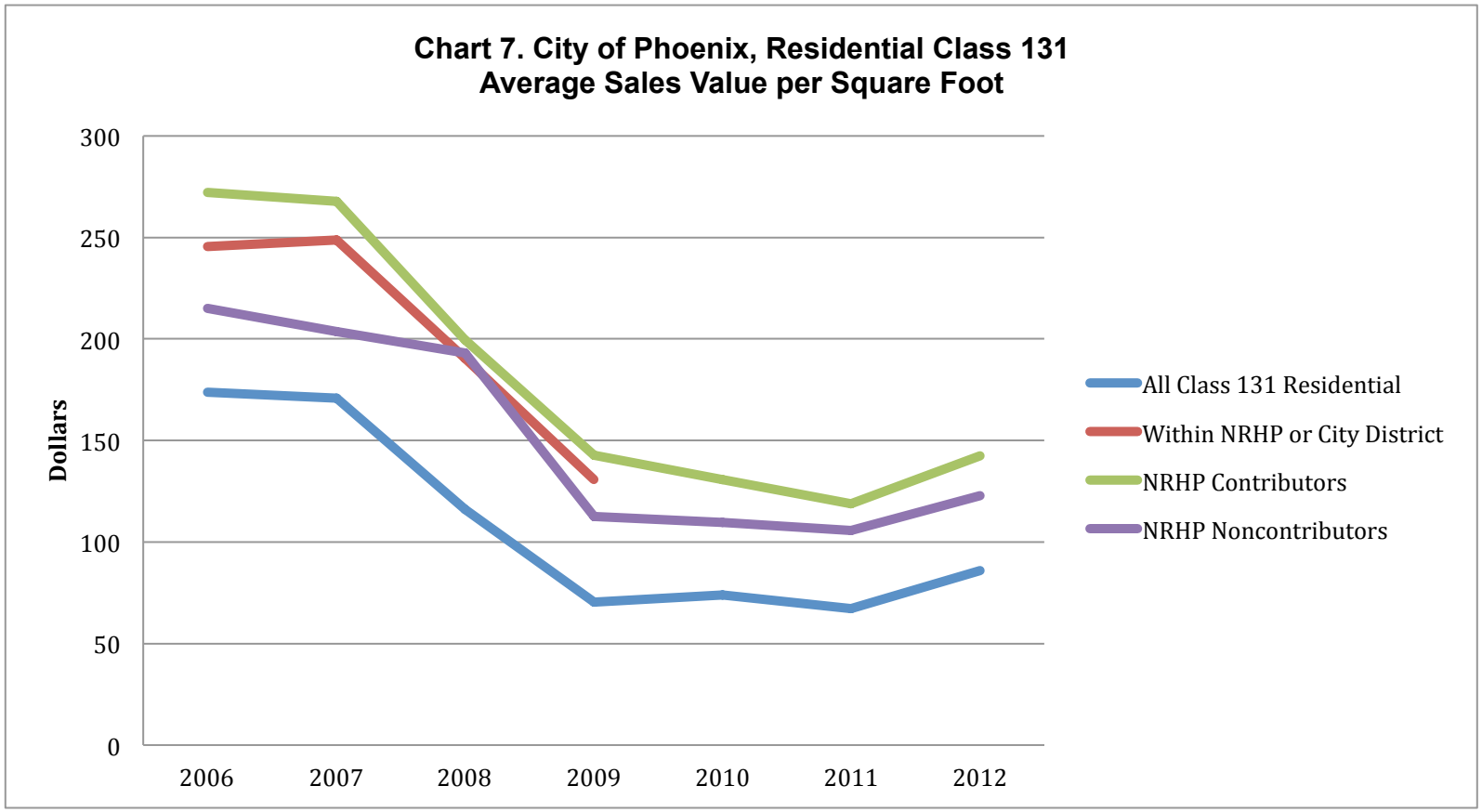
Through analysis of assessed property values, this update investigates the additional question of whether the Arizona historic state property tax (SPT) program has had a substantial effect on the total property taxes paid by homeowners in historic districts.

Between 2006 and 2011, the sale price of single-family, detached houses in the City of Phoenix declined from $173.71 per square foot to a low of $67.21, a decline of 61.3 percent. Prices recovered to $86.08 in 2012 and have continued to rise during the first half of 2013 (not included in this update). Chart 1 illustrates this trend and also shows trend lines for properties in City and National Register of Historic Places (NRHP) listed districts.[2]

The trend line for properties within NRHP districts follows very closely the trend of Class 131 property, apart from a temporary rise that occurred in 2010. Sale prices of houses within NRHP districts declined from a high of $265.35 (per square foot) in 2006 to a low of $118.85 in 2011, a decline of 55.2 percent. At the end of the period in 2012, following a notable rise in housing prices, Class 131 housing sold at an average of $86.08 and property within historic districts at an average of $139.76. This means that between 2006 and 2012, all Class 131 housing declined 50.5 percent, compared to a decline of 47.3 percent for historic districts. Comparing these trends with those of Chart 1 (2007: 8) indicates that through the 1990s and up to the Great Recession the sale value of property designated historic diverged positively from the Phoenix average. Just prior to the Great Recession, property within historic districts had a price premium of just under 53 percent during 2006 and 2007. Between 2008 and 2012, this premium

[1] This study was limited to Class 131 for pedagogical purposes. Data on all single-family, owner-occupied housing, Classes 111, 121, 131, 141, 151, 161, and 181 was compiled and analyzed. The trend lines for the larger body of residential housing is nearly identical that that of the Class 131 housing alone, which is unsurprising since Class 131 constitutes nearly eighty percent of the total sample. See the 2007 study for discussion of the influence of these classifications as independent factors.

[2] The separate trend line for properties in City historic districts ends in 2010. Between 2007 and 2010, the remaining City districts not yet listed in the NRHP were so listed, ending the anomaly of districts being locally designated but not nationally.



generally increased to over 70 percent in 2008, 2010, and 2011, with 2009 exhibiting an unusual 36.7 percent, before settling at 62.3 percent in 2012.

Using the results from the 2007 study, we may venture some explanatory statements regarding these observations. Between 2007 and 2010, fifteen City districts were listed in the NRHP, with eleven listed in 2010 alone. Following listing, property classified as Contributing qualified and began receiving certification to the historic SPT reclassification program. Over time, as more properties enter the program the reduced property tax rate should be capitalized into the price of the house, raising the premium for historic designation. Since that time, the City of Phoenix has ceased designation of new historic districts and at the present there are no neighborhoods actively pursuing NRHP listing.[3] We may speculate

[3] Since Arizona voters approved Proposition 207 in 2006, no city or town has created a new locally designated historic district. The proposition requires compensation to private property owners should a government

that within a few years, most of the qualifying property will receive the tax benefit and the price premium should stabilize.[4]

Properties within NRHP districts are further classified as either Contributing or Noncontributing, with only the former qualifying for the property tax benefit. Chart 7 includes separate trend lines for each of these and, consistent with the 2007 findings, Contributors enjoys a substantial sales price premium above Noncontributors.

Throughout the study period, the proportion of sales of property within NRHP districts was remarkably stable at between 86 and 88 percent Contributing with the remainder Noncontributing. With this high proportion, the Contributing trend line matches very closely the overall trend of all properties within NRHP district. The Noncontributing trend line diverges somewhat as a result of the relatively small number of such properties sold each year, but overall follows the general trend.

Analysis of Assessed Values and Effect on Total Tax Revenues

The 2007 study examined only the relationship between sales value and various independent variables. The 2013 update also examines the trend lines of assessed valuation from which we may estimate the total effect on property tax revenues resulting from the historic property tax reclassification program. These are illustrated in Chart 8. Assessed value is established by the Maricopa County Assessor's Office based on a formula that includes the sales value of comparable housing. Assessed values lag behind changes in sales value, as shown in Chart 8 where the peak occurs in 2008, two years after the peak in sales prices. The trend line falls through 2011, where the data set ends, but will presumably rise again following the general rise in house prices in 2012 and 2013.

Over the period 2006 to 2011, Contributing property averaged about 60 percent higher assessed value than the Class 131 average. Noncontributing property had a premium of about 40 percent. By itself and without the SPT program, these higher assessed values would mean proportionately higher taxes. Noncontributors do in fact pay more because, again, they do not qualify for the tax break. Noncontributors and non-participating Contributors paid approximately 40 and 60 percent more, respectively, in property taxes than the Class 131 average. The enhanced assessed value of all property in NRHP districts implies higher total tax revenues. Given the steady 87:13 percent proportion of Contributors to Noncontributors, the 40 percent higher assessed value for Noncontributors should result, *ceteris paribus*, in approximately 5.2 percent greater property tax revenue to the government.

Calculating tax revenue from Contributors is complicated by three factors. First, such property as stated above averaged about 60 percent higher in assessed value than the Class 131 average during the study period. At the same time, the property tax rate paid by participating Contributors is substantially lower, but unfortunately for ease of calculation, not fixed. Property tax on single-family, detached, owner-occupied housing in Arizona is normally calculated on 10 percent of assessed value. For participants in the

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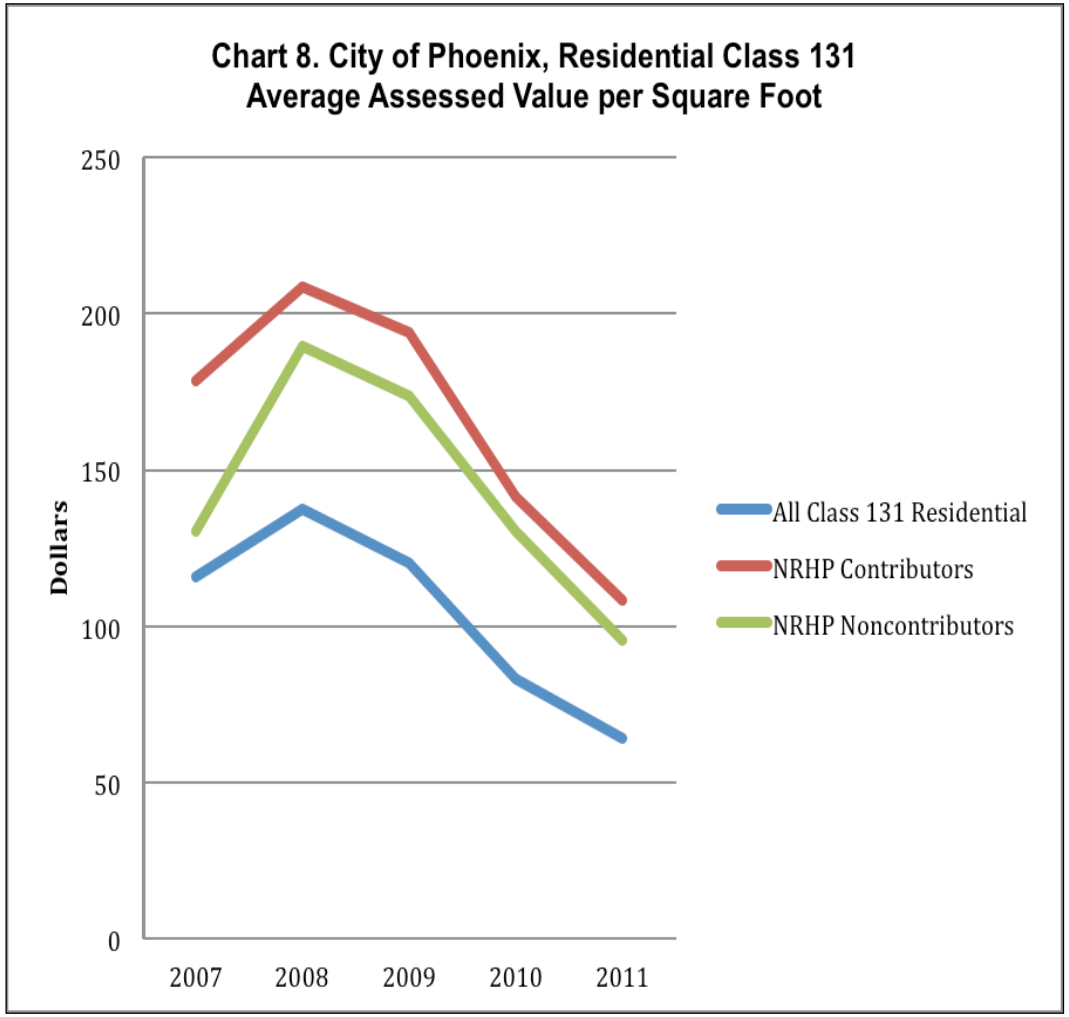
regulation result in a reduced the value for the property. Despite consistent evidence that historic designation results in higher property values, public policy has been ruled by the common belief that such designation will reduce property values.

[4] The historic property tax reclassification program is voluntary on the part of homeowners and not an automatically granted entitlement. Homeowners must agree to keep the house according to minimum maintenance standards and allow the State Historic Preservation Office to review alterations that might affect the historic character of the property. One hundred percent participation has never and likely will never be reached because some owners are unaware of the benefit and other object on ideological grounds. Also, because rental property does not qualify, some houses may come into or leave the program as their use status changes. The participation rate in the Encanto-Palmcroft and Willo historic districts is about 85 and 83 percent of potentially qualifying property, respectively. These being among the oldest districts in Phoenix and among those with the highest property values (and thus greatest potential tax saving), these participation rates may represent a stable maximum.

SPT program the rate is only 5 percent. The total tax payment is not, however, cut in half because of a third factor. Most Arizona homeowners receive an educational tax credit rebated from their property taxes. This credit is proportional to the assessed value of the home and is capped at $300. This credit is unavailable to historic property in the reclassification program. As a result, the total tax savings homeowners enjoy is somewhat less than the 50 percent the lower rate would imply. Further, because the credit is capped the total savings rate approaches 50 percent as a limit as the value of the house increases. In other words, the more valuable the historic house, the higher the rate of tax savings. As a general rule of thumb, typical owners of historic property may see tax savings in the mid-40s percent.

The 50 percent rate cut can serve as the upper limit of the tax reduction which, when applied to the average 60 percent premium, calculates to a 20 percent discount from what average Class 131 property owners paid during the period. Given 87 percent as the upper limit of potentially qualifying properties, this means that total tax revenues from Contributors could be reduced by a maximum of 17.4 percent.[5] Taken in sum with



[5] The 2007 study disaggregated among Contributors participating and not participating in the property tax program, with the former enjoying a substantial sale price premium as well as all of the tax benefit. However, for this update all Contributors are aggregated and the tax effect averaged between both participants and nonparticipants.

the additional 5.2 percent paid by the Noncontributors implies a total potential tax revenue decline from historic districts of 12.2 percent. To restate the point, if every potential Contributor to Phoenix historic districts joined the SPT program, and given the 87:13 proportion of Contributors to Noncontributors, and using the 60 percent/40 percent average assessed value premium derived for Contributors and Noncontributors, respectively, total tax revenue received by the state from these districts should be no more than 12.2 percent less than if they were valued and taxed at the average rate for their class.

For the reasons stated above, the effective tax rate enjoyed by reclassified historic property will be greater than 5 percent. No study has yet determined the precise average rate, but for illustrative purposes, a rate of 5.5 percent can be used as a reasonable estimate. This would be a 45 percent reduction in rate from the standard rate paid by typical Class 131 houses. Using the same method as in the paragraph above, this rate suggests a tax revenue reduction, Contributors and Noncontributors combined, of only 5.2 percent. These calculations presume full participation by all potentially qualifying Contributing property, but as noted not every property that qualifies actually participates. Qualifying but non-participating property not only continues to pay at the higher 10 percent rate, but applies that rate to the enhanced assessed value. If we indulge in a presumption that, say, 80 percent of qualifying property actually participates in the program, the range for tax revenue reduction would fall from 5.2 to 12.2 percent to a range of 3.2 to 8.7 percent.

The above calculations are important because the common perception among the public policy makers and even most preservationists is that the historic property tax reclassification program cuts property taxes in half. It is then commonly, though naïvely extrapolated that total tax revenues from historic properties would also be cut in half, raising concerns about significant loss in tax revenue. But as these studies have demonstrated, the lower tax rate paid by program participants is to a large measure compensated for by much higher assessed values. Add to this the fact that Noncontributors and non-participating Contributors continue to pay at the higher rate on the higher assessed base and total reduction in tax revenue is largely mitigated. A fairly simple, yet economically safe summary statement is that property tax revenue paid by the historic districts of Phoenix is likely less than 10 percent below what would have been paid if the property were assessed and valued at the average of their class.

The 2007 study demonstrated that the enhanced value of historic districts owes to a number of factors, some of which relate to historic designation and programs intended to incentivize historic preservation, while some relate to other physical, locational, and demographic variables. Historic preservation factors, especially the property tax reduction available to certain NRHP-listed property, have been determined to have a large impact on value. The 2013 update found that the price premium has not only continued, it slightly expanded during the course of the Great Recession. There is no known reason why this pattern should not continue into the near future. There is also no reason why, if this pattern continues, that the negative tax revenue effect could not be cancelled out altogether, yielding no net change in property tax revenue, or even a net gain in tax revenue. Given the above method of calculation this could be approached if the premium for Contributors was to exceed 70 percent and that for Noncontributors remained no less than 40 percent. Notably, this nearly occurred during the course of the Great Recession during 2010 and 2011.

Conclusion

The 2013 update demonstrates that the generally positive effects of historic designation found in the 2007 study have continued through the Great Recession of 2008-2011. Although the market value of all homes suffered greatly by the deflation of the housing market, property within historic districts continues to command a significant price premium over comparable non-historic property. There is some evidence to suggest that the premium may continue to grow into the future, although it is suggested here that this is

likely to, or perhaps already has, stabilized, at least as far as historic preservation incentives like the property tax reduction program can influence. Although the historic districts in Phoenix are not equally successful, on average they appear poised to emerge from the Great Recession as desirable places to live and to invest.

The question of the tax revenue effects of the property tax reclassification program is important for public policy because state and local governments, schools, and other public institutions dependent on tax revenue suffered greatly from the budget crises induced by the Great Recession. It has been suggested that the state cannot afford the loss of revenue due to bestowing a special tax break for historic homes. This study suggests that the net loss in total tax revenue generated by the historic districts of Phoenix is likely less than 10 percent and perhaps approaching breakeven. This is a result of the success of the property tax program, city grants for historic preservation, and other benefits associated with historic designation in driving and maintaining the value of historic properties significantly above comparable non-historic property.

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APPENDIX C

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 established 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[6] was supported by technical advisors such as Don Bufkin 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

[6] 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.

established five polices 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 that 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 that 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 exiting 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 two 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 recommendation 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.

The update conducted in 2009 occurred as the economy was entering the worst period of the Great Recession. Despite the tremendous blows inflicted on Arizona's new housing construction sector, government revenues, and other areas of the economy, the value of historic residential property compared favorably to the trend in the housing sector as a whole (see Appendix B). At the same time, the public survey portion of the plan found that the public continued to support the goals of historic preservation.

The only significant change to the planning goals in 2009 was a slight rewording and a reorganization under two broad categories instead of two.

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-Makers Support
- Goal 8: Informed Professionals

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APPENDIX D

PUBLIC SURVEY

In order to gauge the opinion of Arizona residents on historic preservation issues, the Arizona State Historic Preservation Office commissioned the School of Community Resources and Development, Arizona State University (ASU), to conduct a telephone survey. ASU contacted 600 selected persons across the state. Demographic information indicates that those responding represented the major ethnic groups living in Arizona (White/Caucasian, Hispanic/Latino, Asian, and Native American). Respondents included residents of the major metropolitan, small towns, and rural areas. To gain a representative sample of opinion across the state rather than concentrated in the Metro-Phoenix and Tucson areas, the state was divided into eight regions with respondents in each region randomly selected. The following tables summarize Socio-demographic information about the respondents.

Table 1. Community Distribution

	Frequency	Percent
Large city (>100,000)	119	19.8
Small city	110	18.3
Small town	194	32.3
Rural area	145	24.2
Other	11	1.8
Don't know/refused	21	3.5
Total	600	100

Table 2. Ethnic or racial background

	Frequency	Percent
Black/Afr-Amer.	11	1.8
White/Caucasian	393	65.5
Hispanic/Latino	88	14.7
Asian	10	1.7
Native American	33	5.5

Other	28	4.7
Don't know/refused	37	6.2
Total	600	100

Table 3. Education

	Frequency	Percent
<9th grade	17	2.8
9th – 12th	32	5.3
HS graduate	75	12.5
Some college	142	23.7
Business/vocational school or Associates degree	84	14
Bachelor's degree	101	16.8
Graduate/Professional degree	131	21.8
Don't know/refused	18	3
Total	600	100

Table 4. Age distribution

	Frequency	Percent
18-24	8	1.4
25-44	76	13.2
45-64	240	41.8
65-84	234	40.8
85 & over	16	2.8
Don't know/refused	26	4.3
Total	574	100

Table 5. Income distribution

	Frequency	Percent
$25,000 and under	92	15.3
$25,001 to 50,000	134	22.3
$50,001 to 75,000	108	18
$75,001 to 100,000	70	11.7
$100,001 to 125,000	36	6
$125,001 to 150,000	15	2.5
$15,001 or more	22	3.7
Don't know/refused	123	20.5
Total	600	100

Table 6. Gender

	Frequency	Percent
Male	296	49.3
Female	304	50.7
Total	600	100

Table 7. Regional distribution

	Frequency	Percent
AZ Strip	75	12.5
Flagstaff/Prescott	75	12.5
Metro Phoenix	75	12.5
Metro Tucson	75	12.5
Rim Country	75	12.5
SE Arizona	75	12.5
Super Desert	75	12.5
West Coast	75	12.5
Total	600	100

Table 8. Interview language preference

	Frequency	Percent
Englis	556	92.7
Spanish	44	7.3
Total	600	100

Question 1.
In the following questions, historic properties may include archaeological sites, buildings of architectural distinction, places of historic events, and historic districts. Can you recall any property, site or building that you thought had historical importance anywhere in the state having been destroyed or otherwise lost in the past year? Is that one property or building or more than one.

	Frequency	Percent
Yes	38	6.3
Yes, more than one	9	1.5
No	538	89.7
Don't know/refused	15	2.5
Total	600	100

Question 2.
Can you recall any property, site or building that you thought had historical importance anywhere in the state having been destroyed or otherwise lost in the past year? Was it/were they . . .

	Frequency	Percent
A residential property	12	25.5
A commercial property	3	6.4
An archaeological site	9	19.1
A public building	14	29.8
Something else*	6	12.8
Don't know/refuse	3	6.4
Total	47	7.8

*Specific responses were: a barn, forest, a mining town, "too many homes destroying public lands," park, and the Shrine in Yarnell.

Question 3.
People have different perceptions about historic preservation. I'm going to read you a few statements and after each one, please tell me whether you agree or disagree with it using a scale from 1 to 5 with 1 meaning you strongly disagree and 5 meaning you strongly agree.

	Strongly disagree (1)	(2)	(3)	(4)	Strongly agree (5)	Mean	Standard deviation
Historic preservation connects people with the past	3.00%	2.50%	10.20%	11.30%	73.00%	4.49	0.98
Historic preservation prevents change	39.00%	15.50%	22.50%	7.70%	15.30%	2.45	1.45
Historic preservation helps make a better future	4.70%	3.30%	21.30%	20.50%	50.20%	4.08	1.12
Historic preservation obstructs progress	54.80%	14.80%	12.70%	6.70%	11.00%	2.04	1.39
Historic preservation is compatible with recycling and sustainability	10.00%	8.20%	27.00%	16.70%	38.20%	3.65	1.32
Historic preservation helps sustain the American way of life	6.70%	4.70%	16.20%	19.20%	53.30%	4.08	1.21
Historic preservation helps sustain Native American cultural places and traditions	4.30%	2.50%	11.50%	18.80%	62.80%	4.33	1.06

Question 4.
Next, I'm going to read a few more statements and, again, I'd like to know if you agree or disagree with each one. Us the same scale from 1 to 5 with 1 meaning you strongly disagree and 5 meaning you strongly agree.

	Strongly disagree (1)	(2)	(3)	(4)	Strongly agree (5)	Mean	Standard deviation
Historic preservation saves buildings and structures	4.00%	3.50%	13.80%	20.50%	57.80%	4.26	1.08
Historic preservation saves places that are set aside for public visitation such as museums and parks	3.80%	2.20%	10.50%	20.30%	62.50%	4.38	1.02
Historic preservation saves archaeological sites	4.70%	2.30%	10.30%	15.70%	66.70%	4.38	1.07
Historic preservation saves historic districts	3.50%	4.20%	15.00%	19.30%	56.50%	4.26	1.09
Historic preservation saves local neighborhoods	10.20%	8.50%	26.80%	18.00%	35.20%	3.63	1.34
Historic preservation rehabilitates old buildings for new uses	7.80%	8.50%	20.70%	24.20%	37.70%	3.79	1.27
Historic preservation saves commercial downtown areas and rural Main Streets	5.80%	7.50%	23.00%	24.50%	38.20%	3.85	1.20
Historic preservation saves Native American culture	5.70%	5.70%	12.80%	18.80%	56.00%	4.17	1.20

Question 5.
Please tell me if you agree or disagree using the same scale from 1 to 5 with 1 meaning you strongly disagree and 5 meaning you strongly agree.

	Strongly disagree (1)	(2)	(3)	(4)	Strongly agree (5)	Mean	Standard deviation
Government should play a role in historic preservation	10.70%	6.20%	17.70%	16.80%	48.30%	3.87	1.36
Government should play a role in identifying historic properties, sites and buildings	11.20%	7.70%	21.30%	19.20%	40.80%	3.71	1.35
Government should provide tax incentives and grants to owns of historic properties, sites and buildings	14.20%	6.80%	23.00%	20.20%	35.20%	3.57	1.40
Government should be responsible for keeping and maintaining some historic properties or buildings of great importance	10.20%	7.30%	17.80%	20.20%	44.50%	3.81	1.34
Government should help educate the public about historic properties, sites and buildings	10.70%	5.70%	19.20%	17.50%	46.80%	3.85	1.35

Question 6.
I'm going to read you a few items that are sometimes considered when identifying an historic property, site, or building for preservation. Please tell me how important YOU THINK each item is in deciding whether a property, site, or building should be preserved. Rate each item using a scale from 1 to 5 with 1 meaning it is not at all important and 5 meaning it is very important.

	Not at all important (1)	(2)	(3)	(4)	Very important (5)	Mean	Standard deviation
The beauty of the property, site or building	6.30%	7.00%	23.80%	24.50%	38.20%	3.82	1.20
The historical or cultural importance	2.30%	0.80%	10.50%	21.00%	65.00%	4.46	0.89
The sense of place or atmosphere	6.00%	7.50%	31.50%	22.20%	30.80%	3.7	1.20
The economic potential of the property, site or building	13.00%	12.20%	30.00%	18.70%	25.20%	3.34	1.34
The architectural merit	4.00%	5.20%	18.50%	28.30%	43.30%	4.04	1.10
The age of the building or archaeological site	4.20%	2.50%	17.70%	27.00%	48.30%	4.14	1.06

Question 7.
Next, I'd like you to think about visiting an historic STONE building. If you were to visit an historic stone building, in general, would you prefer seeing . . .

	Frequency	Percent
A ruin	129	21.5
A building stabilized with fallen stone but back in place	103	17.2
A building that has been restored to look as it did when it was new	209	34.8
A building that has been restored as is being used as a restaurant, visitor center, or some other commercial use	131	21.8
Don't know/refused	28	4.7
Total	600	100