ARIZONA

STATE HISTORIC PRESERVATION PLAN
UPDATE 2019 - 2024

ARIZONA
STATE PARKS & TRAILS

STATE HISTORIC PRESERVATION OFFICE

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Historic Preservation Plan
UPDATE 2019-2024

State Historic Preservation Office

Arizona State Parks and Trails

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Preface

The Arizona State Historic Preservation Office (SHPO) is responsible for developing a five-year State Historic Preservation Plan to guide its programs and staff and to coordinate with the missions and planning of other organizations throughout Arizona undertaking preservation activities. These include federal and state agencies charged with specific historic preservation responsibilities under the National Historic Preservation Act of 1966 and the Arizona Historic Preservation Act (A.R.S § 41-861 to -864). Sovereign tribal governments undertake cultural and historic preservation activities and support certified Tribal Historic Preservation Offices. Counties, cities and towns undertake preservation activities or support preservation programs, with thirty Certified Local Governments (CLGs) implementing local preservation ordinances and maintaining preservation commissions. Arizona also has several private organizations involved with some aspect of historic preservation, including strong advocates for archaeological preservation and education.

The Arizona State Historic Preservation Plan (the Plan) considers the missions and goals of a variety of preservation-related organizations to frame a broad-based mission statement encompassing the general vision laid out by Congress and the Arizona Legislature, which established the programs and regulations that frame contemporary historic preservation in this state. From this vision and mission, the plan synthesizes the activities of Arizona's preservation community into a set of eight broadly-themed goals. These goals are intended to improve coordination among different preservation organizations. While the Plan can provide specific direction and tasks only for the SHPO, we encourage these partners to fit their own specific programs and activities under the categories of one or more of the Plan's goals.

Douglas Ducey, Governor of Arizona

Kathryn Leonard, State Historic Preservation Officer

THE ARIZONA MANAGEMENT SYSTEM

Beginning in 2015, Arizona Governor Doug Ducey directed state agencies to develop plans coordinating with the platform guiding his administration:

> *Arizona will be the number one state to live, work, play, visit, recreate, retire and get an education.*
> Governor Doug Ducey

Upon entering office, the governor convened a distinguished group of the state's leadership to develop a vision statement for Arizona.

Our Vision for the State of Arizona

Who We Are
You know us. We are your family, friends and neighbors. We have chosen to serve Arizona and our fellow citizens in their pursuit of a better life. We are an EMPOWERED WORKFORCE of highly engaged and creative people who dedicates each and every day to serving our customers' needs and earning our taxpayers' trust. Unwavering and generous, we are recognized nationwide as ROLE MODELS for innovation and CONTINUOUS IMPROVEMENT. We demonstrate through measurable results that Arizona is the best state in the nation.

Our Common Purpose
WHAT WE DO MATTERS. Nearly 7 million Arizonans and countless visitors value an efficient, effective and responsive state government that delivers the opportunity for a better life in a RICH, VIBRANT and CLEAN ENVIRONMENT. Arizonans enjoy a STRONG, INNOVATIVE ECONOMY powered by HEALTHY CITIZENS living in SAFE COMMUNITIES. Every student has access to a world-class, 21ST CENTURY EDUCATION that readies tomorrow's leaders for the challenges of a rapidly changing world. We dedicate our careers to advance these priorities for generations to come.

Our Approach
Arizona operates at the SPEED OF BUSINESS. We have embraced an innovative, professional and results-driven management system to transform the way our state government thinks and does business--working as one cohesive enterprise. Ours is a people-centered approach, with a focus on CUSTOMER SERVICE, TRANSPARENCY and ACCOUNTABILITY to the taxpayer. We value the authority we have to get results through structured problem solving and data-driven decision making. We thrive in a culture of CONTINUOUS IMPROVEMENT where we reflect daily on how we are doing while always seeking a better way. With our eyes firmly on the road ahead, we will do more good for the people of Arizona by improving our performance each and every day.

To realize the vision, Governor Ducey directed state agencies to develop new strategic plans emphasizing the points highlighted in the vision statement and clarified through the Governor's Fundamentals Map (see Appendix 1). These plans were submitted to the governor on September 1, 2017 and include a variety of metrics to measure accomplishments and improvements. The metrics are coordinated through the new Arizona Management System (AMS) to identify progress towards the governor's goals.

As a division of Arizona State Parks and Trails (ASPT), the SHPO participated in the agency's strategic planning process and metrics of SHPO's major programs are part of the AMS reporting process. With these process improvements in place, the SHPO is in position to update the State Historic Preservation Plan in full coordination with the state's reformed planning and management system. The State Historic Preservation Plan's eight goals harmonize historic preservation programs and activities to the achievement of such vision statement's ideals as a rich and vibrant environment, a strong and innovative economy, efficiency, and accountability.

Governor Ducey appointed Kathryn Leonard the State Historic Preservation Officer on August 8, 2016. Leonard's first tasks included development of SHPO's section of ASPT's strategic plan, the identification of metrics to measure the performance of its major programs, and to implement new systems for collecting performance data. Leonard has worked closely to ensure the alignment of SHPO's functions towards the fulfillment of the governor's vision of a better Arizona.

The SHPO's coordination of its functions to the governor's plans and with ASPT's strategic plan laid the foundation for the present update of the State Historic Preservation Plan. Coordination is a

primary purpose of the Plan Update—coordination beginning with its parent agency and extending to the larger historic preservation community. Tribal governments, counties, and cities and towns, as well as private organizations and individual citizens undertake a variety of preservation activities related to the historic built environment and archaeological resources. A mutually supportive historic preservation community can leverage these separate activities into a movement recognizably supportive of the goals of the state's vision statement.

Bowie School District No. 14. *Bowie, Cochise County*
The Bowie Grammar School (pictured) was constructed in 1912 and is part of a historic campus that includes a high school (1922), a WPA-built swimming pool (1936), gymnasium (1940), and an elementary school (1961).
National Register listed April 28, 2015

Sun City DEVCO Model #1. *Sun City, Maricopa County*
In 1959, Del E. Webb created Sun City, which popularized the concept of the retirement community. The first model home now serves as the Sun City Museum.
National Register listed February 24, 2015

Mormon Flat Dam. *Maricopa County*
Completed in 1925, Mormon Flat Dam is part of the Bureau of Reclamation's water storage and conveyance system on the Salt and Verde rivers managed by the Salt River Project. Virtually the entire SRP system of dams and canals through the Valley, including the Arizona Canal, the Grand Canal, and the Highline Canal have been placed in the National Register of Historic Places.
National Register listed August 7, 2017

Executive Summary

The Arizona Historic Preservation Plan Update 2019-2024 is the result of more than a year's effort by the State Historic Preservation Office, a section of Arizona State Parks and Trails, in conjunction with Arizona's preservation professionals, advocates, and concerned citizens. It will guide the actions of the SHPO and its partners into the third decade of the twenty-first century.

This 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, the fundamental goals first described in the 1996 plan remain relevant. The Plan continues the shift in emphasis begun in 1996 toward strengthening SHPO's 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 without strong partnerships between governmental agencies, advocacy organizations, and citizens.

The vision, goals, and objectives for this plan result from the collaboration of those who affect and are affected by historic preservation in the state. 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 decision makers to have access to appropriate information about Arizona's historic resources.**
- **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 subsequent 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." 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.

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 State Historic Preservation Act of 1981 (A.R.S. 41-861 to 864). 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. In addition, there is legislation regarding specific programs, including the federal commercial rehabilitation tax credit, the Arizona historic property tax program for commercial rehabilitation, the Arizona property tax reclassification program for National Register-listed properties, and the Inventory of Historic Arizona Cemeteries.

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

The SHPO works in partnership with the federal, state and local governments, Indian Tribes, and private organizations and individuals to assist in planning for the continued use and preservation of heritage resources for the benefit of future Arizonans. In order to fulfill our mission, the SHPO supports educational and outreach activities that bring awareness to Arizona's rich archaeological heritage and unique built environment resources, provides professional guidance on best practices for preservation and conservation, and manages programs to incentivize preservation activities in the private sector.

Continuing Challenges and New Opportunities: Goals and Objectives

More than 50 years after enactment of the National Historic Preservation Act of 1966, the aspirations of its creators, as synopsized in the vision and mission statements still resonate today. The preservation program has had many successes in its first half century

- There have been over 1,400 individual listings in Arizona in the National Register of Historic Places, with over 23,000 contributing buildings, structures, sites and objects
- The Arizona SHPO reviews over 1,500 federal actions annually for their impact on historic properties
- Federal agencies and the Arizona SHPO have worked cooperatively to implement programs and policies promoting stewardship of historic properties
- Ten tribal governments have assumed preservation responsibilities under the Act and twenty-nine cities and towns and one county are CLGs
- Arizona has its own historic preservation legislation mandating historic preservation responsibilities for state agencies similar to federal law

Despite these and many other accomplishments, the promises and vision of the NHPA remain unfulfilled and preservation continues to face the challenges of a growing and diversifying nation and state.

Arizona in 2019 is a vastly different state from 1966, and over the coming decades it will continue to change. Likely changes include a continuing expansion of its population and diversity of its demographic composition; housing and work patterns as they relate to the economy; the relationship of communities to the environment, including interaction with climate change and adaptation; changes in technology and how it is accessed and used; the interrelationship of all these factors as well as yet-to-be-determined shifts in the national and global economy, energy production and consumption; security; and other cross-cutting issues.

The focus of historic preservation since 1966 has been on the built environment of communities as well as other tangible historic resources and their preservation. Today, there is increasing concern for the social and cultural values and traditions—the "intangible" aspects of heritage-associated with properties. In Arizona this is a

***Fourth Avenue Commercial Historic District**. Tucson, Pima County*
Fourth Avenue in Tucson developed in the early 20th Century as an early shopping district located outside of downtown and contains a sample of architecturally distinctive commercial typologies.
National Register listed October 12, 2017

perspective already strongly implemented in its tribal preservation programs. New factors will affect future priorities, such as a desire for enhanced public engagement or consideration of social and environmental justice. Widening cultural perspectives to be ever-more inclusive of our state's diverse communities will be necessary to keep preservation a vital aspect of development.

Many of the challenges we face today are similar to those identified in 1966. Both the public and private sectors, often supported by the federal government, continue to threaten historic resources in much the same way that federal urban renewal and highway construction programs did 50 years ago. Today, large-scale traditional and renewable energy projects are impacting cultural landscapes, traditional cultural sites, and archeological resources in a massive way. Rail and highway construction, bridge replacement, transmission corridors and pipelines, and broadband build-out are posing preservation challenges. With the revival of the post-Great Recession economy, sprawling development is again transforming both rural landscape and communities and older suburbs.

The Advisory Council on Historic Preservation identified a number of continuing challenges and opportunities facing historic preservationists across the country, whose relevance is strongly felt in Arizona. These challenges and opportunities include:

- Developing public and political support
- Obtaining adequate and sustainable financial support
- Providing leadership and expertise
- Promoting inclusiveness and diversity
- Recognizing the full range of the nation's heritage
- Improving preservation processes and systems
- Respecting the cultures, views, and concerns of indigenous peoples
- Democratizing preservation and encouraging public engagement
- Furthering collaboration and partnership
- Expanding environmental sustainability
- Enhancing appreciation for heritage through formal and informal education

The National Trust for Historic Preservation's Preservation Leadership Forum has also studied current challenges and opportunities and its findings are compatible with those identified by the Advisory Council. Below are its five issues that define the context in which individual preservation actions are undertaken.

Preservation & Inclusion. Today's preservation movement recognizes the need for more complete, inclusive representation of

***Sandra Day O'Connor House**. Tempe, Maricopa County*
The former home of Sandra Day O'Connor, the first woman to serve on the Supreme Court of the United States, was saved from demolition by relocation to Tempe's Papago Park where it serves as meeting space for the O'Connor Institute, Justice O'Connor's legacy program to encourage civil discourse and public engagement.
National Register listed July 18, 2019

communities across the nation, which are increasingly socio-economically, racially, ethnically, culturally, and generationally diverse. Preservation efforts must prioritize inclusion in order to tell an accurate and comprehensive story—and to remain relevant.

Preservation & ReUrbanism. As cities grow and change, they should do so leveraging the assets they already have—the older buildings and blocks that have the enormous power and potential to improve health, affordability, prosperity, and well-being. Ultimately, it is the mix of old and new buildings, working together to fashion dense, walkable, and thriving streets, that helps us achieve a more prosperous, sustainable, and healthier future.
Preservation & Sustainability. The 'greenest building is one that already exists' argument has dominated conversations around sustainability and historic preservation for decades, recognizing that existing buildings are inherently 'greener' when compared to demolition and new construction. Historic preservation is an essential tool for ReUrbanism especially in regard to affordable housing.

Preservation & Real Estate. Real estate is not only land, but also where we live, our cities and towns, our homes, our school, and the other places we enjoy. This humanistic aspect gives preservationists and historic property redevelopers a competitive advantage that reaches beyond the paper transaction and enables us to inform the process that determines not only where we live but also how we live.

Preservation & Historic Sites. The dynamic field of preservation is forging a versatile new relationship with historic sites and landscapes for the 21st Century. Today preservationists are reevaluating the role of house museums, applying new interpretive frameworks to historic sites, rethinking how best to manage collections, representing a broader range of stories, and developing tools to encompass this evolution.

The American economy has experienced historic volatility in the past decade. The Great Recession (2008-2009) and sluggish growth that followed for several more years were the dominant concerns in the 2009 and 2014 updates to Arizona's historic preservation plan. Arizona suffered a disproportionate loss of jobs, reaching peak unemployment of 11.2 percent at the end of 2009, well above the national high of 10 percent. Loss of jobs in the previously booming construction industry was the chief cause of this disparity. The delayed recovery of that sector was the major reason why employment growth in subsequent years lagged behind the national recovery. Arizona's unemployment rate as of July 2019, according to the federal Bureau of Labor Statistics, was 4.9 percent, which is higher than the national rate of 3.7 percent in part due to the influx of new residents into the state. Maricopa County experienced the highest rate of population gain of any county in

Mountain View Officers Club. *Fort Huachuca, Cochise County*
The 1942 Mountain View Officers Club was a social and recreational facility for Black officers who trained at Fort Huachuca, the largest U.S. Army facility for the training of segregated Black soldiers during World War II.
National Register listed January 24, 2017

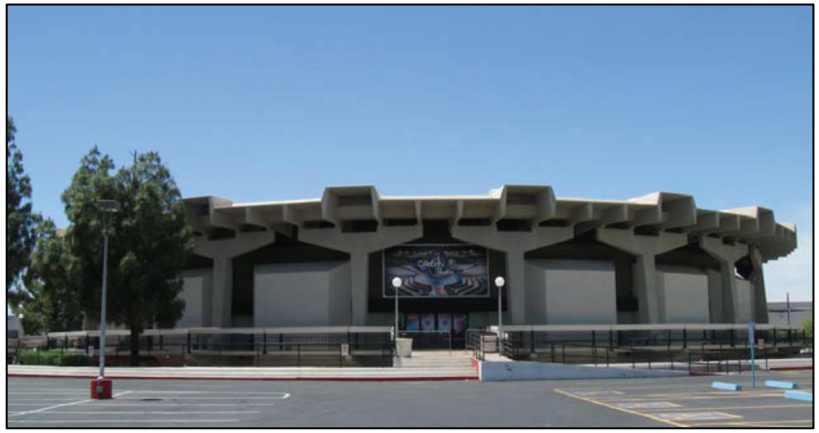
the nation in 2019, driving a statewide gain of 122,720 persons for a total of 7.17 million residents according to Census Bureau estimates.

Furthermore, the recovery has been uneven, with the Phoenix metropolitan area and Flagstaff leading new jobs growth, while Tucson and rural areas of the state lagged. The construction industry has revived with sustained, modest growth forecast through 2019. In terms of population, Arizona is expected to remain among the fastest growing in the nation. Slow wage growth, however, suggests it will lag behind the national growth in per capita income.

While Arizona's economy appears healthy and short-term predictions are for sustained, modest growth, government budgeting remains volatile. Fortunately, Congress reauthorized the federal Historic Preservation Fund through 2023, though year-by-year funding depends on continuing congressional support. The federal historic preservation rehabilitation tax credit survived in the tax overhaul law of 2017, though it was somewhat weakened. The state's budget remains tight. This does not directly affect the SHPO, which receives no state funding, but it does affect other state agencies in their ability to meet their cultural resource responsibilities.

It is very encouraging that after years of effort, historic preservation advocates successfully convinced the Arizona Legislature in 2019 to renew the Heritage Fund. This success, however, was limited as no appropriation was immediately provided. Still, the statutory basis for a renewed historic preservation grant program is in place.

It is not well remembered, but prior to the Great Recession there had been a historic inflation of energy prices with public commentators expressing concern over "Peak Oil" and the



***Celebrity Theatre**. Phoenix, Maricopa County*
Constructed in 1964, the Celebrity Theatre featured a unique theater-in-the-round by architect Perry Neuschatz and innovative engineering in the field of load balance design applied to prestressed concrete by engineer T.Y. Lin.
National Register listed January 24, 2019

impending doom of energy-intensive industries like airlines. The Arizona Historic Preservation Plan update of 2009 noted this concern. A decade later, fossil fuel production has experienced a technological revolution that has completely defied earlier predictions. The United States is again a world leader in fossil fuel production and inflation-adjusted energy prices are at historic lows. This reversal illustrates the limits of trying to predict the future. Still, it is useful to look at recent events to try to identify trends potentially affecting historic preservation.

Here are a few of the challenges preservationists may face in the next few years:

- Urban sprawl, one of the major forces affecting cultural resources, especially archaeological sites, has again become a major factor with the revival of the housing

industry. But while employment in the construction industry has risen dramatically since the recession, it remains substantially below its pre-recession peak. Most of the growth that occurs will be around the Phoenix Metropolitan area, especially south towards Pinal County.

- Recent years have seen important shifts in retail marketing with implications for commercial real estate. Several large retailers have gone bankrupt and others downsized, the result in part of the rise of e-commerce. On the other hand, there has been a boom in the restaurant industry and among small-scale start-up companies, businesses potentially more compatible with historic buildings. The number of retail malls across the United States will shrink, though predictions of their extinction are likely exaggerated. In Arizona, large retail centers continue to be constructed in areas of growth, even as older malls like Metrocenter in Phoenix face redevelopment.
- Federal funding of cultural resource protection will remain precarious. Historic preservationists at the national level have so far succeeded in maintaining congressional support for the Historic Preservation Fund, which has been reauthorized until 2023. Many other federal agencies, however, face tightening budgets, which affects their ability to meet their cultural resource responsibilities.
- The Arizona SHPO will continue to operate at a reduced capacity unless a new model for funding can be devised. SHPO funding is entirely dependent on its annual grant from the federal Historic Preservation Fund, its match provided by the hours volunteered to the Arizona Site Steward Program. This affects the SHPO's ability to be proactive and to adopt new technology.
- The Arizona historic property tax reclassification program will remain the most important historic preservation incentive for the foreseeable future. This tax incentive has been critical to maintaining public interest in listing residential historic districts on the National Register of Historic Places. The program also incentivizes many individual homeowners to seek National Register status, especially those paying high property taxes. The aspect of the program that is cause for concern is that it benefits the most valuable property disproportionately. This factor combined with the National Register's tendency to favor high-end architecture can lead to criticism that it subsidizes elite homeowners while cutting tax revenue needed by schools. It offers no benefit to renters living in historic homes.
- Historic preservation's correlation with rising property values will continue to make it vulnerable to criticisms over the negative impacts of gentrification. Reinvestment in older neighborhoods and downtowns has been accompanied by influxes of new residents, usually of higher income, which has had adverse effects on previous residents who are often renters of lower income. The impact in Arizona is exacerbated by the property tax benefit for historic property, which applies only to owner-occupied housing and not rentals. While social justice issues around gentrification involve more than just historic preservation, the connection in the public mind is there. Ironically, gentrification in the form of replacing older buildings with new development is a threat to historic resources even as preservationists try to counter charges of being themselves the gentrifiers.
- Concern about affordable housing is likely to increase as the urban renaissance enjoyed by Phoenix, Tucson, and other major cities continues. Neighborhoods of older housing, even those designated historic, are vulnerable to incompatible, high-density housing that can be built under underlying municipal zoning regulations. There are examples from around the country of how historic preservation can contribute to maintaining an inventory of affordable housing, but many of these depend on state or municipal incentive programs supplementing the federal

historic preservation tax credit. A movement to create a state level commercial rehabilitation tax credit, which could incentivize rental housing rehabilitations, has been ongoing in Arizona, but has not yet succeeded.

- Approved by Arizona voters in 2006, Proposition 207 (known as the Private Property Rights Protection Act) requires compensation to private property owners should a municipal or state regulation result in a decrease in a property's value. Municipal attorneys throughout Arizona subsequently defined any historic status as constituting a "taking" with the result that local designations of historic properties have since practically come to a halt. This has been especially detrimental to the listing of local historic districts. In vain preservationists have argues that evidence indicates that designation enhances property values.
- Arizona's property tax program for historic property benefits primarily owner-occupied residential property. While the state and federal rehabilitation tax programs could be used for rental property, such projects occur rarely. In Flagstaff, for example, where historic neighborhoods in the vicinity of the university have a large percentage of rental student housing there is a need for a program to incentivize using historic property to meet affordable housing needs.
- Federal tax legislation at the end of 2017 amended the federal historic preservation tax incentive so that its 20 percent credit will be recoverable over five years rather than immediately following project certification by NPS, which reduces the value of the incentive to developers. Unless Arizona preservationists convince the Legislature to enact a companion state rehabilitation tax credit of the kind that exists in many other states, we should expect some reduction in the number of such projects.

Experimental autonomous vehicles now roam the streets of the Phoenix area. Though still not commercially viable, their presence warns of a future revolution in transportation whose implications for the built environment are likely to be profound. Past transportation innovations—streetcars, automobiles, highways—have been defining factors affecting Arizona's urban development in the past. Look for this to become an increasingly important question in future Arizona historic preservation plan updates.

With these ideas in mind this plan presents eight broad goals for preservationists across the state, goals which can accomplish the ambitious direction set by Arizona's governor and responsive to the national trends affecting preservation in this state. These goals are nested in two broad statements of purpose: *Toward Effective Management of Historic Resources* and *Toward an Informed and Supportive Constituency*.

***Falcon Field**. Mesa, Maricopa County*
The two original aircraft hangars at Falcon Field were built in 1941 and served throughout World War II as a flight training facility for British and other Allied pilots.
National Register listed May 19, 2016

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 contexts (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 state-level archaeological protection laws.

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 an interactive GIS-based 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 compatible with AZSITE.
2. Create historic property "Master Files" that track all actions affecting an historic property.

For the SHPO:

1. Maintain the Government-to-Government (G2G) Toolkit to facilitate agency tribal consultation.
2. Implement electronic processing and monitoring of all SHPO programs.
3. Make historic property inventory information available to the public online.

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.

*AZSITE is a Geographic Information System that serves as a consolidated informational network of recorded cultural resources in Arizona.

Objectives

For the Preservation Community:

1. Develop project partnerships.
2. Pursue grant opportunities.

For the SHPO:

1. Post funding possibilities on website.
2. Publicize the economic benefits of historic preservation.
3. Work with CLGs to ensure efficient use of pass-through allocations.
4. Utilize volunteers and interns.
5. Pursue grant opportunities that support the work of preservation partners.

For Citizens at Large:

1. Volunteer with preservation organizations and local preservation projects.
2. Support funding at authorized levels.
3. Support non-for-profit advocacy partners.

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 municipal Comprehensive Plans and General Plans.
3. Consult with tribes regarding traditional cultural places.

For the SHPO:

1. Report on 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. Integrate SHPO planning and resource management with the State's disaster management program.
8. Encourage landscape level conservation projects.
9. Encourage agency consultation with tribes early in their planning processes.
10. Support state agency efforts to proactively plan for cultural resource management.

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).
4. Enhance partnerships with advocates for affordable housing.

For the SHPO:

1. Participate in partner conferences.
2. Seek new partners to expand public programs.
3. Strengthen programming with the Certified Local Governments.
4. Use social media and other emerging trends to improve communications with CLG and Main Street communities.
5. Host an annual statewide historic preservation conference.
6. Increase public awareness of the connection between historic preservation and larger environmental and social concerns (e.g. Green Movement, climate change, affordable housing)

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. The SHPO should actively recruit diverse representation for its advisory committees and encourage the same among the historic preservation commissions of CLGs.
2. Continue to update and expand the SHPO-Arizona State Parks web site.
3. Promote Arizona Archaeology and Heritage Awareness Month.
4. Coordinate communications with the State Parks public information officer.
5. Support the development and implementation of Project Archaeology curriculum in Arizona

For Citizens at Large:

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

Goal 7: Policy Maker Support

Vision: Having informed policy makers who 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 required program annual reports for Legislature and Governor.
3. Answer policy maker requests.
4. Monitor CLGs and pass-through grant projects.

For Citizens at Large:

1. Monitor policy maker opinions.
2. Express opinions to public policy makers and 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. Share information on current preservation techniques and best practices.

For the SHPO:

1. Schedule training opportunities on SHPO programs.
2. Provide professional development opportunities 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. Only use qualified consultants when planning preservation projects.
2. Support integration of educational curricula highlighting heritage stewardship in Arizona's K-12 classrooms.

***Grace and Elliot Brown House**. Tucson, Pima County*
The Brown House is one of several houses by architect Josias Joesler representing Tucson's rich heritage of Spanish Colonial Revival Style architecture.
National Register listed January 24, 2017

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.

The State Historic Preservation Office (SHPO)
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 projects 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

Staff of the Arizona State Historic Preservation Office in front of their office at the historic 1893 Evans House, 1100 W. Washington Street, Phoenix, 2019.

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 the SHPO is to foster conditions that give maximum encouragement and advice to historic preservation by those who directly control the fate of historic resources.
These 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.

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. There are currently 27 cities and towns and one county, Pima, registered as CLGs. (Figure 2)

Historic Preservation Grants
In 2019, the Arizona Legislature and Governor Ducey approved reestablishment of a new Arizona Heritage Fund grant program for historic properties. Unfortunately, although the revived Heritage Fund now exists in statute, no appropriation was made for the

current fiscal year. Since the demise of the original 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

The SHPO administers two tax programs incentivizing the preservation and rehabilitation of historic properties. The federal government offers owners of private, income-producing historic properties an income tax credit of 20 percent of qualifying rehabilitation expenses. Statistics published by NPS indicate that between 2011 and 2016 such projects in Arizona totaled over $59 million in rehabilitation expenditures. While substantial, this placed Arizona only 38th among the states. The reason for this placement is that Arizona lacks an effective state-level tax incentive program for rehabilitation of commercial buildings, something many other states have. Efforts to create such a program have so far failed with the Arizona Legislature, but effort continue.

The State of Arizona offers an approximately 50 percent property tax break for owners of non-income-producing property. At the start of 2018, over 7,800 properties participated in the program. Most of these are contributing properties to National Register-listed historic districts.

Certified Local Governments in Arizona, 2018.

The SHPO evaluates the eligibility of properties and reviews construction documents to ensure project compliance with the *Secretary of the Interior's Standards for* Rehabilitation. These tax incentive programs are an important incentive for owners of historic property to seek listing in the National Register.

Public Programs
The SHPO participates in a variety of public programs related to archaeology and historic preservation, including conferences, workshops, lectures, and school programs. In 2019, a coordinator for public programs was added to the SHPO staff who will increase the SHPO's involvement in the Arizona Heritage Awareness Month. This annual celebration encourages public stewardship of Arizona's heritage resources. The coordinator is engaging with partners to introduce *Project Archaeology* curriculum in Arizona's schools and to connect students to heritage resources on public lands.

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 Arizona Historic Cemeteries
In anticipation of the Arizona Statehood Centennial in 2012, 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 give the SHPO permanent responsibility to identify and document historic cemeteries. The inventory was conducted as a volunteer effort in partnership with the PCA and there are currently 540 cemeteries and gravesites in the inventory. In 2019, the SHPO partnered with the Arizona State Library, Archives and Public Records to make this collection available to the public via the internet through the Arizona Memory Project website.

Main Street Program
Main Street® is a community development program created over thirty years ago by the National Trust for Historic Preservation. Main Street® encourages 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.

In 2012, the SHPO signed a participant agreement with the National Trust to become the program's Arizona coordinator after the previous state coordinating agency, the Arizona Department of Commerce, was eliminated by the Legislature in favor of the new Arizona Commerce Authority. Unfortunately, the SHPO was unable to obtain new resources for the program and as a result, in 2016 the SHPO transitioned oversight of Main Street to the private Arizona Downtown Alliance, which is housed within the Arizona Preservation Foundation. The SHPO has been working with these organizations and the National Main Street Center to ensure a smooth transition and to ensure the continuing certification of the existing Main Street communities. The participating communities are Sedona, Prescott, Show Low, Pinetop-Lakeside, Casa Grande, Florence, Apache Junction, Nogales, and Safford.

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. However, in 2019, the Arizona Legislature passed a renewed version of the Heritage Fund, although lacking in an appropriation. Should funding be made available in the future, it is likely that a renewed version of the HPAC will be revised.

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.

Advisory Council on Historic Preservation (ACHP)
The ACHP 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.

National Park Service (NPS)
The mission of the NPS is to preserve cultural and natural resources unimpaired for the enjoyment of future generations. Many of Arizona's National Park units were established to protect iconic properties representing Native American communities, Spanish Colonial settlements and early Euro American land use. Fulfilling the NPS mission requires park managers to balance historic preservation with other important needs such as the development of park infrastructure.

There are three basic elements of the NPS preservation strategy; stewardship, research and planning. First, the mission of the National Park Service is based on a concept of resource stewardship. As such, NPS Management Policies require all cultural resources, regardless of age or cultural association, to be protected and preserved in their existing condition. Second, extensive research into park resources is necessary for the development of science-based and effective park projects and management strategies that also meet the ambitious stewardship

objective. The results of research efforts should provide information relevant for the public interpretation of park resources.

Finally, park planning efforts are also important and must incorporate historic preservation concerns into a vast array of management issues. Planning efforts must seek to avoid or minimize adverse impacts to cultural resources by considering how these resources will be impacted, used and treated in the future. Successful planning requires the cooperation of park employees with diverse professional backgrounds as well as the participation of the SHPO, local governments, Native American tribal governments and the local community.

Bureau of Land Management (BLM)

The BLM Cultural Resources Management program is responsible for the protection of the largest, most diverse, and scientifically important aggregation of cultural, historical, and world class paleontological resources on public lands. The program consists of the following elements:

1) Protecting, stabilizing, restoring, and interpreting important cultural and historical properties, and paleontological localities, and maintaining museum collections and documentation associated with the heritage resources;
2) Conducting tribal consultation concerning the potential effects for traditional tribal activities or places of special meaning by proposed actions on the BLM land. The BLM consults with Indian tribes on a regular basis, concerning proposed actions that may harm or destroy a property of cultural or religious significance;
3) Enhancing and developing partnership, volunteer, and youth opportunities to promote public investment in management of the Arizona's heritage resources.

U.S. Forest Service (FS)

The Forest Service Heritage program has continued to increase the agency level engagement in cultural resource management with significant emphasis on public service and stewardship. In the Southwestern Region, the Forest Service continues to work in partnership with the States to support State based stewardship programs and databases. The Forest Service continues to explore additional opportunities for volunteers to assist in our Heritage program. The FS Heritage program engages volunteers from across the country through Passport in Time and HistoriCorps projects as well as locally through Forest initiatives to engage the public in Heritage program work.

The Forest Service is currently reviewing agency-wide procedures for environmental assessments (NEPA) with a special emphasis on NHPA compliance. The Southwestern Region programmatic agreement is already providing significant advantages in the expeditious consideration of historic properties, and the NEPA review will enable more comprehensive consideration during the planning process. The ongoing development of a geospatial database at the national level will provide additional tools for FS Heritage personnel in project planning.

<u>Tribal Government Partners</u>

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 nine 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 Salt River Pima Maricopa Indian Community,

Pascua Yaqui Tribe, Colorado River Indian Tribes, the Hualapai Tribe, the Navajo Nation, the San Carlos Apache Tribe, the White Mountain Apache Tribe, the Tohono O'odham Nation, the Hopi 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.

Salt River Pima Maricopa Indian Community

One of three new THPOs certified by National Park Service in 2019, the Salt River Pima Maricopa Indian Community has had a robust cultural resources program for several years that includes a tribal historic preservation office, an O'odham Piipaash language program, Huhugam Ki Museum, and community garden. The vision statement of the tribal preservation office is to: 1. Protect and preserve cultural significant places both inside and outside the Community's border; 2. Educate Community and any interested entities on cultural values, protocols, and significance through outreach and consultation; and, 3. Create a greater awareness of O'odham/Piipaash lifestyles prior to Spanish contact. Its mission statement is to "gather, protect, and preserve our traditional cultural knowledge that is the foundation of our ways of life and is a cornerstone of our tribal sovereignty." The THPO's responsibilities are primarily to work within the framework of federal, state, and tribal laws to identify, protect and preserve cultural resources. This is accomplished primarily through continued consultation with federal, state, and tribal agencies for projects on and off the Community.

Hopi Tribe

Although only certified as a THPO in 2019, the Hopi Cultural Preservation Office has existed within the Hopi Tribal Government since 1990. The office works to preserve the culture of the Hopi people by managing archaeological sites on and off the reservation, protecting intellectual property rights, preserving Hopi language, and fulfilling repatriation and reburial responsibilities. The office is responsible for reviewing federal projects submitted for tribal

consultation under Section 106, both on and off tribal land, as well as government-to-government consultation with the State of Arizona and other political subdivisions.

Pascua Yaqui

Also certified as a THPO in 2019, the Pascua Yaqui Tribe is located southwest of Tucson. The Pascua Yaqui became a federally recognized tribe in 1978 and it occupies one of Arizona's smaller reservations—just over 200 acres. The tribe's cultural preservation programs include language preservation and the maintenance of cultural societies, many focus on spirituality, including the Teopo Yoemia (Church & Altar Society); Matachinin Society (Soldiers of the Virgin Mary); Kohtumbre Ya'ura (Lenten Society); Wo'I Wiko'o Ya'ura (Coyote Bow Authority); and Oficio Achalim (Deer Dancer and Pascola). The new tribal preservation office will coordinate consultation between the tribe and state and federal agencies in fulfillment of their cultural resource mandates on and off reservation land.

Navajo Nation

The Navajo Nation maintains a Heritage and Historic Preservation Department with a large staff and is a certified THPO. The Department's vision is "Protecting, maintaining, and balancing Navajo cultural heritage in a changing world." Its mission statement declares:

> From time immemorial, the *Nihookaa' Dine'e Bila' Ashdla'ii* has been tied to the aboriginal landscape through our oral ceremonial histories. As such, we are entrusted with the collective responsibility by protect, preserve, and continue Navajo cultural heritage and traditions for future generations. As the Navajo Nation's cultural heritage regulatory body, the NNH&HPD will consult with internal and external communities and provide guidance on Navajo fundamental laws, in addition to historic preservation and archaeological laws and policies to maintain in the integrity of Navajo traditions and culture.

The Navajo Nation Historic Preservation Department promotes the sovereignty of the Navajo Nation by

1) Promoting respect for and encouraging Navajo heritage and traditions;
2) Seeking the guidance and support of the Navajo people in developing and implementing programs to preserve, protect and manage the cultural resources of the Navajo Nation and its people;
3) Meeting the community and economic development needs of the Navajo people by ensuring the harmonious co-existence of the Navajo Way with the "present world."

Hualapai Tribe

The Hualapai Tribe's historic preservation program is managed by the Hualapai Cultural Department, whose mission statement is: "Identifying, protecting, preserving, and managing cultural resources within Hualapai Tribal lands and Hualapai Traditional use lands. The Department shall implement and ensure appropriate measures to foster conditions that promote Hualapai Tribal sovereignty and meet the social, environmental, economic and other needs for present and future generations in providing leadership in preservation and protection of cultural resources of the Hualapai Nation."

Hualapai, like other tribes, takes an expansive view of cultural resources beyond just the built environment. The Hualapai Cultural

Department oversees the Hualapai Cultural Center, which promotes cultural traditions and public education through continuing programs, such as cultural arts and language, language immersion camps for youth, support to the Yuman Language Summit, and classes promoting traditional ecological knowledge.

Gila River Indian Community

The Tribal Historic Preservation Office (THPO) functions under the authority of Section 101(d)(2) of National Historic Preservation Act. The THPO ensures the identification, protection and preservation of historical sites within the GRIC and aboriginal lands of the Akimel O'Odham and Pee Posh (formerly Pima and Maricopa tribes); coordinates government-to-government consultation of activities impacting cultural resources; attends to repatriation interests under authority of tribal, state and Federal regulations; and works with Federal agencies, Arizona, other tribes, local governments to protect and preserve cultural resources.

The Cultural Resource Management Program (CRMP) helps interpret, protect, and perpetuate the culture and traditions of the Akimel O'odham and Pee Posh tribes, providing cultural resource management and compliance services to all GRIC departments and other Tribal and non-Tribal entities working on the reservation, or in the interest of the Community, in fulfillment of GRIC ordinances and federal and state laws and regulations. CRMP provides archaeological and cultural resource expertise for the management of archaeological sites, traditional cultural properties, and for Community artifact collections. CRMP maintains archives and site files as a repository of heritage resource information.

Tohono O'odham Nation

The mission of the Cultural Affairs office of the Tohono O'odham Nation is to identify and protect the cultural resources on the nation's land and on the tribe's traditional use lands, including interpretation and enforcement of all applicable federal, state, and tribal laws related to cultural resources. The Cultural Affairs office provides a number of services, including cultural resource surveys for land-disturbing project within the nation's boundary, review of federal project under Section 106, review of Native American Graves Protection and Repatriation Act notifications, review of incidents under the Archaeological Resources Protection Act, education on cultural resource issues and laws, and cultural sensitivity training. Of special importance to the Tohono O'odham Nation is its Cultural Center and Museum, located in Topawa, in southern Arizona.

San Carlos Apache Tribe

The tribal preservation officer of the San Carlos Apache Tribe is also currently the tribe's archaeologist. Responsibilities of the office include response to Native American Graves Protect and Repatriation Act issues and the preservation of cultural resources on the tribe's lands in Arizona. The San Carlos Apache Cultural Center is located in Peridot and educates visitors about cultural practices and tribal history through informative exhibits and events.

White Mountain Apache Tribe (WMAT)

Established in 1998, the WMAT Historic Preservation Office (HPO) is one of the first 12 recognized THPO programs that began the National Association of Tribal Historic Preservation Officers, and continues with the protection and preservation of sensitive cultural heritage resources in collaboration with various

local, state, and federal agencies. WMAT addresses cultural heritage issues/concerns on the Fort Apache Indian Reservation and through areas of New Mexico, Texas, and parts of Oklahoma, as well as addressing issues facing Native American people on a national level.

The Mission of the HPO is to enhance tribal sovereignty, self-governance, and self-determination through partnerships in protecting and perpetuating the cultural and historical heritage of the White Mountain Apache People and the Fort Apache Indian Reservation. The HPO contributes to the protection, appropriate use, and perpetuation of the cultural and historical heritage of the White Mountain Apache People through programs, services, and projects that:

- Employ Apache principles, values, and persons to manage heritage resources,
- Conserve heritage sites and objects located within tribal lands and Apache aboriginal territory,
- Safeguard Apache interests in and promote Apache responsibility for cultural heritage,
- Restore/revitalize Apache heritage resources and manage for ongoing and future uses.

Colorado River Indian Tribes

The Colorado River Indian Reservation overlaps land in Arizona and California and is home to the Mohave and Chemehuevi Tribes in addition to the descendants of Hopi and Navajo people relocated there in 1945. CRIT operates a museum in Parker that provides a comprehensive history of its people and their heritages and traditions. The tribal preservation officer oversees consultations under federal and state laws regarding projects on the reservation and on traditional use lands.

<u>State Government Partners</u>

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. ADOT utilizes existing cultural resources surveys and conducts new ones when appropriate to inform review of maintenance construction projects under state and federal regulations. ADOT consults with SHPO, land managing and permitting agencies, Tribes, and other consulting parties regarding projects that have potential to affect historic properties.

ADOT, and its federal partner, the Federal Highway Administration (FHWA), in partnership with SHPO and the Advisory Council on Historic Preservation, developed a programmatic agreement (PA) pursuant to Section 106 of the National Historic Preservation Act allowing ADOT to be proactive in developing procedures for assessing categories of projects programmatically. This allows for more predictable and efficient preservation planning and protection of cultural resources under ADOT's jurisdiction. ADOT and FHWA invited land managing agencies, permitting agencies, and Native American Tribes to participate in this PA. Additionally, ADOT produces *Arizona Highways Magazine*, which shares information about the state and its history. ADOT also administers transportation alternative funds from the U.S. Department of Transportation.

Arizona Game and Fish Department (AGFD)

Historic preservation planning is an important component of the AGFD's environmental compliance process. AGFD's Project Evaluation Program utilizes and Environmental Assessment Checklist that is required of all project proponents as part of the

project planning process in order to ensure that agency actions do not adversely affect natural or cultural resources. All staff are required to take an annual training in how to apply this process, specifically to cultural resource compliance. Project proponents are required to ensure there is adequate cultural resource inventory of their particular project area to assist in project planning and the protection of cultural resources.

Completed Environmental Assessment Checklists and inventory reports are reviewed for adequacy and vetted by agency planners and the AGFD Cultural Resource Compliance Manager for potential cultural resources issues, concerns, or conflicts. The Cultural Resource Compliance Manager subsequently consults with the SHPO to ensure that proper steps are taken to fulfill the Department's various obligations under state and federal law with regard to cultural resource planning, management, and preservation for all projects with the potential to adversely affect cultural resources.

The goal of AGFD's Cultural Resource Compliance Program is to ensure historic preservation is considered and incorporated at all levels within the agency while supporting and ensuring the continued success of AGFD's wildlife management mission.

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 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 manages 9.2 million acres of land in trust to maximize revenue for its beneficiaries. ASLD fosters a relationship with its authorized lessees and permittees to ensure that cultural resources

are identified and protected. ASLD prohibits recreation permit holders from visiting archaeological sites to reduce traffic in sensitive areas. ASLD's Cultural Resources Section staff works closely with authorized users of Trust land to ensure that activities on State Trust land preserve and protect cultural resources, or when impact to cultural resources is unavoidable, to ensure that the proper mitigation measures are followed. This approach allows ASLD to actively manage the Trust for the beneficiaries while ensuring compliance with cultural resources statutes and regulations.

Arizona State Parks & Trails (ASPT)

Within its mission of managing and conserving Arizona's natural, cultural and recreational resources, ASPT manages some of the state's most significant resources. State historic parks, including Fort Verde, Tombstone Courthouse, Riordan Mansion, the San Rafael Ranch, and McFarland State Park, provide public education on important aspects of the state's history while preserving important historic buildings.

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.

<u>Local Government Partners</u>

Certified Local Governments (CLGs)

Twenty-nine 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. Below are descriptions of a sample of CLG historic preservation programs and planning.

Phoenix

The Phoenix Historic Preservation Office (HPO) works to protect and enhance historic neighborhoods, buildings, and sites in Phoenix. HPO works closely with the Historic Preservation Commission to identify and designate eligible properties and districts for listing on the Phoenix Historic Property Register. Protection is provided to designated properties through city review and approval of exterior alterations to buildings and demolition requests. HPO also administers the Historic Preservation Bond fund that supports a number of financial assistance programs for historic properties.

In 2015, the City of Phoenix adopted *PreserveHistoricPHX* as the historic preservation component of its comprehensive plan. Through its public participation process with residents and in collaboration with city leaders, staff and the Phoenix Historic Preservation Commission, established the following five goals to move forward and achieve the vision of PreserveHistoricPHX over the following decade:

1) Protect archaeological resources;
2) Protect historic resources;
3) Explore preservation incentives;
4) Develop community awareness;
5) Promote partnerships

Flagstaff

The goal of the Heritage Preservation Program is to implement the public policy for the preservation of the historic environment of Flagstaff, the work of this program includes historic property

inventories, landmark and historic district formation and maintenance, design review, and impact analysis. In addition, the work of this program includes Section 106 reviews for all projects of the federal government, including projects licensed or funded by the federal government. Program staff works with the State Historic Preservation Office and the Heritage Preservation Commission on heritage preservation efforts.

The Flagstaff City Council established a historic facades and signs grant program to assist in the preservation of historically important properties within the community. Grants are approved by the Commission for preservation, restoration, reconstruction, or rehabilitation of historic properties. The work must meet the Secretary of the Interior's Standards for the Treatment of Historic Properties and eligible work must have a public benefit, such as being visible from a public right-of-way. It has been used for the treatment of porches, store fronts, historic signage, cornices, windows, and roofing.

Mesa

The "Purpose" section of Ordinance No. 3733, which amended Mesa's City Code related to historic preservation in 1997, sets forth the current goals for the City's historic preservation program. They include:

1) Recognize that the form and character of Mesa are reflected in its cultural, historical, and architectural heritage;
2) Preserve Mesa's unique cultural heritage;
3) Encourage and facilitate public knowledge and appreciation of the past;
4) Foster civic and neighborhood pride;
5) Encourage public participation in identifying and preserving historical and architectural resources;
6) Enhance property values;
7) Protect and enhance the City's attraction of tourists and visitors;
8) Stimulate business and industry;
9) Identify and resolve possible conflicts between preservation and alternative land uses;
10) Stabilize neighborhoods through preservation and maintenance; Preserve diverse architectural styles, patterns of development and design preferences that reflect phases of the City's history;
11) Encourage complementary contemporary design and construction.

Yuma

Most Arizona communities do not have a stand-alone historic preservation plan. Yuma is typical in that historic preservation is a component to the City's general plan adopted in 2012. The plan identifies the Old Town District in Yuma's North End as a "mixed-use" zoning district where the priority is to support a mix of commercial, cultural, government, and residential uses to ensure a lively pedestrian-oriented district. There special emphasis is placed on tourism and historic preservation due to Old Town's unique qualities. The adopted standards promote mixed–use projects, zero lot line construction, and other design elements to encourage private investment in keeping with the character of the area.

Yuma's downtown revitalization efforts have been based on a strategy of economic development within the context of historic preservation, helping new businesses in the area. The area includes three historic districts: Main Street, Brinley Avenue, and Century Heights. Numerous properties are listed in the National Register, and the waterfronts is the Yuma Crossing National Historic Landmark. The reopening of Main Street to through traffic for the first time since the 1970s along with a great deal of planned and completed Pivot Point development signals an increased commitment to investment in the North End.

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, 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 continuing education and professional training for those involved in cultural resource management.

The Partnership for the National Trails System
Authorized by the 1968/1978 National Trails System Act, thirty (30) National Scenic and Historic Trails to date have been designated by Congress. They reflect the crucial role each trail plays for "re-tracing American history and celebrating the diverse natural beauty of the United States." All have significant scenic, historic, natural, and/or cultural qualities. Arizona has three of these compelling traffic corridors: The Juan Bautista de Anza NHT (1992), The Old Spanish NHT (2002), and The Arizona NST (2010). Together with National Recreation Trails (accessible to urban areas) and Connecting Trails for access to all the others, these routes link historic sites, wildlife refuges, national parks, national forests, wilderness areas, and other public lands with communities, providing "unique linear corridors for environmental and historical preservation. All deserve consideration and

protection by governmental agencies, private landowners, and nonprofit organizations.

Statewide Advocacy Groups

Arizona Archaeological Council (AAC)
The Arizona Archaeological Council is a non-profit voluntary group that promotes the goals of professional archaeology in Arizona. They are dedicated to preserving cultural resources through education and advocacy, with a membership that includes avocationalists, academics, private companies, local communities, and federal, state, and tribal agencies.

Arizona Archaeological Society (AAS)
The Arizona Archaeological Society is an independent, non-profit statewide volunteer organization that connects professional archaeology and avocational volunteers to promote interest in archaeological research in Arizona and to encourage public awareness and concern for the protection of cultural resources. The AAS Phoenix Chapter organizes archaeological training sessions, site tours, and other programs, conducts education and outreach and hosts a monthly lecture series at Pueblo Grande Museum.

Arizona Preservation Foundation
Since 1979, the Arizona Preservation Foundation has worked with local, state and national partners to promote and protect Arizona's historic resources. The organization compiles Arizona's Most Endangered Historic Places List; publishes a Historic Preservation Referral Guide for homeowners and building professionals; issues Preservation Alerts about possible demolitions; communicates preservation success stories and challenges through social media and the Web; offers a Speaker's Bureau for meetings and events; helps organize the annual Arizona Historic Preservation Conference and Governor's Heritage Preservation Honor Awards in conjunction with the State Historic Preservation Office; offers registration discounts to the annual conference and other sponsored tours and workshops; and is always ready to advocate for historic preservation statewide.

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

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." Archaeology Southwest 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.

Arizona Site Steward Program Foundation

The Arizona Site Steward Program Foundation aids the Site Steward Program, a volunteer program managed by Arizona State Parks which provides onsite monitoring of cultural sites. The Foundation raises funds and provides support for training and sharing expertise through collaborative volunteer efforts. The Foundation also sponsors public education and outreach to help the Site Steward Program communicate its goals and needs to the general public and promote consideration for the value of protecting cultural resources as a vital part of the heritage of our shared past in Arizona

Local Advocates

Tucson Historic Preservation Foundation

Since its founding in 1984, the Tucson Historic Preservation Foundation board and volunteers have worked tirelessly to preserve the places that make Tucson special. Foundation activities include efforts to save Tucson's neon signs, sponsor Tucson Modernism Week, and list numerous properties on the National Register of Historic Places, including the Modern Landscape Plaza designed by Garrett Eckbo at the Tucson Community Center. The Foundation presents a popular annual spring home tour, weekly downtown walking tours, and educational workshops. It recently partnered with the City and private property owners to revise and update Tucson's Historic Landmark Designation, reviving an important permanent preservation tool. The Foundation lobbied to save Marist College, Arizona's only three-story adobe building, the Valley of the Moon, a Depression-era fairy tale garden, the 1929 Voorhees–Pattison House designed by Roy Place, and the Old Pascua Matus- Meza House. In addition, the Foundation hosts state and national conferences, prepared and coordinated the designation of Tucson as a Preserve America City, and published books and guides. The Foundation partners with the National Trust for Historic Preservation to save Arizona's National Treasures including the Mountain View Officers Club at Fort Huachuca and the Mission 66 Painted Desert Community Complex designed by famed architect, Richard Neutra.

Phoenix Historic Neighborhoods Coalition

The Phoenix Historic Neighborhood Coalition works with the 36 historic neighborhoods in Phoenix to create awareness of programs such as the State Historic Property Tax Reduction Program, the Phoenix Exterior Rehabilitation Grant Program, and other historic property incentives. They also publish the enDangered Dozen list and the Historic Neighborhoods of Phoenix map. The Coalition initially met as a group of just a few historic neighborhoods in 1997 and obtained non-profit status in 2013.

Modern Phoenix Neighborhoods Network

Modern Phoenix Neighborhood Network was founded in 2004 as an online archive documenting midcentury modern architectural design in central Arizona to help consumers locate, research and invest in midcentury properties. Maps, biographical profiles of architects, vintage primary sources and a lively social media presence assist property owners wishing to restore and preserve their midcentury buildings. The organization's annual event Modern Phoenix Week brings awareness and appreciation for midcentury Phoenix through tours, talks and educational workshops that have included the expertise of the city's Historic Preservation Office.

Preserve Phoenix

Preserve Phoenix is a non-profit historic preservation organization that advocates for the preservation of Phoenix's historic environs and educates the public on the value of historic preservation. Founded in 2012 initially to help save the David and Gladys Wright House from demolition, Preserve Phoenix in 2019 re-launched with a broader mission to convene Phoenix preservationists and engages in impactful advocacy and meaningful educational initiatives.

Flagstaff Townsite Community Land Trust

The Flagstaff Townsite Community Land Trust is a non-profit organization that acquires historic houses, rehabilitates them, and then sells the building while retaining ownership of the land in order to provide long-term stewardship of the properties to provide affordable housing while retaining the historic character of the buildings.

Historical Societies and Museums

There are many local historical and archaeological societies in Arizona. 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 provide 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, the Southwest Archaeology Team, the Arizona Archeological Society and the Arizona Archaeological and Historical Society.

Arizona's Historic Resources

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

When Arizona Territory was established in 1863, the stage was set for 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 United States. This marked the first great expansion of population in Arizona's modern 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 climate, natural beauty, and economic opportunities.

Since 1950, our population has grown from 750,000 residents to over seven million. In 2017, the Census Bureau reported Maricopa County was the fastest growing county in the U.S, though the rate of growth remained below what had occurred before the Great Recession. The population outside the Phoenix metropolitan area has also grown, but at a notably slower pace.

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.

***Camp Verde Grammar School**. Camp Verde, Yavapai County*
Constructed in 1915 and expanded in subsequent years, served the educational needs of Camp Verde children until 1972. It now serves as the town museum and visitors center.
National Register listed November 19, 2018.

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?

The term "historic property" is used colloquially, along with synonymous terms like "historic resource," "cultural resource," and "heritage resource," to refer to the variety of property types spanning 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.

In professional usage, particularly in the context of Section 106 of the NHPA and its regulations, a historic property is more narrowly defined as a building, structure, object, site, or district eligible for listing in the National Register of Historic Places.

What Makes a Property Historic?

As the official listing of historic properties worthy of preservation, the National Register of Historic Places established 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.

The significance of a historic property can be judged and explained only when it is evaluated within its historic context. Historic contexts are those patterns or trends in history by which a specific occurrence, property or site is understood and its meaning made

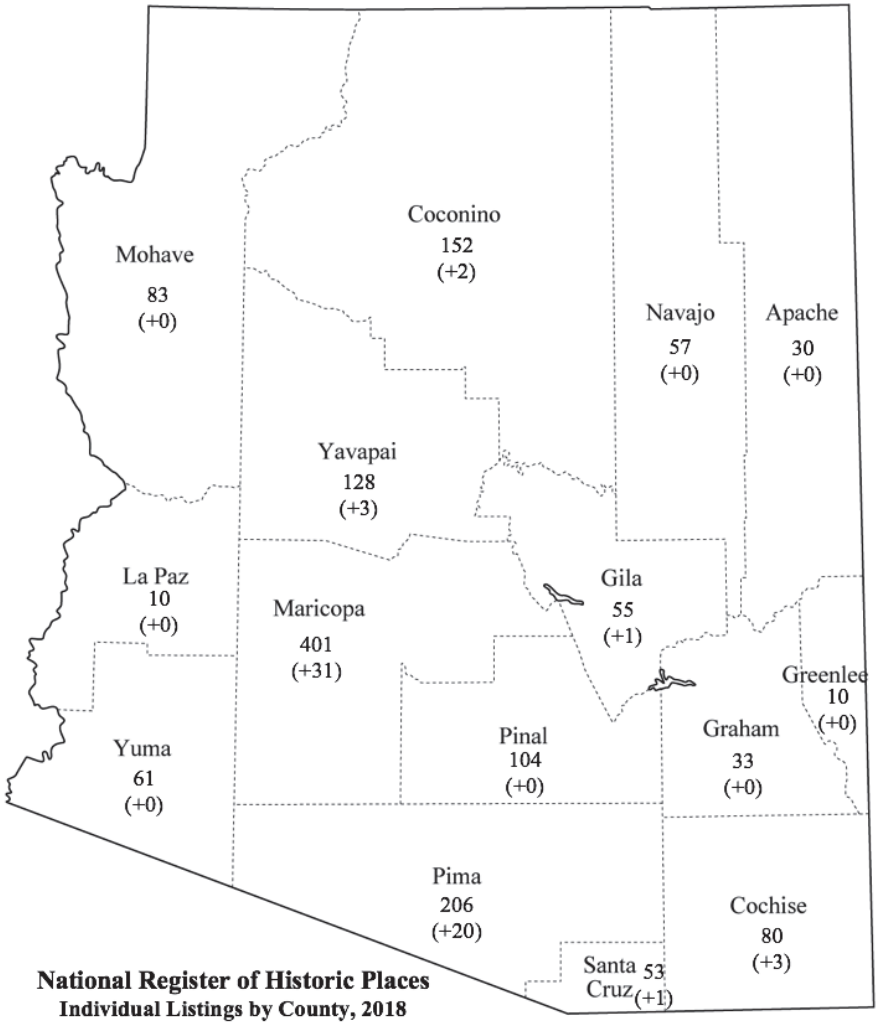
clear. A historic context includes the facet of prehistory or history of the locality, state or nation that the property represents; whether that facet is significant; and whether it is a type of property that has relevance and importance in illustrating this historic context.

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

Who Decides What is Historic?
The Keeper of the National Register of Historic Places ultimately determines what is historic. Knowledgeable professionals and citizens make this determination through a public process of review and validation. Any individual, group, or agency may nominate properties to the National Register, but in any case, nominations are reviewed at the state and federal level to ensure that properties meet the criteria for listing described above.

The National Register is more than a list of properties significant to the entire country. It also recognizes properties 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 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 to recognize significant historic resources and, hopefully, protect and preserve them. Properties eligible for listing in the National and



National Register of Historic Places
Individual Listings by County, 2018
(New Listings since 2014 Plan Update)

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

The identification and nomination of historic properties may be done by virtually anyone—government agencies, tribes, advocacy organization, neighborhood groups, or individuals. Listing in the National Register can be an important step in planning for a property's continued use and enjoyment. Knowing what it takes to recognize a property as historic leads to the next question, 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. Most archaeological sites are interpreted for their research value, while some sites of special importance are

interpreted to the public for their educational values while at the same time serving as an attraction for tourists (for example Pueblo Grande Museum in Phoenix). 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, finding a potential contribution of archaeological sites towards meeting current public needs can be a challenge. 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 also having the additional benefit of promoting tourism, one of Arizona's

Dr. Howard Paul Harrenstein House*. Tucson, Pima County*
Contructed in 1962-63, the Harrenstein House is a representative of Expressionist Modernism with its thin-shell concrete hyperboloid construction.
National Register listed August 28, 2019

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 educational interpretation.

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

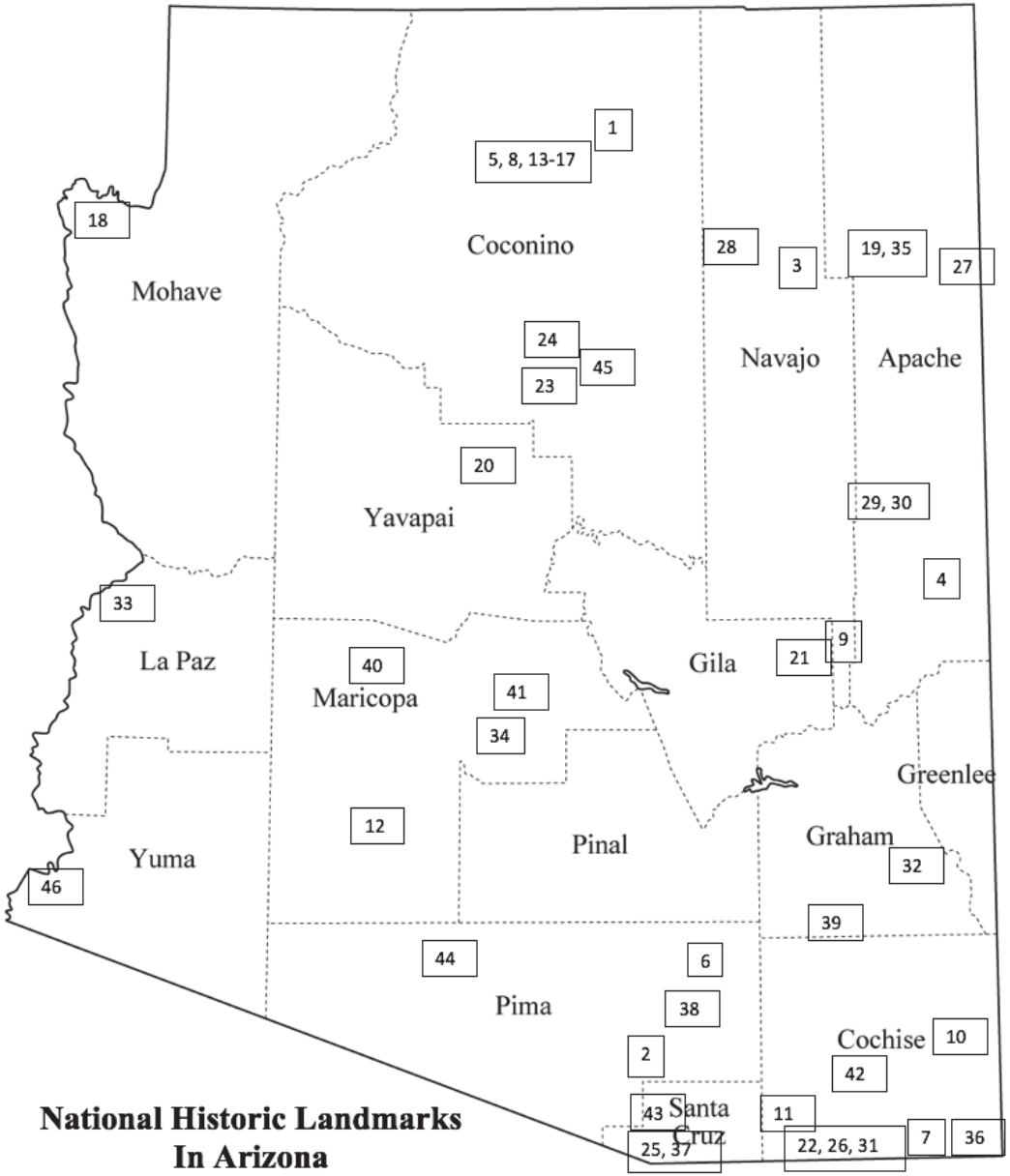
National Historic Landmarks (NHLs) are a special designation of historic properties that have been identified as having importance to the nation as a whole. Forty-six properties in Arizona have been designated NHLs. These range from individual buildings such as the Hubbell Trading Post in Tuba City on the Navajo Reservation, to entire communities like the old mining town of Jerome. NHLs 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 2014 Plan Update, two sites in Arizona have been designated NHLs by the National Park Service. The 1956 Grand Canyon TWA-United Airlines Aviation Accident Site memorializes the site of a tragic mid-air collision that proved a catalyst for the improvement of air traffic safety procedures. The Painted Desert Community Complex is the Mission 66-era administrative center for the Petrified Forest National Park notable for its modernist design by architect Richard Neutra.

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.

National Historic Landmarks in Arizona

1. 1959 Grand Canyon TWA-United Airlines Aviation Accident Site
2. Air Force Facility Missile Site 8 (Titan II ICMB Site 571-7)
3. Awatovi Ruins
4. Casa Malpais Site
5. Colter, Mary Jane, Buildings
6. Desert Laboratory
7. Double Adobe Site
8. El Tover
9. Fort Apache and Theodore Roosevelt School
10. Fort Bowie and Apache Pass
11. Fort Huachuca
12. Gatlin Site
13. Grand Canyon Depot
14. Grand Canyon Lodge
15. Grand Canyon Park Operations Building
16. Grand Canyon Power House
17. Grand Canyon Village
18. Hoover Dam
19. Hubbell Trading Post
20. Jerome Historic District
21. Kinishba Ruins
22. Lehner Mammoth-Kill Site
23. Lowell Observatory
24. Merriam, C. Hart, Base Camp Site
25. Mission Los Santos Angeles De Guevavi
26. Murray Springs Clovis Site
27. Navajo Nation Council Chamber
28. Old Oraibi
29. Painted Desert Community Complex
30. Painted Desert Inn
31. Phelps Dodge General Office Building
32. Point of Pines Sites
33. Poston Elementary School, Unit 1, Colorado River Relocation Center
34. Pueblo Grande Ruin and Irrigation Sites
35. Sage Memorial Hospital School of Nursing, Ganado Mission
36. San Bernardino Ranch
37. San Cayetano De Calabazas
38. San Xavier Del Bac Mission
39. Sierra Bonita Ranch
40. Snaketown
41. Taliesin West
42. Tombstone Historic District
43. Tumacacori Museum
44. Ventana Cave
45. Winona Site
46. Yuma Crossing and Associated Sites



Planning Methodology

The 2019 Arizona State Historic Preservation Plan Update is a continuation of the State Historic Preservation Office's planning efforts conducted over the past fifty years since the first Arizona interim preservation plan was approved by the National Park Service in 1970 (for a synopsis of preservation planning, see Appendix A). The 2019 update builds on the results of 1996 comprehensive statewide historic preservation plan and its subsequent updates in 2000, 2009, and 2014, which established the outline of fundamental goals that continues to guide the SHPO and Arizona's preservation community.

The update process began with an in-house review by the SHPO of its programs, funding, staffing, facilities, and work load since the 2014 update. Staff reviewed its mandated program activities, proactive projects, and accomplishments at a staff retreat, the results of which are included in the SHPO task list (Appendix A, p. 49). Important changes affecting the SHPO and historic preservation in general were identified and included in the discussion of current issues.

The first outreach effort in the planning process was a survey of Arizona state agencies on their compliance with the Arizona State Historic Preservation Act. Agencies were asked a series of questions gauging how well historic preservation has been integrated into their planning. Questions included if they had incorporated historic preservation into their internal planning, if they had included historic preservation in their specific agency plans, if they had a designated employee to coordinate the agency's historic preservation responsibilities and whether they met the Secretary of the Interior's professional standards, and what preservation projects they may have recently undertaken. Other questions asked about the agency's efforts to identify cultural resources, whether they documented historic properties as mitigation for adverse effects, and whether they had submitted projects plans to the SHPO for review and comment.

The results of the state agency survey indicate a wide variation in compliance with the provisions of the state preservation act. Approximately three-quarters (74%) of respondents indicated their agencies incorporated historic preservation in their internal planning, though only 41% said the preservation was integrated in their specific plans. A larger proportion (81%) responded that historic preservation was included in agency policies, procedures, or regulations. Just over half of responding agencies (57%) said they had a designated employee while only 39% of these had staff actually meeting the Secretary's standards. Other survey results included the finding that 37% of agencies had conducted surveys to identify Register-eligible resources, that only 14% had prepared mitigation documentation (e.g., HABS/HAER), and that only about a third (35%) had solicited review and comment by the SHPO on planned agency projects or actions. As a general characterization, the larger agencies with either extensive land holdings (e.g., Arizona State Land Department) or strong federal connections (e.g., Arizona Department of Transportation) were more likely to maintain qualified staff, to have integrated preservation planning, and who worked with the SHPO in the review of agency plans. Smaller agencies like the Department of Real Estate, the Department of Health Services, and the Department of Tourism, were less likely to have qualified staff, integrated preservation planning, or to review plans with the SHPO.

The Arizona Historic Preservation Conference, held June 6-8, 2018 at the Hotel Valley Ho in Scottsdale, brought together preservation professionals and advocates from around the state to discuss current issues affecting cultural resource management. Ahead of the conference, the SHPO developed a working draft of the state plan update for review and discussion by conference attendees. This working draft provided the basis for a presentation on the

plan's goals and objectives, while seeking input on the trends affecting historic preservation in the near future and ideas for setting preservation priorities. The lively discussion identified several areas of concern, such as social equity, the threat to historic properties from downtown redevelopment, changing streetscapes and the loss of outdoor space, and continued skepticism over the role of government by many citizens. The mass purchase of historic properties within the Temple Historic District in Mesa in anticipation of a large redevelopment project was a major concern of the moment. Ideas for moving historic preservation forward in the next five years included increasing public involvement, especially of younger students, following a model program in Vail that involved high school students in the preservation of a historic building. Other ideas included creating more volunteer opportunities, tying preservation to economic development, the need to educate bankers, insurance, and appraisers on the special needs of historic property, and the need for new funding. Reviving a preservation grant program such as the old Heritage Fund remained an aspiration in the preservation community (since fulfilled by the Legislature in 2019). Ideas from this public forum were then worked into the revised text of the plan update.

The 2014 plan update included a telephone survey of the general public conducted in cooperation with Arizona State University. Unfortunately, the cost of such a survey proved prohibitively expensive to repeat during this update. To gauge the opinion of a broader part of the preservation community, the SHPO developed an online Surveymonkey poll, which ran from March through June 2018. In addition to seeking opinions on current issues and preservation priorities, the poll specifically sought opinions on the draft plan's goals and objectives. The respondents to the poll provided critical perspective on the goals, sometimes pointing out the disparity between aspirations and the reality facing the preservation community. Because of the importance of this survey in revising the draft plan, its major findings are described below.

One hundred eighty-three people responded to the Surveymonkey poll. Of these, exactly one-third (33.34%) identified as employees of a federal, state, or local government agency or tribe. The remainder identified as employed by a non-government entity or simply as private citizens. A plurality of respondents (30.05%), were professional or avocational archaeologists. Other categories of respondents included historic property owners (9.84%), associated with non-profit organizations (15.85%), professional preservation consultant (12.57%); employed by a private firm, (8.74%), and real estate professional (1.09%). Of the total respondents, one-third (34.43%) had no previous awareness of the Arizona State Historic Preservation Plan.

The survey's question about the plan's Vision Statement (p. 7) asked respondents to evaluate how well that vision matched present reality. Most respondents (58.47%) answered that the Vision Statement contained "some truth, but not across the board," with 22.95% feeling the statement was more fiction than reality, while 15.85% thought it highly accurate. Commentary on this question generally recognized the difficulty in harmonizing the needs of modern society with the preservation of cultural resources.

Asked to identify the top three challenges facing historic preservation in the next five years, respondents overwhelmingly (69.89%) pointed to a lack of political support. The next two major challenges, lack of funding (52.84%) and lack of local regulations (27.27%) would seem to be logical consequences of the broader concern over the lack of political support. Skepticism over the politics of preservation, however, did not extend to the general public as only 23.30% of respondents identified lack of public support as a critical concern. Other areas of concern included demolition by neglect (20.45%); unmanaged development (17.61%); threats to properties of religious and cultural significance to Native American tribes (13.07%); a need for public historic preservation education (19.32%); gentrification (7.95%);

and lack of local historic/cultural resource identification and survey (6.25%).

Asking specifically about the issues facing the archaeological profession in Arizona today, the major areas of concern were creative mitigation of adverse effects under Section 106 (42.61%); better integration of tribal perspectives in plans, analyses, interpretations, and reports (30.11%); increased use of preservation covenants to protect historic properties (28.98%); and increased use of standard treatments and best management practices in agreement documents. Other issues related to the archaeological profession included more intensive use of remote sensing (10.23%); survey sampling (9.66%); in-field analysis of prehistoric artifacts (8.52%); the culling of curated collections (8.52%); and the coordination of reviews by the SHPO and the Arizona State Museum (14.20%).

The survey asked what types of historic and cultural resources are most threatened in Arizona. The most endangered property type identified by a majority of respondents (54.55%) was cultural/historic landscapes. This was followed by substantial concern over prehistoric archaeological sites (40.91%) and traditional cultural places (38.07%). Other areas of major concern included threats to historic downtowns (31.82%); to historic neighborhoods (27.27%); to rural communities (26.70%); to historic archaeological sites 26.70%); and to post-World War II architecture (20.45%).

Tribal consultation is a critical part of the Section 106 process in Arizona. The survey asked how agencies might do a better job with regarding to integrating tribal collaboration and perspectives into their project planning. Nearly a third of respondents (31.82%) cited "Don't know/no opinion," perhaps reflecting the large portion of the preservation community not typically involved in the Section 106 process. Means to improve tribal consultation included the integration of tribal collaboration processes and results into agency land use planning and implementation (22.73%); integration of tribal collaboration processes and perspectives into agency compliance plans and documents (26.14%); and integration of tribal perspectives and interpretations into public education programming (9.09%).

For the vital question of what historic preservation objectives should be addressed by the state historic preservation plan, responses ranged widely. The largest number of responses (44.89%) called for the advocacy of new historic preservation incentives, such as tax benefits and grants. This was followed by the need to integrate historic preservation initiatives into planning efforts (43.75%); provide local financial incentives for preservation projects (37.50%); provide more and better public historic preservation educational opportunities (31.82%); the establishment of additional/better local preservation laws (25.57%); the protection of archaeological sites (23.30%); encourage cities and towns to become Certified Local Governments (21.59); and integrate tribal perspectives into historic preservation planning and mitigation (21.02%). Other objectives identified by the survey included the listing of properties in the National Register of Historic Places (9.66%); the identification and survey of unknown cultural resources (16.48%); and the promotion of historic preservation easements and other protective covenants (14.20%).

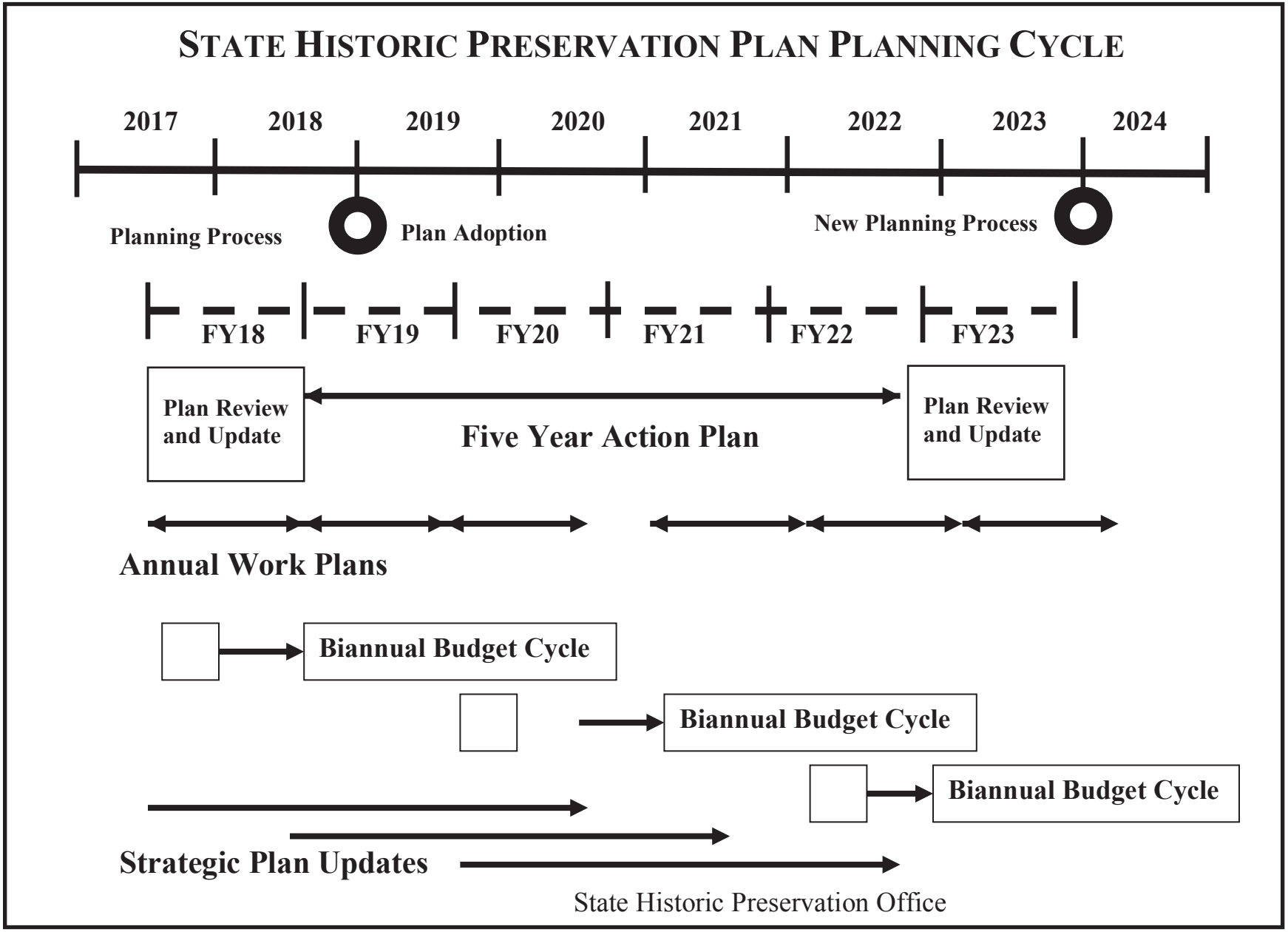
The survey asked respondents to gauge their support for the state plan update's eight goals (pp. 13-16). With responses ranging from zero (do not support) to five (strongly support), the weighted responses for all eight goals ranged from 4.50 to 4.78, all leaning to the strongly support side. This is a critical finding for the plan update as it demonstrates that the preservation network is broadly supportive of the plan update's major provisions. Also, the high level of support for the eight goals is consistent with the findings of public surveys in previous planning efforts. The poll provides

strong support for the continuing relevance of the plan's fundamental goals for the preservation community at large.

Arizona has twenty-two sovereign Native American communities that are a vital part of the preservation network. Encompassing over a quarter of the state's area, tribal lands contain not only cultural resources in the sense of buildings, structures and objects, but also sites of spiritual and cultural importance tied to centuries of occupation. In addition, Arizona's Indian tribes have preserved cultural links to traditional places now outside the bounds of their sovereign lands. All tribes have programs intending to preserve vital aspects of their culture and inclusion of their perspective in this plan is important if it is to meet the goal of being a truly statewide comprehensive planning document. Seven tribes have received National Park Service recognition as independent tribal preservation offices as defined by the National Historic Preservation Act.

Specific consultation with tribes on the development of this plan update began at the regular meeting of the Four Southern Tribes Cultural Resource Working Group on August 17, 2018. This group consists of the cultural resource staffs of the Tohono O'Odham Nation, the Ak-Chin Indian Community, the Gila River Indian Community, and the Salt River Pima-Maricopa Indian Community. Staff of the SHPO presented a summary of the plan and its draft outline of issues and goals. Copies of the draft plan were provided to the group with the request for input based on their unique perspectives. The draft plan was formally submitted to all Arizona tribes in late October 2018 for a ninety-day review and comment period. Although relatively few responses from tribes were received, the comments helped to improve the plan's description of tribal preservation offices and programs.

At the SHPO retreat held on May 22, 2019, staff reviewed the draft plan as modified following the results of tribal consultation. They updated the Work Program Task List for fiscal year 2019-20 (see Appendix A) for SHPO-specific programs and activities.


STATE HISTORIC PRESERVATION PLAN PLANNING CYCLE
2017
2018
2019
2020
2021
2022
2023
2024
Planning Process
Plan Adoption
New Planning Process
FY18
FY19
FY20
FY21
FY22
FY23
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

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APPENDIX A

2019-20 (FY2020) Work Program Task List

For the purposes of illustration, the SHPO's annual work program task list for FY 2018 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 Historic Sites Review Committee.

Program Administration

Basic Tasks:

- Present policy, program and process recommendations to the ASPT Director and the Governor.
- Prepare NPS End-of-Year Report, new HPF application and agency annual report.
- Compile data for AMS Dashboard and Scorecard.
- Monitor changes to the NPS/HPF grant funding process.
- 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.
- Liaison with HAAC and AAC.
- Statutory member of AHAC.
- Provide technical assistance to Site Stewards Program.
- Monitor preservation legislation.
- Complete annual personnel performance reviews
- Maintain cost recovery program with FHWA/ADOT.
- Seek training opportunities, such as webinars and HPC workshops and sessions.
- Review tribal applications for THPO status, when provided to SHPO by the NPS.
- Maintain Essential Records Schedule.
- Maintain SHPO website.

Proactive Tasks:

- Seek out new program partners and funding.
- Continue copying of SHPO historic property inventory and library documents into electronic formats.
- Hire interns for special projects.

Completed Tasks:

- Hired and trained a new Administrative Assistant staff position.
- Revised the Records Retention Schedule for SHPO records.
- Reorganized staffing following the retirement of Deputy SHPO for Archaeology and Compliance.
- Transitioned email and calendars to Google.
- Transferred tribal cultural resource records from State Archives to SHPO.

Compliance:

Basic Tasks:

- Review federal and state agency undertakings.
- Complete reviews within designated time frames.
- Meet with agencies and visit project and property locations as appropriate.
- Provide Section 106 and State Act training opportunities.
- Coordinate with ASPT's Trails and Grants Section on federal and state grant compliance.
- Prepare annual state agency survey and compliance report.
- Participate in performance reviews for PAs and MOAs.
- Provide compliance assistance to tribes and local governments.
- Work with state and federal agencies and NCSHPO to update critical PAs/MOUs or to generate new PAs/MOUs.
- Assist federal agencies working on congressionally mandated projects.

- Work with agencies and tribes on TCP issues.

Proactive Tasks:

- Explore alternative mitigation methods.
- Attend GOTR liaison meetings to advise state agencies on tribal consultation.
- Evaluate e-106 software platforms.
- Continue development and updating of "SHPO Guidance Points."
- Educate legislators and policy makers on federal and state compliance processes.
- Participate in ADEQ's Technical Working Group on Cultural & Historic Resources, including attending meetings and contributing a white paper on their potential assumption of Section 404 permits.

Completed Tasks:

- Developed HUD PA template for use by ADOH and applicants and put on website.
- Developed compliance streamlining ISA with ASPT.

Survey and Inventory:

Basic Tasks:

- Participate in AZSITE Consortium Board
- Coordinate with federal and state agencies, local communities, and CLGs on survey efforts and priorities, including historical and archaeological sites and districts.
- Process Determination of Eligibility forms.
- Process incoming historic property inventory forms.
- Provide historic and architectural survey technical assistance to communities, property owners, and consultants.
- Maintain inventory records.
- Monitor Historic Cemetery Inventory Program.
- Provide technical assistance on archaeological survey methods, documentation and eligibility determinations.
- Digitize SHPO inventory and library data, reports and files.

Proactive Tasks:

- Explore Arizona Memory Project as means to make certain SHPO collections publicly available over the internet.
- Explore development of comprehensive SHPO inventory system.
- Work with agencies on developing large-scale fire and vegetation management best practices for survey and mitigation methodologies.
- Develop guidance on evaluating and documenting archaeological properties eligible under Criteria A, B, or C.
- Develop form and guidance for evaluating and documenting in-use historic structures.
- Evaluate and develop methods for serving up inventory data on in-use structures.

Completed Tasks:

- Shared inventory data with AZSITE.

National/State Registers:

Basic Tasks:

- Process National Register nominations.
- Review federal and state agency nominations.
- Coordinate with CLGs on nomination review.
- Provide technical assistance to property owners, consultants and agencies.
- Coordinate with CLGs and neighborhood associations on district update needs.
- Monitor continued eligibility of NRHP/ARHP and NHL properties.
- Facilitate HSRC meetings.
- Create digitized maps of historic district amendments.

Proactive Tasks:

- Work with our partners including CLGs on proactive NRHP projects.
- Encourage archaeological nominations, especially districts, and tribally significant properties, as appropriate.

- Use interns in nomination preparation and updates of historic districts.
- Assign HP Conference sessions for HSRC and consultant training on NRHP issues.
- Undertake NRHP nominations for properties of outstanding significance.

Planning:

Basic Tasks:

- Review CLG annual reports and work plans.
- Coordinate with ASPT strategic planning and budget requirements.
- Align annual task list with updated State Historic Preservation Plan, Dashboard and Lean Scorecard.
- Collect statistical information for NPS annual reports.
- Prepare State Historic Plan Update for completion in 2019.
- Continue to implement State Historic Preservation Plan Update 2014.
- Assist state and federal agencies to better integrate tribal input into the planning process.
- Review state and federal agency management plans.

Proactive Tasks:

- Undertake Survey Monkey poll for State Historic Preservation Plan Update.
- Pursue partnerships for local planning workshops.
- Participate in state goal councils as needed.
- Explore new historic context studies.
- Assist partnership groups (e.g., cities, counties, CLGs and tribes) with historic preservation planning efforts.

Completed Tasks:

- Organized a charette for the State Fairgrounds.
- Advised Capitol Mall and Real Estate Goal Councils.

Grants:

Basic Tasks:

- Review and monitor NPS funded grants.
- Coordinate HPF CLG pass-through program.
- Inspect and monitor grants, covenants and easements for compliance.

Proactive Tasks:

- Seek grants

Completed Tasks:

- Received $500,000 NPS Civil Rights Grant for Mountain View Officers Club
- Assisted in preparation of successful NPS Underrepresented Communities grant for Tucson Barrio Historico NHL project.
- Preparation of successful AAC cultural sensitivity grant.

Certified Local Governments:

Basic Tasks:

- Assist communities, including counties, to become CLGs.\Monitor existing CLGs.
- Provide technical assistance on preservation issues.
- Recommend integration of State Plan Goals into CLG historic preservation plans.

Proactive Tasks:

- Explore model archaeological ordinances for use by CLGs.
- Assist CLGs in planning pass-through grant projects.
- Assist targeted communities to become CLGs.

Tax Incentives:

Basic Tasks:

- Provide technical assistance to Federal Tax Credit and SPT program applicants.
- Serve as liaison of Federal Tax Credit Part 1s, 2s, and 3s.
- Process Federal Tax Credit and SPT applications.
- Review participant reports, status and proposed projects.
- Review Commercial Historic Property Tax projects.

Proactive Tasks:

- Explore fee-based applications for residential and commercial property tax incentive programs.
- Meet with development community and municipalities to promote the tax incentives.
- Explore companion state tax credit for commercial rehabilitations.
- Monitor proposed incentive legislation

Completed Tasks:

- Prepared white paper on benefits of tax incentives in Arizona.

Public Education:

Basic Tasks:

- Continue annual Historic Preservation Conference.
- Coordinate the Heritage Preservation Honor Awards with APF, AAC, AHS, and Governor's Office.
- Provide support to GAAC and their Awards in Public Archaeology.
- Monitor and update ASPT/SHPO website as needed.
- Update Facebook with SHPO events and news.

Proactive Tasks:

- Provide advice on Site Stewards Program activities in coordination with program partners.
- Provide specialized training opportunities to agencies and the public.
- Evaluate continuation of AAHAM and Archaeology Expo under alternative management.
- Provide targeted historic preservation training opportunities to professionals.
- Use social media to promote public education programming.
- Serve as non-voting member of Arizona Site Steward Program Foundation Board.
- Produce SHPO Fact Sheet/Booklet

Completed Tasks:

- Restructured and enhanced content on SHPO website.

ABBREVIATIONS GLOSSARY

AAC	Arizona Archaeological Council
AAHAM	Arizona Archaeology and Heritage Awareness Month
ACHP	Advisory Council for Historic Preservation
ADEQ	Arizona Department of Environmental Quality
ADOG	Arizona Department of Housing
ADOT	Arizona Department of Transportation
AHAC	Arizona Historical Advisory Commission
AHF	Arizona Heritage Fund
AHS	Arizona Historical Society
AMS	Arizona Management System
APF	Arizona Preservation Foundation
ASLAPR	Arizona State Library, Archives and Public Records
ASM	Arizona State Museum
ASPT	Arizona State Parks and Trails
ASU	Arizona State University
AZSITE	Statewide Inventory of Cultural Resources
CLG	Certified Local Government
FHWA	Federal Highway Administration
GAAC	Governor's Archaeological Advisory Commission
GOTR	Governor's Office on Tribal Relations
HPF	Historic Preservation Fund
HSRC	Historic Sites Review Committee
HUD	[Department of] Housing and Urban Development
MOA	Memorandum of Agreement
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
SHPO	State Historic Preservation Office
SPT	State Property Tax [Program]
ARHP	Arizona Register of Historic Places
TCP	Traditional Cultural Property
THPO	Tribal Historic Preservation Office

APPENDIX B
Fundamentals Map for the State of Arizona

ARIZONA

OPPORTUNITY FOR ALL

FOUNDATIONS

Governor Doug Ducey

MISSION
We will serve, protect, promote and defend the State of Arizona and its citizens in their pursuit of a better life.

SHARED VISION

CORE VALUES
- Do the Right Thing
- Commit to Excellence
- Care About One Another

CORE BELIEFS
My responsibility is to...
UNDERSTAND CUSTOMER NEEDS → IDENTIFY PROBLEMS → IMPROVE PROCESSES → MEASURE RESULTS
Do More Good

LEADERSHIP
True Leaders Change Things to Make them Better

KEY GOALS

- 21st Century Education
- Strong, Innovative Economy
- Healthy People, Places & Resources
- Safe Communities
- Efficient & Accountable Government

STATE KEY FUNCTIONS / GOAL COUNCIL CHAIR

AGENCY KEY FUNCTIONS / LEAD MEASURES

Ensuring World Class Education
Dawn Wallace, Senior Advisor, Education

1. Setting and implementing successful best practices in educational policy that foster critical thinking, communication and collaboration
2. Creating Arizona standards, assessments, and accountability systems that are meaningful
3. Recruiting and retaining quality educational professionals
4. Closing the achievement gap for low-income and minority students
5. Providing access and choice to high-quality early learning opportunity
6. Promoting rigorous pathways to postsecondary education based on each student's interests
7. Strengthening the alignment of education outcomes to workforce needs

a. Student attendance rates
b. Increasing the number of A & B schools
c. Improvement of C, D and F schools
d. Higher-quality school leadership
e. Teacher retention
f. Teacher pay
g. Students enrolled in college & career preparedness programs
h. Postsecondary degrees, certifications & credentials for low-income students
i. Education investment

Driving Economic Opportunity
Sandra Watson, Director, Commerce Authority

1. Setting economic policy
2. Making it easier to do business and embracing "start-up state" positioning
3. Developing, retaining, and attracting skilled workers
4. Expanding, retaining, and attracting businesses
5. Raising Arizona's positive profile nationally and internationally
6. Maintain and expand Arizona's critical public assets and infrastructure

a. New company formations
b. Housing costs
c. New construction permits
d. Overnight visitors
e. Skilled worker apprenticeships
f. Unemployment rate
g. Labor force participation
h. Public infrastructure investment
i. Private sector capital investment
j. Tort liability
k. Foreign direct investment

Championing the Health of People and Resources
Dr. Cara Christ, Director, Health Services

1. Setting health and natural resource policy
2. Promoting active and healthy people
3. Conserving resources for multiple benefits
4. Ensuring healthy food supply and drinking water
5. Protecting air quality
6. Ensuring appropriate access to healthcare services
7. Ensuring healthy homes and workplaces
8. Preserve water supply for future use

a. Nursing visits for perinatal high risk
b. Teens in pregnancy prevention program
c. Physicians using prescription drug monitoring database
d. Small drinking water system compliance
e. Colorado River water conserved
f. Underserved food areas
g. Delivery of mental health services
h. Hunt/Fish license sales

Protecting Life and Property
Gilbert Orrantia, Director, Homeland Security

1. Setting safety policy
2. Enforcing laws
3. Deterring criminal activity
4. Protecting children and families
5. Providing law enforcement and fire services
6. Managing Corrections
7. Mitigating risk through prevention and education
8. Promoting safe workplaces
9. Coordinating emergency readiness
10. Ensuring safe travel

a. Uniform crime report data
b. Sexual assault evidence collected/kits
c. Removal rate of children from unsafe homes
d. Permanency within 12 months of removal
e. Workplace safety
f. Emergency response plans
g. Wildfire plans
h. Former inmate community supervision program completion
i. Fire risk to people and places
j. Traffic stops
k. DUI arrests
l. Child seats installed/inspected

Accelerating Agency Performance
Craig Brown, Director, Administration

1. Planning and reviewing performance
2. Improving processes
3. Attracting, developing, and retaining talent
4. Delivering world-class procurement
5. Driving innovative IT solutions
6. Optimizing physical assets
7. Managing risk
8. Balancing the budget

a. State employees
b. Regrettable attrition
c. IT Performance
d. Administrative rules eliminated
e. Cost savings
f. Arizona Management System adoption
g. Transactions online
h. Speed of service
i. Taxpayer satisfaction

Government at the Speed of Business: DECIDE FASTER / RESPOND FASTER / RESOLVE FASTER / MORE SERVICES ONLINE / TAX DOLLARS SAVED

MISSION MEASURES

EDUCATION OUTCOMES
a. Preschool Enrollment
b. 3rd Grade Reading
c. 8th Grade Math
d. High School Completion
e. College-Going
f. Youth Enrolled in School or Working
g. Postsecondary Attainment

ECONOMIC OUTCOMES
a. Median household income
b. Total personal income
c. Foreign trade
d. Economic diversity
e. Job growth
f. Total spending by overnight visitors
g. Tax climate
h. Economic freedom

HEALTH OUTCOMES
a. Air Quality Index
b. Lake Mead level
c. Drinking water quality
d. Park & outdoor recreation
e. Mental health
f. Smoking
g. Drug & alcohol abuse
h. Teen pregnancy
i. Infant mortality
j. Healthy weight

PUBLIC SAFETY OUTCOMES
a. Juveniles rehabilitated
b. Violent crime
c. Property crime
d. Border strike force seizures
e. Children in out-of-home care
f. Injured workers
g. Traffic fatalities
h. Natural disaster & wildland fire response
i. Acres burned in unwanted wildland fires
j. Recidivism

IMPROVING GOVERNMENT OUTCOMES
a. Tax Reduction
b. Government Spending
c. Credit Rating
d. Transparency
e. State Debt

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APPENDIX C

SYNOPSIS OF SHPO PLANNING

Early Advocacy for Historic Preservation in Arizona

The National Historic Preservation Act [Sec 101 (b)(3)(c)] mandates that the State Historic Preservation Office prepare and implement a comprehensive statewide historic preservation plan. 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 a 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 the 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[1] 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

[1] 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.

Pritzlaff, Charles Hoffman of Northern Arizona University, Kenneth Kimsey of the Sharlot Hall Museum, and Raymond Thompson of the Arizona State Museum. The Task Force established five 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 context 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 Xavier del Bacs and Montezuma Castles—did not seem in immediate danger, while the properties that defined the character of local communities were being lost at an alarming rate. This implied an even greater emphasis on strengthening local preservation programs through the CLG and Arizona Heritage Fund grant programs. Similarly, there was a strong desire to enhance Tribal preservation programs.

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

development of historic contexts. In response to this last concern, the SHPO promised to create a statewide advisory body to oversee the production and utilization of historic context studies.

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

Toward the Effective Management of Historic Resources
- Goal 1: Better Resource Management
- Goal 2: Effective Information Management
- Goal 3: Maximized Funding

Toward Proactive Stewardship and Partnerships
- Goal 4: Partnerships in Planning
- Goal 5: Proactive Communities

Toward an Informed and Supportive Constituency
- Goal 6: An Informed Supportive Public
- Goal 7: Informed Supportive Policy-Makers
- Goal 8: Informed Trained Professionals

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

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

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

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

plans, with an opportunity for comment and approval by the Parks Board, which was ultimately responsible for approving funding decisions.

The 2000 update also laid out a plan for regularly scheduled updates to the plan itself. This would be done every fifth year of the planning cycle. At this time, the public and partners would be again extensively canvassed for input and, if necessary, major alterations to the plan, its vision, and its broad goals would be considered. Again, this would involve final input and consent from the Parks Board.

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

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 three.

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