ARIZONA
Historic Preservation Plan









Arizona State Parks

State Historic Preservation Office
Arizona State Parks
1996



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Historic Preservation Plan

State Historic Preservation Office
Arizona State Parks
Kenneth Travous, Executive Director
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TECHNICAL INFORMATION CENTER
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November 1996

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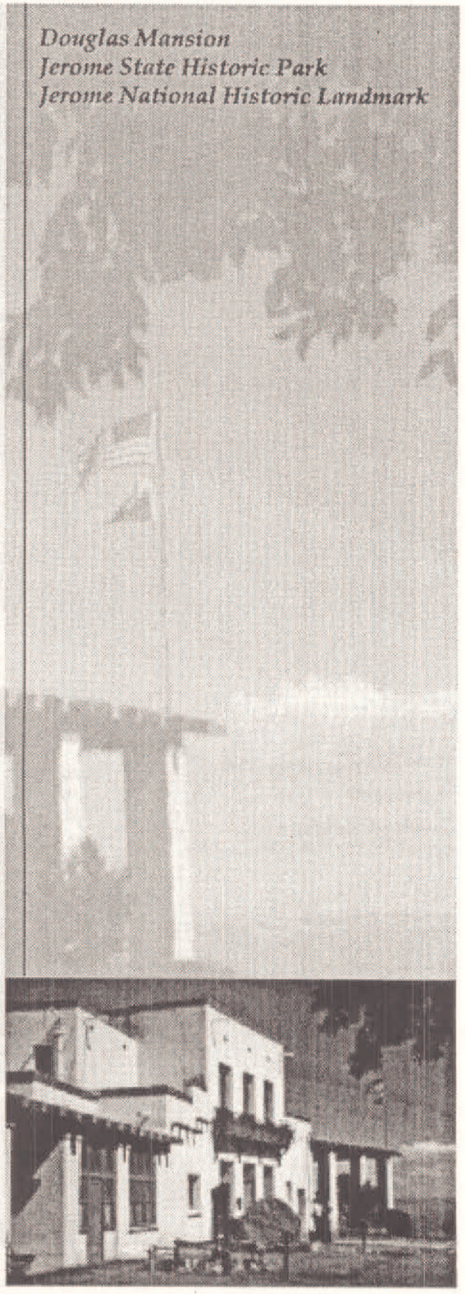
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Douglas Mansion
Jerome State Historic Park
Jerome National Historic Landmark

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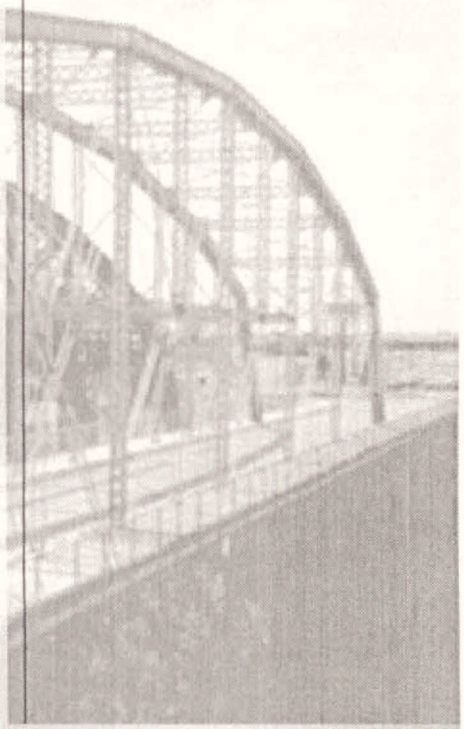
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Preface

What is Historic Preservation?

Historic preservation is the identification, management, and protection of tangible elements from the past such as buildings, structures, and archaeological sites for the benefit of future generations. It is preserving the history that can be seen and experienced. Historic preservation encourages the protection of historic and archaeological resources that are associated with important past events, themes, and people; that are representative of periods and types of architecture or possess high artistic value; or that are likely to yield valuable information about the past. Historic preservation helps us to know who we are by teaching us about where we came from.

Ocean-to-Ocean Highway Bridge
Yuma Crossing and Associated Sites
National Historic Landmark





Why Preserve Arizona's History?

- Arizona's historic and archaeological resources are tangible reminders of the people and events that have molded our state.
- Arizona's historic places hold clues to 12,000 years of settlement, exploration, land use, and culture.
- The archaeological remains of past cultures offer lessons in the adaptation of life in a harsh climate, with limited resources.
- Arizona's unique heritage resources attract tourists from all over the world.
- Historic buildings, structures, and districts provide character and a sense of place for our communities.
- Reuse of existing residences and commercial buildings conserves energy and materials and is often less expensive than building new structures.
- Historic preservation helps to revitalize inner-city neighborhoods and business districts.
- The ongoing use of historic places provides continuity within communities and helps maintain traditional ways of life.

Executive Summary

The Arizona Historic Preservation Plan (Plan) is the result of more than a year's effort by the State Historic Preservation Office (SHPO), a section of Arizona State Parks, in conjunction with Arizona's preservation professionals, advocates, and concerned citizens. It will guide the actions of the SHPO and its partners to the end of the century.

This is the first comprehensive preservation plan ever completed for Arizona. It builds upon previous SHPO context-based planning and the 1992 *Arizona Heritage Fund Historic Preservation Five-Year Plan*. Although it will largely be implemented by the SHPO, the Plan represents a marked shift away from focusing on the SHPO's strategic responsibilities as the state's leading preservation entity, toward strenghtening its role as clearinghouse and enabler within the larger preservation network. In creating the Plan, the SHPO recognizes that heritage preservation cannot be successful on a statewide basis unless strong partnerships are built between governmental agencies, advocacy organizations, and citizens. This principle of cooperation is clearly stated in our vision for the future:

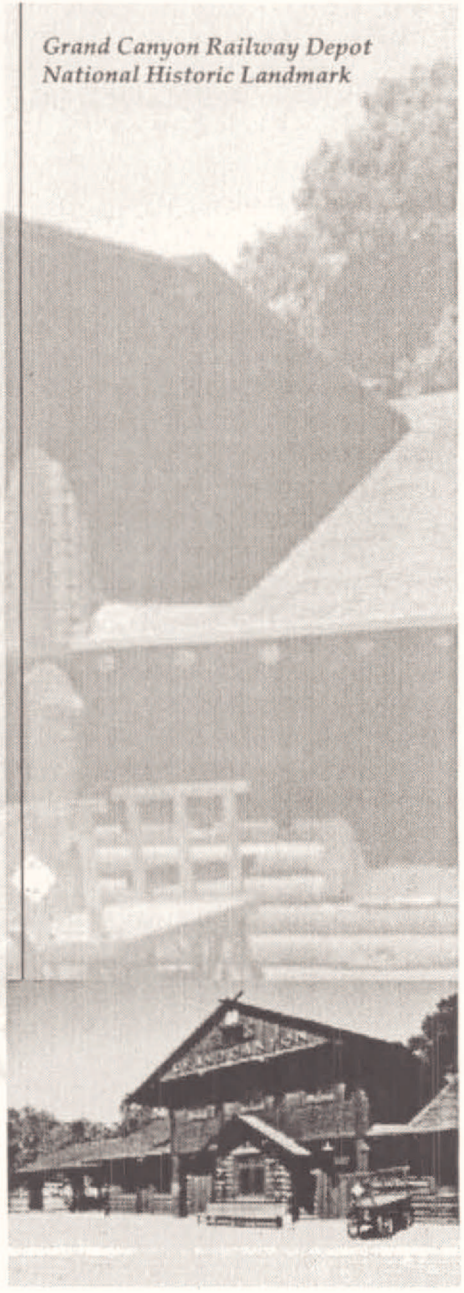
> **Statewide Vision for the Future**
> ***We envision an Arizona in which an informed and concerned citizenry works to protect our state's irreplaceable cultural heritage. They will be supported by a coordinated, statewide historic preservation network providing information and assistance which enables them to undertake successful projects and long-term preservation planning.***

The vision, goals, and objectives that set the agenda for this plan are the result of a series of activities that sought the participation of all those who effect and are affected by historic preservation in the state. This participation process was guided by the SHPO in conjunction with an advisory team representing key statewide agencies, organizations, and advisory groups. The general public was engaged in the planning process through a variety of ways including an issues questionnaire mailed to over 1500 Arizonans; the first ever statistically valid sampling of public opinion through a telephone survey; open meetings held in Flagstaff, Phoenix, and Tucson; specific planning meetings with the Arizona's local, state, federal, and tribal preservation partners; and a review of the draft plan by over 100 interested parties.

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

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

To address these needs, public input led to the creation of eight planning goals which can be grouped under three subject headings: 1) goals related to the identification and management of resources; 2) goals involving entities providing stewardship and planning for our resources; and 3) 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 not to be considered ranked by priority order because of their interdependence and equality of



Grand Canyon Railway Depot
National Historic Landmark

importance. Statewide goals are listed below:

Statewide Historic Preservation Goals

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

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

Toward the Effective Management of Historic Resources

- Establishing a public process for identifying and nominating properties, and assisting property owners on a statewide level by priority historic theme.
- Aligning Arizona Heritage Fund grant priorities with the concerns of the general public and the goals of this plan.
- Establishing a statewide sharing of cultural resource information through development of an on-line database.

Toward Proactive Stewardship and Partnerships

- Enabling local government partners to take a more active role in the management of local historic districts.
- Assisting Arizona's tribal governments to establish and expand preservation programs.
- Assisting state agencies in their management of historic resources through completion of guidelines for the State Historic Preservation Act.
- Working with federal agencies to move away from project specific review toward integrated long-term resource planning.

Toward an Informed and Supportive Constituency

- Undertaking a major public education effort to bring the values of historic preservation to the general public.
- Aiding local leaders in making informed decisions about historic resources by providing relevant information about the benefits of preservation.
- Facilitating professional and public education through training and workshops on preservation issues.

As a guiding document, the Arizona Historic Preservation Plan fulfills two purposes: it explains the system of historic preservation and identifies some of the significant entities involved in the preservation process; and more importantly, it sets a specific action agenda for working toward the vision and goals outlined above. Although the Plan is scheduled to be revised at the end of a three-year cycle, the action component will be reviewed and updated on an annual basis by the State Historic Preservation Office in conjunction with its preservation partners. This format should help ensure the Plan remains flexible, current, and continually improved upon.

Arizona's Historic Resources

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

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

People are still streaming into Arizona for the same reasons. Since 1950, our population has grown from 750,000 residents to over 4 million. One thing is certain today--we are growing as rapidly as ever. At last count Phoenix was the country's seventh largest city; and as we enter the 21st century, Arizona promises to be one of America's leaders in social and economic development.

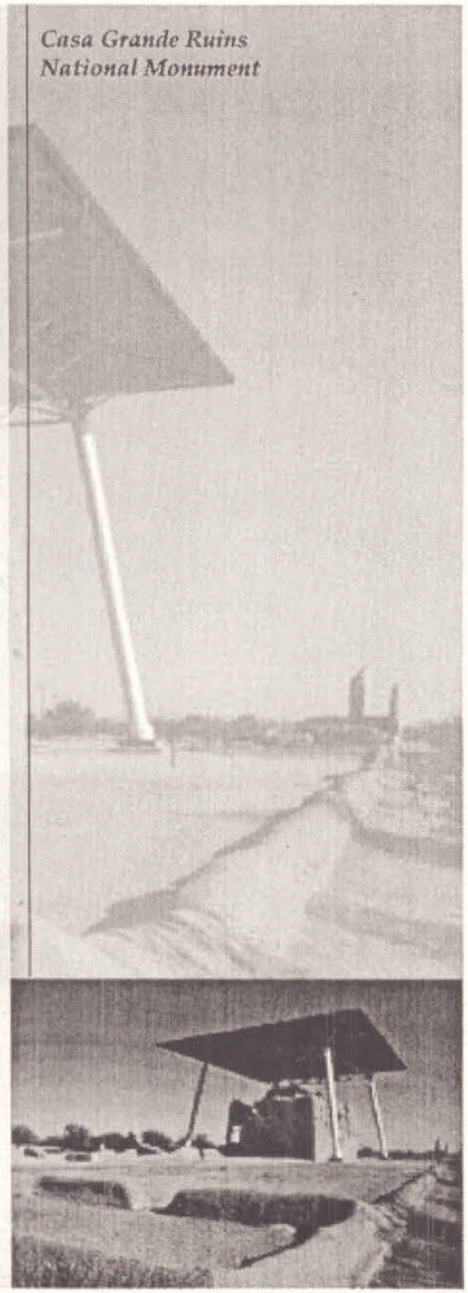
This most recent wave of growth has drastically changed our environment. Looking around Arizona, we see a landscape dominated by the new; most of the built environment dates no farther back than the Second World War, a watershed event in our history. Yet we live with the legacy of ancient lives. The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

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

Historic Preservation—How Does it Work?

Important reminders from the past are all around us. Often they are obvious because of their physical beauty, high quality of workmanship, or the sense of connection they inspire. Other times they may not be so obvious, and the process of learning their significance is what 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. The Act created the national preservation partnership involving federal,



Casa Grande Ruins National Monument

Historic Preservation is the process of identifying, recognizing, and preserving significant aspects of our cultural past.

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

What is a Historic Property?

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

To be considered historic, a property must meet qualifications relating to age, significance, and integrity.

What Makes a Property Historic?

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

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

The final condition a property must meet for National Register listing is that it have 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,

The State and National Register Criteria for Evaluation

The quality of significance in history, architecture, archaeology, engineering and culture is present in properties posessing integrity of location, design, setting, materials, workmanship, feeling, association, and:

A. that are associated with events that have made a significant contribution to the broad patterns of our history;
or

B. that are associated with the lives of persons significant in our past;
or

C. that embody the distinctive characteristics of a type, period or method of construction that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction;
or

D. that have yielded, or may be likely to yield, information important in prehistory or history.

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. This determination is made through a process of review by knowledgeable professionals and citizens. Any individual, group, or agency may nominate properties to the National Register, but in any case, nominations are reviewed at the state and federal level to ensure that properties meet the criteria for listing described above.

The National Register is not just a list of properties of interest to the entire country. The Register also recognizes properties that are significant to the history of smaller geographic areas such as a state or community. In addition to the National Register, the State of Arizona maintains its own register of Historic Places, as do many of Arizona's cities and towns. All these registers use criteria of age, significance, and integrity similar to those used at the national level.

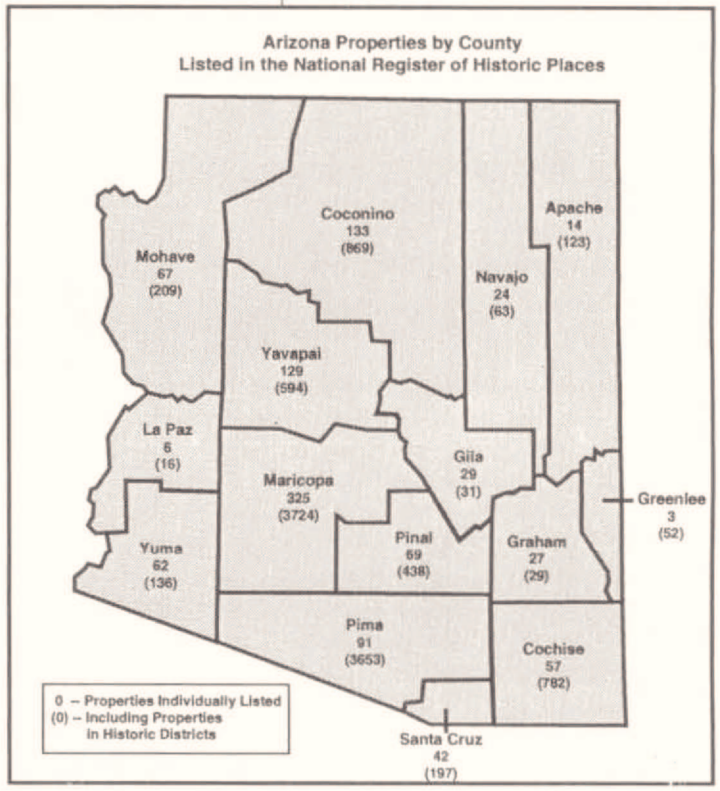
Whatever the level of designation, historic registers are created so that significant historic resources may be protected and preserved. Properties eligible for listing in the National and State Registers are afforded some protection from the adverse actions of government. And at the local level, historic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

Preserving Historic Resources

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

Preservation can mean many things, and there may be any number of reasons to save and use a property. A building may be rehabilitated and updated as business opportunity, or it may be restored to a particular time period and used as a museum. A site may be interpreted for its educational value, or it may be acquired to be used as a place of recreation or contemplation. 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.

There are currently more than one- thousand properties in Arizona recognized by the National Register of Historic Places. If all the properties contained within historic districts are included, the number rises to over ten- thousand.



The Preservation Network

As a 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 (SHPO), the SHPO is not the only entity which can obtain guidance from the Plan. The goals and objectives presented here represent the desires of a wide range of preservation interests around the state. As such, the individuals and groups possessing these interests also play an important part in seeing that the Plan's objectives are achieved. One of the primary roles of the SHPO as the state's leading preservation agency is to coordinate the actions of all the groups that have a stake in the preservation of the past. And just as most everyone within this diverse preservation network shares common goals, participating in the enactment of this plan should serve to establish stronger links between them.

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

The State Historic Preservation Office

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

Survey and Inventory

The SHPO conducts an ongoing architectural survey program and oversees archaeological surveys to identify, evaluate, and plan for the management of these resources. The SHPO conducts geographic and thematic based surveys, and provides technical and financial assistance for local surveys.

State and National Registers of Historic Places

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

Review and Compliance

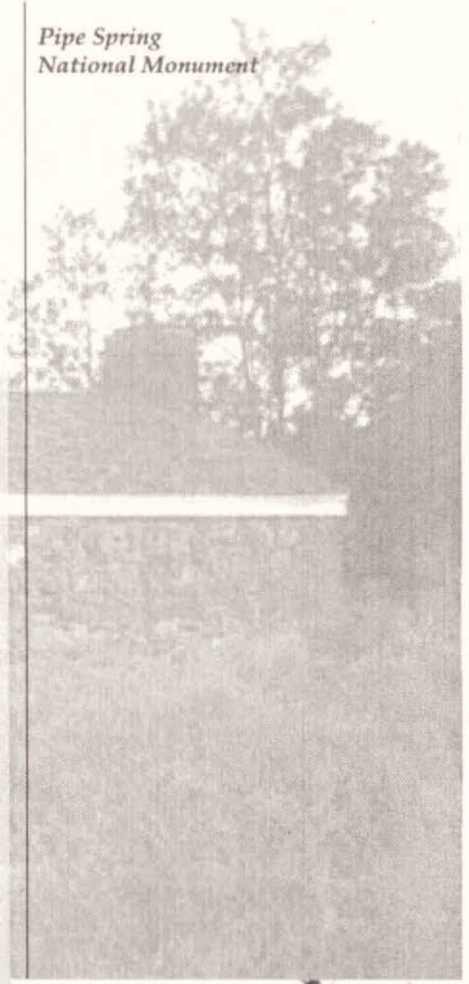
The review and compliance program assists federal, state, and local agencies and tribal governments to meet their preservation responsibilities as defined by law. Through this program, the SHPO ensures that the possible impacts of federal and state undertakings on register eligible properties are considered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

Preservation Planning

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

Local Government Assistance

Municipal governments that develop comprehensive preservation programs may apply to the SHPO to become



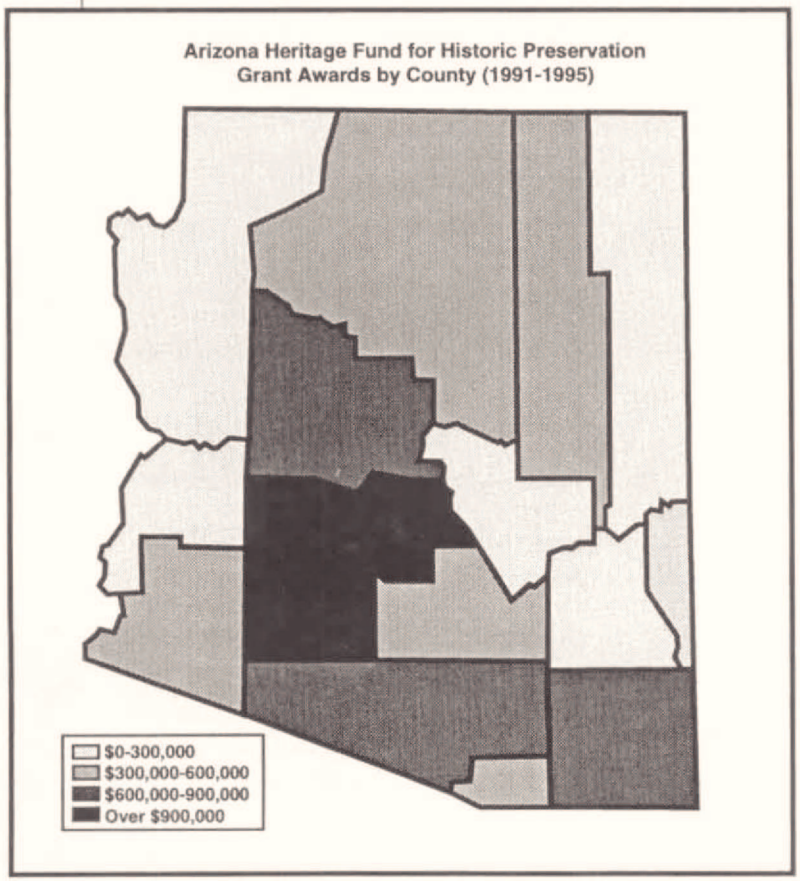
Pipe Spring National Monument



Certified Local Governments (CLGs). To be certified the government entity must have a historic district ordinance, a preservation commission, and an ongoing program to survey heritage resources within its jurisdiction. Once certified, these government entities are eligible for specialized assistance and funds for developing local preservation programs and projects.

Historic Preservation Grants

Two competitive matching grant-in-aid programs are available to assist with the preservation of heritage resources in Arizona--the Arizona State Parks Heritage Fund and the federal Historic Preservation Fund. Through the Heritage Fund $1.7 million in state lottery funds is allocated annually for historic preservation. The majority of these funds are awarded through competitive grants to governments, nonprofit organizations, and educational institutions. Federal Historic Preservation Grant Funds are appropriated annually to fund the SHPO programs and assist with the management of Certified Local Government (CLG) Programs.



The Historic Preservation Component of the Arizona Heritage Fund has allowed hundreds of significant heritage resources to be preserved. $1.7 million in Arizona Lottery Funds is awarded annually to preservation projects around the state.

Preservation Tax Incentives

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

Public Programs

The SHPO participates in a wide variety of public program activities related to archaeology and historic preservation which include conferences, workshops, lectures, and school programs. Two important events coordinated by the SHPO are Archaeology Awareness Month and Heritage Preservation Month, celebrated each Spring. These annual celebrations serve to encourage public stewardship of Arizona's non-renewable heritage resources.

Site Steward Program

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

Advisory Groups to the SHPO
The Arizona Archaeology Advisory Commission (AAAC) advises the State Historic Preservation Officer on a variety of important archaeological concerns including public education, enforcement of preservation and antiquity laws, and planning for protection and management of important sites.

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

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

Partners in the Preservation Network

Federal Government Partners
National Park Service (NPS)
NPS is the federal agency responsible for the administration and implementation of the National Historic Preservation Act of 1966, as amended. NPS is the nation's lead preservation agency and sets the standards for the preservation of cultural resources, providing financial and technical support to the state historic preservation offices, administration of the National Register of Historic Places, and technical information for the management of historic resources. Additionally, NPS manages many of Arizona's most significant cultural and natural resources within 21 designated National Parks and Monuments.

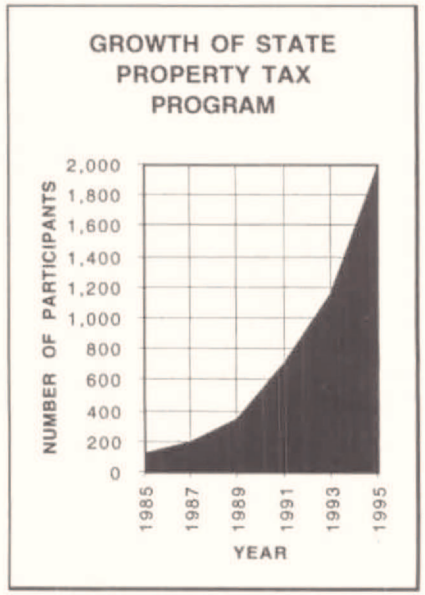
Advisory Council on Historic Preservation
The Advisory Council is an independent agency composed of 19 members appointed by the President of the United States. The Council advises the President and Congress on matters pertaining to the preservation of historic, archaeological, architectural, and cultural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

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

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

Tribal Government Partners
There are currently 21 federally recognized tribes within Arizona. Most of these tribes have established cultural preservation programs within their functions of government, and some have begun assuming preservation responsibilities under recent revisions to the National Historic Preservation Act. Even as tribal governments assume full responsibility for the preservation of resources, they will continue their relationship with the SHPO as partners in preservation.

State Government Partners
Arizona Historical Society (AHS)
Through its museums in Tucson, Tempe, Yuma, and Flagstaff, and its publications division, AHS is the lead agency for collecting, preserving, interpreting and

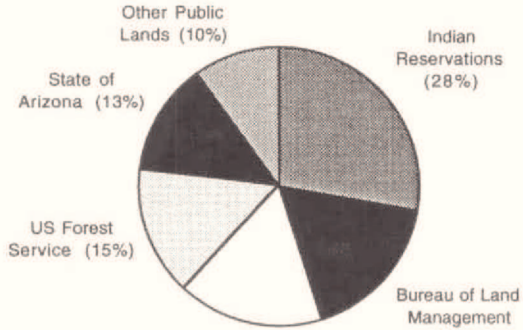


In addition to assistance through federal and state grant programs, historic property owners also have an incentive to preserve through state and federal tax programs. The increasingly popular State Property Tax program provides a reduction in taxes to owners maintaining and rehabilitating historic properties.

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)
ASM carries out statutory 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 culture history through the collecting, preserving, researching, and interpreting of objects and information with a special focus on indigenous peoples. ASM is the statewide repository for archaeological site information.

Arizona Land Ownership and Administration



The need for cooperative partnerships in preservation is illustrated by the variety of entities that manage Arizona's land.

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

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

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

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

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

Arizona's Universities and Colleges
Arizona's universities and community colleges play an important role in historic preservation most significantly through the research materials they produce, and the

students they train to become professionals in the fields of anthropology, history, and architecture.

Local Government Partners

Certified Local Governments (CLG)

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

County and City Governments

Many county and city governments work with the SHPO to recognize the principles embodied in the State Historic Preservation Act by submitting local projects for review on a voluntary basis.

National Advocacy Groups

Archaeological Conservancy

The Archaeological Conservancy is a nonprofit organization working to preserve the nation's most important archaeological sites. The Conservancy strives to permanently preserve the remains of past civilizations by purchasing lands containing significant endangered resources and managing them for the benefit of future generations.

National Conference of State Historic Preservation Officers (NCSHPO)

NCSHPO 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 (Trust)

The 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 level.

Preservation Action (PA)

PA is a national lobbying organization which promotes historic preservation and neighborhood conservation. PA works to increase opportunities for preservation in communities by advocating improved government programs, increased funding, and greater awareness of the built environment.

The Society for American Archaeology (SAA)

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

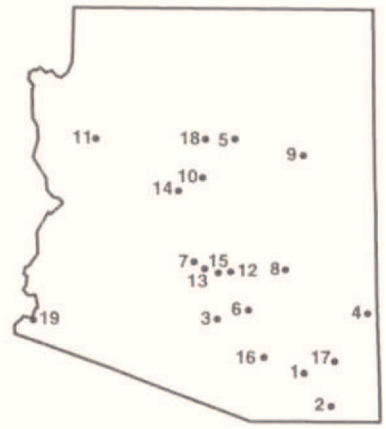
Statewide Advocacy Groups

Arizona Archaeological Council (AAC)

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

Arizona Preservation Foundation (APF)

The APF is a private, nonprofit foundation, formed to ensure that historical, architectural and natural resources are preserved and protected for future generations. APF is the state's advocacy voice for historic preservation,



Arizona's Certified Local Governments

Benson (1)
Bisbee (2)
Casa Grande (3)
Clifton (4)
Flagstaff (5)
Florence (6)
Glendale (7)
Globe (8)
Holbrook (9)
Jerome (10)
Kingman (11)
Mesa (12)
Phoenix (13)
Prescott (14)
Tempe (15)
Tucson (16)
Willcox (17)
Williams (18)
Yuma (19)

educating developers, officials, and the public through workshops, grants, and other programs.

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

Historic Resource Surveys

All the cities and towns below have been at least partially surveyed to identify significant historic resources. Following the town name is the number of properties listed on the National Register, and in parenthesis is the number of National Register historic districts in that city.

Ajo 1
Ash Fork 1
Bacavi
Benson 8 (2)
Bisbee 6 (1)
Buckeye 1 (1)
Camp Verde 2
Casa Grande 29 (1)
Chandler 2
Chino Valley
Clarkdale 2 (1)
Clifton 3 (1)
Concho
Cottonwood 11 (1)
Douglas 9 (3)
Eagar 2 (1)
Eloy
Flagstaff 37 (2)
Florence 22 (2)
Fredonia
Glendale 5 (1)
Globe 34 (1)
Grand Canyon 16 (2)
Greenlee County 1
Hackberry
Holbrook 2
Jerome 1 (1)
Kingman 56 (1)
Mesa 9
Miami
Naco 1
Nogales 31 (3)
Oracle 2
Patagonia 1
Payson
Peach Springs
Peoria 1
Phoenix 148 (20)
Pine 1 (1)
Prescott 43 (5)
Safford 23 (1)
Sedona
Seligman
Show Low
Snowflake 6
St. Johns 2
Superior 2
Taylor
Tempe 39 (1)
Tombstone 4 (1)
Tubac 3 (1)
Tucson 87 (16)
Wickenberg (1)
Willcox 15 (1)
Williams 2 (1)
Winslow 3 (2)
Yuma 52 (3)

Historic resources are surveyed either locally by area, or regionally and statewide according to important thematic contexts. While surveys of Arizona cities and towns have been very successful in locating resources, more context-based surveys are needed to locate significant archaeological and rural historic properties.

Local Advocates

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

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

Neighborhood Organizations
Neighborhood groups and homeowner 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 the historic properties they care for, the physical reminders of our past would not survive.

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

Planning Methods and Findings

Methods

The vision, goals, and objectives that set the agenda for the Plan result from a series of activities that sought the participation of all those who affect historic preservation in Arizona. The participation process was guided by the SHPO in conjunction with a State Plan Advisory Team made up of representatives of key agencies, organizations, and advisory groups. The process of public participation included: a preservation issues questionnaire mailed to over 1500 Arizonans; the first ever statistically valid sampling of public opinion through a telephone survey; open public meetings in Flagstaff, Phoenix, and Tucson; planning meetings with CLG, federal and state agency, and tribal partners; and finally, a review of the draft plan by over 100 interested parties.

General Findings

In addition to responding to several specific questions (*see below*), the general public raised a wide variety of issues and concerns. Most of these concerns had to do with the role of the SHPO in local preservation matters. Many participants felt that local entities needed to take a more active role in managing historic resources by partnering with the ongoing functions of local government. This arose out of a concern that many historic districts are losing character due to changes in streets, lighting, landscaping, and other activities that indirectly affect historic resources, yet collectively have a great impact on overall character. To remedy this trend, the public has asked the SHPO to make specific resource related and educational information available to city officials and planners in a form they can best use. The public also has strong feelings that Arizona Heritage Fund grant priorities be more significantly based on a measure of local support and impact, rather than being tied to a statewide planning agenda. One way to activate and maintain local participation in preservation that repeatedly arose in discussion was using a portion of the Heritage Fund to support local programs through some form of block grant.

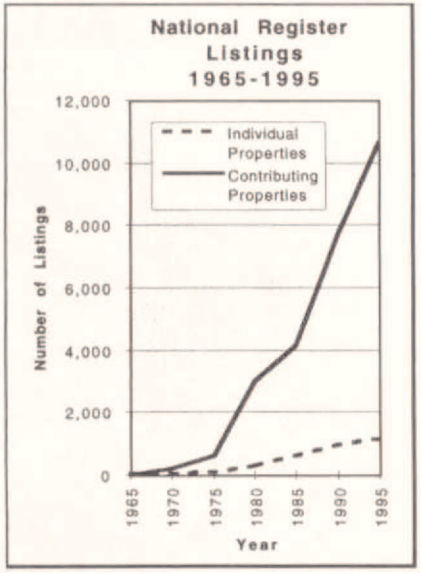
To address these concerns, the SHPO will heighten efforts to strengthen local preservation planning through our CLG partners. This will take the form of providing greater training and information to current CLGs, while recruiting new partners for the program. Also, further study will be undertaken to see that public concerns are addressed in policies concerning the awarding of Heritage Fund grants.

At their annual meeting, CLG representatives strongly supported the exploration of block grants as a means of supporting preservation locally. This concept will also be investigated as part of Heritage Fund grant revisions. To address specific CLG related concerns over promoting the economic benefits of preservation, the SHPO will undertake a statewide study of the economic value of preservation during this planning cycle, which will help get useful information in to the hands of those at the decision-making levels of government.

Federal and state agency concerns center on improving the regulatory compliance process. Much of this is focused on the SHPO's ability to make information available to agencies whose activities it monitors. Of foremost concern is making historic and archaeological data available over the Internet. To this end, the SHPO will be working in partnership with the Arizona State Museum, the State Land Department, and our state universities toward completing a shared Geographic Information System of historic resources for the entire state. In addition, many agency representatives express a strong desire to be consulted in the process of creating statewide historic context studies, and to be more involved in discussions relating to newly recognized types of properties (historic landscapes and Traditional Cultural Places). One specific way in which the current context-based planning process will change as a result of these discussions is through the creation of a statewide advisory body to oversee the production and utilization of historic context studies to identify and evaluate properties. A last significant item of agency



Taliesin West
National Historic Landmark



As the numbers of contributing properties to local historic districts continue to increase, efforts must be made to further management of those properties at the local level.

concern is the need for the SHPO to further engage agencies at the planning level to help alleviate some of the difficulties of project-by-project review. In this area, it will become a statewide priority to build partnerships in governmental resource planning.

Another group specifically engaged in the planning process was Arizona's Indian tribes. Many governments have requested that the SHPO continue to actively assist in the creation of tribal historic preservation programs. A desire was also expressed for SHPO to become an active partner in the management of tribal sites not on reservation lands, as well as non-native sites located on reservations. For those tribes working to establish independent preservation offices, the SHPO will assist wherever possible. And stronger linkages will be developed statewide between governmental and advocacy groups to educate the public about the need for sensitivity toward tribal issues and culturally significant properties.

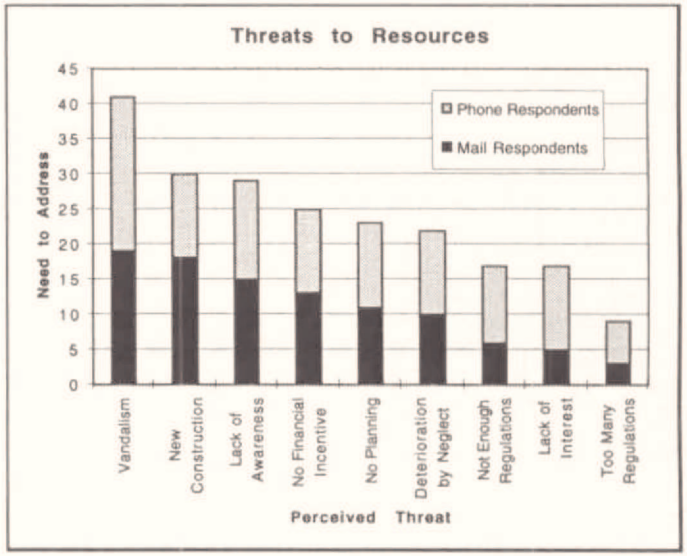
To summarize, three major needs were commonly identified by Arizona's preservation partners: 1) the need for more partnerships in planning and funding preservation programs; 2) the need for management decisions to be made at the appropriate levels of government--be they federal, state, tribal, or local; and 3) the need to educate the general public and policymakers about the value of preservation, both by promoting our state's rich history, and providing specific information about the benefits of preservation. Most of the goals and actions stated in this plan address these three issues in some fashion.

Findings on Resource Threats, Historic Themes, and Historic Preservation Treatments

In addition to soliciting input on general preservation concerns, the SHPO also sought direction from the public on three specific issues. The first issue regards perceived threats to the preservation of resources, the second pertains to how SHPO should direct the preservation of Arizona's resources by theme, and the third addresses the awarding of the Arizona State Parks Heritage Fund for preservation by priority of treatment.

Threats to Resources

The principal aim of planning is to identify those influences that can affect the completion of set goals. To identifying important issues, members of the public were asked by phone and mail to state the most significant perceived threats to the preservation of resources. The chart below illustrates the percentage of phone respondents who ranked the threat as a 4 or 5 (high threat) on a scale of 1-5 in importance, and the percentage of mail responses who gave the threat one of their top two (of nine) priorities.

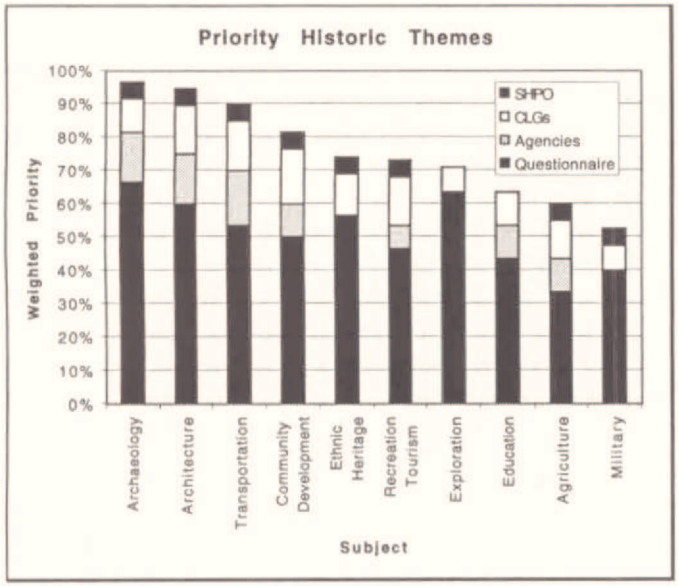


By interpreting the graph, there has been identified a strong need for public education, particularly regarding vandalism; and also a need for better resource protection planning, especially as it is affected by new construction and local zoning issues. The key for the SHPO in dealing

with these issues will be its ability to partner with local governmental entities and advocacy groups in order to be proactive. The action component of the Plan stresses the importance of these partnerships to making preservation a routine part of planning at all levels of government.

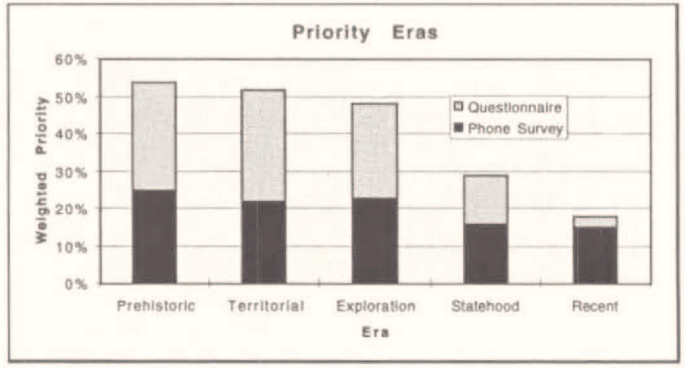
Historic Themes

Input on priority historic themes was gathered through the mail-back questionnaire and meetings with our CLG and agency partners. The results were tabulated, weighted (public 67%, CLG 17%, Agencies 17% and SHPO marked), and are shown in the chart below:



Based on the findings, plan actions will address each of the highest priority themes. This may include technical assistance, workshops, and production of specific studies to assist with the identification of significant resources under each category. To address the continuing implementation of theme based planning, a formal statewide oversight group will be formed to set priorities based on input from the public, the SHPO, and the agencies mandated to preserve historic resources.

In addition to the question on themes, the public was asked to address the preservation of particular time periods in Arizona's history. As part of the phone survey, respondents were asked how important it is to preserve representations from each era, while the mail questionnaire asked them to prioritize by era. The chart below combines the percentage of phone respondents who ranked the era as a 4 or 5 (very important) on a scale of 1-5 in importance, and the percentage of mail responses who gave the era one of their top two (of five) priorities for preservation:

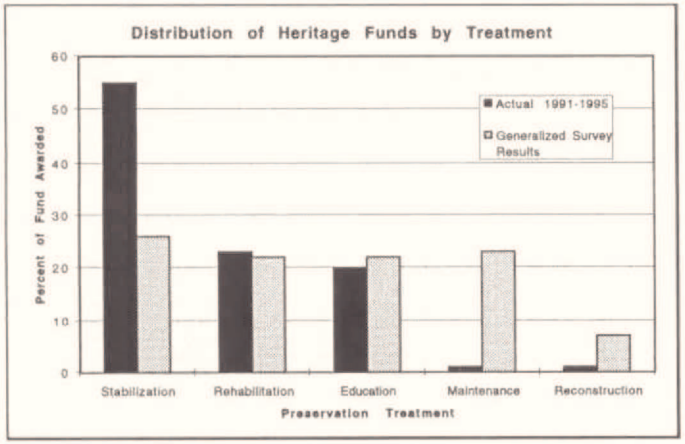


The chart demonstrates two important points: 1) that it is important to the public that representations of all eras of our history are preserved; and 2) that older resources should take priority over newer ones. In response, the SHPO will focus on pre-statehood resources as a priority in the identification, nomination, and assistance to properties by theme as outlined above. This does not, however, mean that more recent resources will be ignored or that they might not become a higher priority in individual circumstances.

Preservation Treatments

There has been some question as to how the Historic

Preservation portion of the Arizona Heritage Fund can best be used to preserve our state's heritage resources. During the first five years of funding, grant scoring has been heavily weighted based on the threat to the property, with grants being awarded to projects ensuring resources are not lost to deterioration, neglect, or vandalism. A review of these figures in the chart below illustrates the past emphasis on stabilizing resource loss.



By again combining the results of the phone and mail surveys, we get a picture of how the public would prefer the funds be distributed. The chart above is a generalized combination of responses of both surveys where the phone respondents were asked about general importance and mail respondents asked to prioritize. By reviewing the results, it is clear that the public feels it is important to support all historic properties regardless of their condition or the degree to which they are threatened—particularly those resources in need of maintenance or minor repair. Reconstruction of resources is the only treatment that unequivocally received a low priority.

Based on the results, it is recommended that grant awards be more evenly distributed by treatment, and Arizona Heritage Fund grant priorities will be adjusted accordingly. This recognizes the public's concern that without cyclical maintenance, a property can just as easily become threatened as if it were neglected or ignored.

Issues, Goals, and Objectives

Threats to Arizona's Cultural Resources

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

Opportunities

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

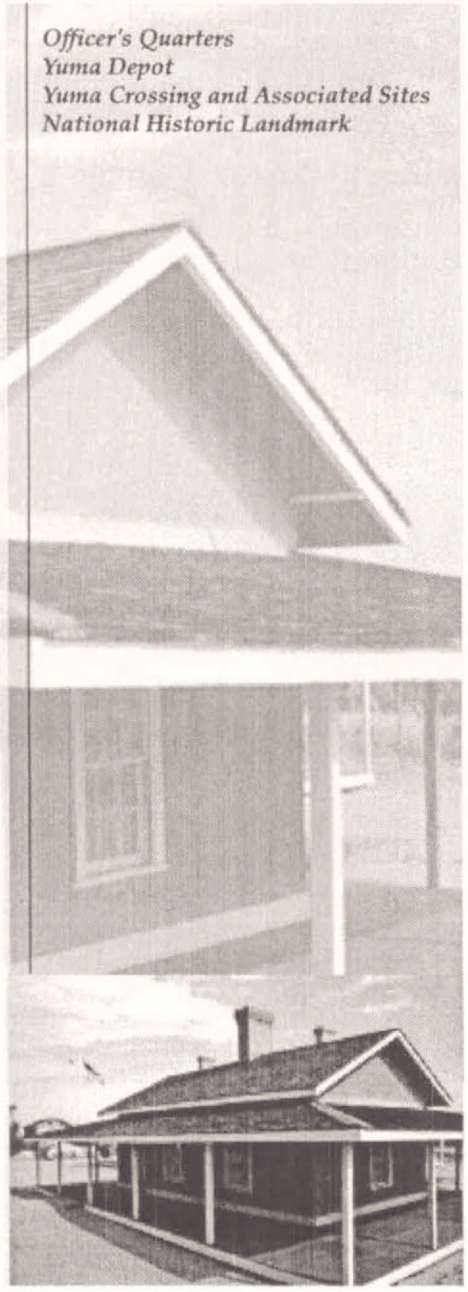
With the help of our government partners, the State Historic Preservation Office has made important contributions to the identification, documentation, and protection of Arizona's historic resources. Still, the government only amounts to a small portion of the effort needed to properly care for our history.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

Statewide Vision for the Future

We envision an Arizona in which an informed and concerned citizenry works to protect our 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.

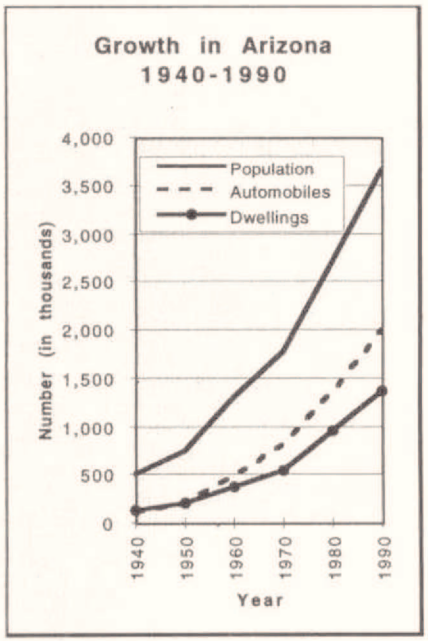
The Framework for Planning

Summarized below are the goals and objectives for



Officer's Quarters
Yuma Depot
Yuma Crossing and Associated Sites
National Historic Landmark

Arizona has experienced incredible growth since World War II. This growth ironically poses a threat to our cultural heritage while it brings opportunities for preserving it.



achieving this vision. Each long-term planning goal is followed by an explanation of the problem, and a set of objectives to be reached toward attaining the goal. The following chapter sets the three-year action plan toward achieving these objectives.

Toward Effective Management Of Historic Resources

Goal 1: Better Resource Management
Problem: Historic resources continue to be lost at an alarming rate. Most losses occur because important resources have either not been identified or their significance not recognized; and many important places have been vandalized, neglected or destroyed because nobody knew their meaning or value.

Objectives:
- slow the loss of significant resources
- increase the number of resources put to beneficial use
- complete statewide survey of resources
- identify Arizona's most significant resources
- establish management of resources by the most appropriate entities

Goal 2: Effective Information Management
Problem: Much historic resource information is widely disbursed and not easily accessed. Without timely and dependable information, effective planning cannot take place.

Objectives:
- establish an integrated, centralized, statewide resource inventory
- allow ready access to appropriate resource information
- base resource management decisions on current, accurate information

Goal 3: Maximized Funding
Problem: The high demand for professional, technical, and financial assistance to owners of historic resources is well beyond the funding support for preservation programs. In the absence of increased funding, a more effective use of available preservation dollars is essential.

Objectives:
- diversify and expand funding sources for preservation
- streamline processes to allow for more productivity
- increase assistance through volunteers
- expand partnerships to share resources

Toward Proactive Stewardship And Partnerships

Goal 4: Partnerships in Planning
Problem: Within the network of preservation partners, management actions can be inconsistent or even contradictory due to lack of coordinated planning. Additionally, many agencies are not in full compliance with their resource management responsibilities, and the creation of tribal preservation offices demands improved coordination with their off-reservation partners.

Objectives:
- integrate preservation planning at all levels of government
- uniformly apply federal and state regulations
- establish full partnerships with tribal preservation offices
- establish strong links with education and economic partners

Goal 5: Proactive Communities
Problem: Local planners and decision-makers need the proper knowledge and tools to keep up with the changes that affect their town's character and identities. In most Arizona cities, addressing historic preservation issues is not a routine part of local government process.

Objectives:

- empower local communities to take appropriate management actions
- coordinate local and state preservation priorities
- expand preservation programs to new Certified Local Governments and within current ones

Toward An Informed and Supportive Constituency

Goal 6: An Informed, Supportive Public

Problem: Many within the general public do not understand or appreciate Arizona's cultural heritage. And those who are advocates for preservation often lack the information or necessary tools to become more active.

Objectives:

- promote widespread participation by Arizona's citizens
- assist citizens in becoming preservation advocates
- enable citizens to make informed decisions about historic resources

Goal 7: Informed, Supportive Policymakers

Problem: Many policymakers are not aware of the social and economic value of preserving history. This can perpetuate negative views, leading to poorly informed decisions about resources, and inadequate support for preservation in the state.

Objectives:

- educate decision-makers of the economic and social value of preservation
- increase support for preservation and involvement by elected and appointed officials
- include preservation issues in policy decisions

Goal 8: Informed, Trained Professionals

Problem: Many professionals lack the necessary information and training to provide high quality treatment of historic resources. Proper management and treatment decisions are sometimes impossible because current technological and research findings are not readily available.

Objectives:

- improve the quality of treatment actions on resources
- train professionals in current techniques
- provide current research information

Three-Year Action Plan

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

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

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



Keet Seel
Navajo National Monument

	Completed to Date	1996-1997	1997-1998	1998-1999	Future Goal
Goal 1: Better Resource Management		**Focus: Historic Resources**			
Theme Direction	•context direction related to industry, agriculture and exploration themes	•form statewide group to direct context priorities based on questionnaire feedback and a peer review system	•adoption of theme/ context priorities and peer review system by HSRC		
Context Studies and Nominations	•completed gold and silver mining, and historic trails contexts	•complete cattle ranching context •nominate key mining properties •begin New Deal context study	•nominate key ranching properties and key U.S. exploration trails •complete New Deal context study	•complete context based on priority •assist owners of trails, ranching, and New Deal properties with management	
Historic Districts	•began a study of effectiveness of preservation in historic districts	•complete study of change and loss within historic districts	•review policy on historic district priorities and updates	•coordinate with CLGs on contributing properties management and district updates	•develop greater partnerships for historic district management
Goal 1: Better Resource Management		**Focus: Archaeological Resources**			
Prehistoric Archaeology	•completed rock art context study	•nominate key rock art properties •complete Archaic Period context study	•conduct rock art documentation study •nominate key resources from Archaic Period	•assist owners of rock art and archaic sites with management issues	
Proto-Historic and Historic Archaeology		•complete Proto-Historic context study •undertake task force study on historical archaeology	•nominate regional multiple properties from Proto-Historic Period •update historical archaeology policy	•conduct historical archaeology work-shop	
Regional Overviews			•select area for regional overview: Western Deserts, Colorado Plateau or Hohokam	•workshop with partners on major research questions •summarize overview findings	•integrate conclusions into compliance reviews

	Completed to Date	1996-1997	1997-1998	1998-1999	Future Goal
Goal 1: Better Resource Management		**Focus: Architectural Resources**			
Geographical Based Surveys and Nominations	•completed numerous surveys based on community requests and need	•complete additional community surveys tied to priority themes or threat to resources	•consolidate architectural survey overviews and integrate information from vernacular study	•coordinate district surveys and updates in partnership with CLGs	
Vernacular Architecture		•complete vernacular architecture context study	•review inventory of log, stone and adobe structures from the Territorial Period	•nominate "best" examples of their type •collect technical information on best preservation practices	•assist owners with management issues
Urban Design		•explore partnerships with universities and ADOC to improve preservation concerns in General Plans	•collect base data in partnership with CLGs	•complete Territorial Period townsite and subdivisions context study	•integrate with cultural landscape analysis
Goal 1: Better Resource Management		**Focus: Grants and Incentives**			
Grants	•streamlined grants applications	•review CLG incentives •review funding for planning and education projects •review guidelines	•refine public benefits section of grant application •fund archaeological regional overview	•refine economic benefits section of grant application •fund major economic impact study	•increase local level management of resources •maximize project quality and public benefit
Federal Incentives		•provide technical assistance to owners of income producing properties	•monitor federal legislation •explore charges for project review	•explore computerization of application forms in conjunction with NPS	
State Incentives		•complete State Property Tax (SPT) homeowner's guide to preservation	•promote commercial property tax program	•streamline annual reporting process •review program rules	•review incentive programs of other states

Goal 2: Effective Information Management

Focus: Cultural Resource Inventory

	Completed to Date	1996-1997	1997-1998	1998-1999	Future Goal
Cultural Resources Survey and Site Data	•formed AZSITE task force •participated on legislative study committee	•oversee pilot GIS study •develop agreement with ASLD on GIS interface	•coordinate training with State Land Dept. •input highest impact areas (Maricopa and Pima Counties)	•connect partner institutions by internet •seek federal partners	•complete input of base data
Survey Streamlining		•finalize Class I computer survey form •explore survey/ mitigation options	•revise policy on survey/mitigation •conduct workshop on survey policy with AAAC	•integrate with overview data	
Interface with Other Databases			•conduct relational database study	•begin data entry	•multi-institutional access •paperless office •electronic compliance

Goal 2: Effective Information Management

Focus: Relational Data Bases

Grants	•updated Grant Tracker	•provide grant information and documentation to cultural resource inventory files	•fully integrate grant monitoring reports into computer system		
Compliance		•update mail log to computer database program •revise compliance summary input	•develop GIS interfacewith ASLD •process "no properties/ no effects" in 15 days	•enter base data in partnership with AZSITE task force	
Incentives			•update State Property Tax (SPT) database	•explore paperless State Property Tax (SPT) application and records system	•explore paperless federal tax project application system

	Completed to Date	1996-1997	1997-1998	1998-1999	Future Goal
Goal 3: Maximized Funding		**Focus: Planning/Budget Interface**			
Streamlining	•updated computer hardware systems	•continue to computerize programs and databases •target temporary assistance needs	•expand institutional volunteer/intern system in partnership with universities and non-profits		
Decentralization	•developed new CLG partners •developed tribal partnerships	•promote county CLG development •explore front-end fee loading for new development	•expand partnerships with CLGs and tribes	•research funding initiatives	
New Partnerships			•explore new funding partners and grant sources •complete ISTEA grant application	•develop printing partnerships for popular publications •expand corporate sponsorships	•decentralize funding base
Goal 4: Partnerships in Planning		**Focus: Federal Agencies**			
Long Range Planning	•provided input into Grand Canyon Management Plan •reviewed agency area plans	•review proposed NCSHPO/agency national programmatic agreements	•develop state/BLM and NRCS agreements •explore options for expanding agency plan review		
Strategic Planning		•approve "no effect" batching with requesting agencies •host compliance and eligibility training	•develop annual meetings with key agency leaders	•continue to streamline the compliance process •update agency input into plan	
Cyclical Planning			•review compliance record by agency •explore formal partnerships between Site Stewards and landholding agencies	•target unresponsive agencies	•full federal compliance •agency project reviews move to plan reviews

Goal 4: Partnerships in Planning — Focus: State Agencies

	Completed to Date	1996-1997	1997-1998	1998-1999	Future Goal
Long Range Planning	•participated on legislative study committee •participated in AZSITE task force	•develop guidelines for the State Historic Preservation Act	•hold workshop for state agencies on compliance	•complete major economic impact study	•participate in Capitol centennial event •hold town hall on historic preservation
Strategic Planning		•explore partnerships with ADOC, AOT, AHS, and universities	•begin GIS project with ASLD •explore formal partnerships between Site Stewards and landholding agencies	•continue data entry •update agency input into SHPO plan	
Cyclical Planning			•develop compliance manual with standard forms	•target unresponsive agencies	•streamlined state compliance •full agency participation

Goal 4: Partnerships in Planning — Focus: Tribes

Decentralization of SHPO Programs to Tribes	•coordinated tribal historic preservation workshops •reviewed tribal programs and provided training	•coordinate with NPS on development of tribal preservation programs	•assist tribes in identification of funding sources		
Strategic Planning		•coordinate with inter-tribal council cultural resource working group •provide assistance on historic properties	•provide technical assistance on tribal inventories and historic properties	•explore grants workshop for tribes •update tribal input into plan	
Off-Reservation Partnerships			•coordinate workshop on off-reservation issues	•develop policy manual on off-reservation issues	•full tribal partners

	Completed to Date	1996-1997	1997-1998	1998-1999	Future Goal
Goal 4: Partnerships in Planning		**Focus: Major Nonprofits**			
History Related	•coordinated with the National Trust •coordinated with the Arizona Preservation Foundation	•input on Trust grants to Arizona •co-sponsor Governor's Awards	•develop statewide preservation conference •co-sponsor Governor's Awards		
Archaeology Related		•build relationships with the AAC and the Archaeology Conservancy	•seek input into streamlining the compliance process and development of context studies	•hold historic archaeology workshop	
Architecture Related			•hold joint Arizona Institute of Architects/ Arizona Planning Association workshop with CLGs	•pursue professional development courses on preservation and preservation awards withthe AIA and APA	•bring historic preservation issues and sensitivity into architectural and urban design projects
Goal 5: Proactive Communities		**Focus: Certified Local Governments**			
Local Planning	•held design guidelines workshop •held annual CLG meeting with planning emphasis	•focus on the role of the preservation plan/ general plan interface •partnership with Universities and DOC	•target CLG planning Initiative •conduct work-study sessions with councils		
Training and Evaluation		•hold three regional CLG workshops •conduct CLG program reviews	•hold statewide CLG conference on economic benefits of preservation •conduct CLG program reviews	•hold three regional CLG workshops •conduct CLG program reviews	
New CLG Development		•revise and expand CLG program manual •promote county CLG participation	•review grant incentives for CLGs •host session at Arizona Planning Association conference	•explore new incentives for CLGs •host session at Arizona Planning Association conference	•involve CLGs in town hall and SHPO plan update

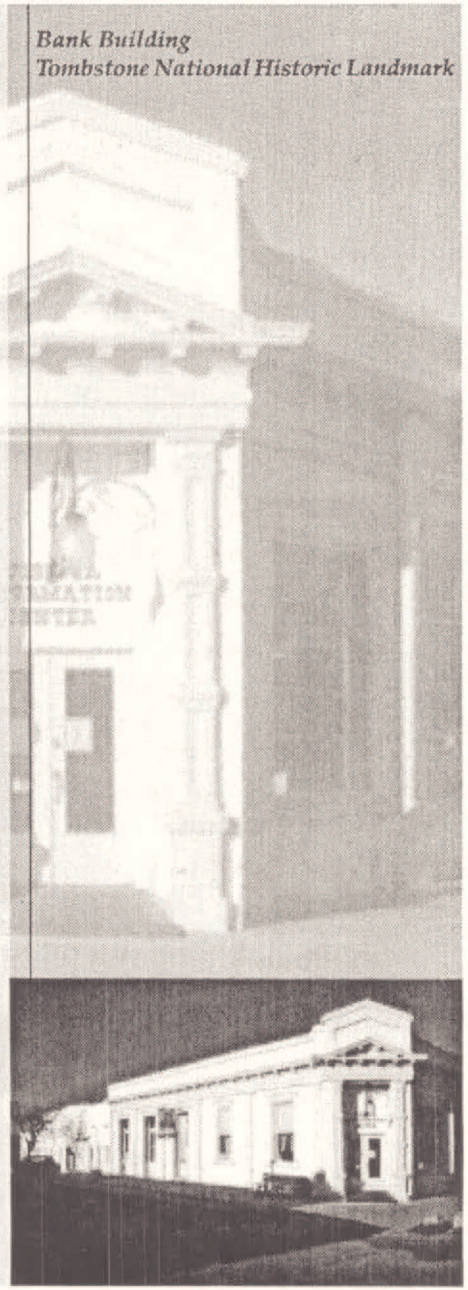
	Completed to Date	1996-1997	1997-1998	1998-1999	Future Goal
Goal 6: An Informed Supportive Public		**Focus: Information Exchange**			
General Publications	•completed new SHPO brochures, event calendars and posters •issued press releases on grant projects	•focus on quarterly report production •prepare user friendly annual report •formalize link with APF newsletter	•expand to program by program brochures •prepare user friendly annual report •update home page	•increase availability of SHPO publications on the Internet	
Technical Publications		•explore preparation of popular versions of technical reports •complete handbook for SPT homeowners	•poll neighborhoods on current local issues •complete planning handbook for CLGs	•prepare best practices technical summaries	
Media Interface		•work with HPAC subcommittee on education project •complete SHPO portable exhibit	•complete major education project(s) •increase press releases and exposure of exhibit	•market and distribute education project(s)	•survey results of education project
Goal 6: An Informed Supportive Public		**Focus: Annual Events**			
Archaeological Emphasis	•coordinated Archaeology Awareness Month, Archaeology Fair and the Site Stewards awards conference	•coordinate Archaeology Awareness Month, Archaeology Expo and the Site Stewards awards conference	•coordinate Archaeology Awareness Month, Archaeology Expo and the Site Stewards awards conference	•coordinate Archaeology Awareness Month, Archaeology Expo and the Site Stewards awards conference	
Historical Emphasis		•coordinate Heritage Preservation Month and Governor's Awards •sponsor forum at the AHS annual conference	•coordinate Heritage Preservation Month and Governor's Awards •sponsor forum at the AHS annual conference	•coordinate Heritage Preservation Month and Governor's Awards •sponsor forum at the AHS annual conference	
Architectural Emphasis		•coordinate CLG conference •explore annual technical "how to" conference	•coordinate CLG conference •coordinate annual technical "how to" conference	•coordinate CLG conference •coordinate annual technical "how to" conference	•coordinate CLG conference •coordinate annual technical "how to" conference

	Completed to Date	1996-1997	1997-1998	1998-1999	Future Goal
Goal 7: Informed Supportive Policymakers		**Focus: Elected Officials**			
Interface with Local Policy Makers	•developed partnerships with local planners •reviewed grant exposure methods	•review planning and zoning legislation •participate in League of Cities and Towns conference	•research economic impact of preservation issues •participate in League of Cities and Towns conference	•prepare economic impact study in partnership with ADOC and AOT	•market results of economic benefits of preservation study
Interface with State and Federal Policy Makers		•promote grant projects by district and invite politicians to major events •coordinate annual report with AHAC	•brief congressional delegation on historic preservation issues and agency compliance	•tie historic preservation to other emerging issues	
Leadership Education		•create "friends of preservation" mailing list	•improve dissemination of information through list	•tie economic benefits study to specific projects and market to local and state leaders	•hold town hall on historic preservation
Goal 8: Informed Trained Professionals		**Focus: Preservationists**			
Legal Framework, Policies and Procedures Training	•participated in ADOT meeting with archaeologists •participated in Pecos Conference	•conduct new federal regulations training	•explore the use of training videos		
Resource Identification		•hold National Register eligibility workshop •hold cultural landscapes briefing	•hold workshop on vernacular architecture	•hold workshop on the eligibility of archaeological resources	
Technical Standards and Techniques		•hold workshop with National Historic Landmark owners in conjunction with NPS	•update slide presentation regarding Secretary of the Interior's Standards	•conduct workshop on adobe preservation	•improve the quality of preservation projects

In Conclusion

Planning begins with the collective identification of a desired future state. The process continues as goals and objectives that will achieve that future are identified and validated. Two mistakes can and have often been made in long-range planning; first, specific actions become the focus before a consensus on the desired outcome is reached, or second; overly ambitious goals are set leaving little means to attain them. In creating this plan, the SHPO has taken extra steps to attain widespread support of a statewide vision and goals--while at the same time supporting these goals with an action plan that is specific, yet flexible, and actively works toward achieving those goals.

This plan is truly symbiotic, in that the whole is more than its parts, and is surely more comprehensive than parochial. The attempts of the SHPO to involve its partners and the public at large have affected both the results and implementation options. Because of this plan, there will have to be a new "business as usual" within the State Historic Preservation Office in that it must now follow through and revise day-to-day procedures and priorities to align them with this plan. But it will only be through the integration of the concepts and desires expressed in this plan into the daily priorities of all engaged in preserving Arizona's history that we can collectively move toward realizing our desired future.



Bank Building
Tombstone National Historic Landmark

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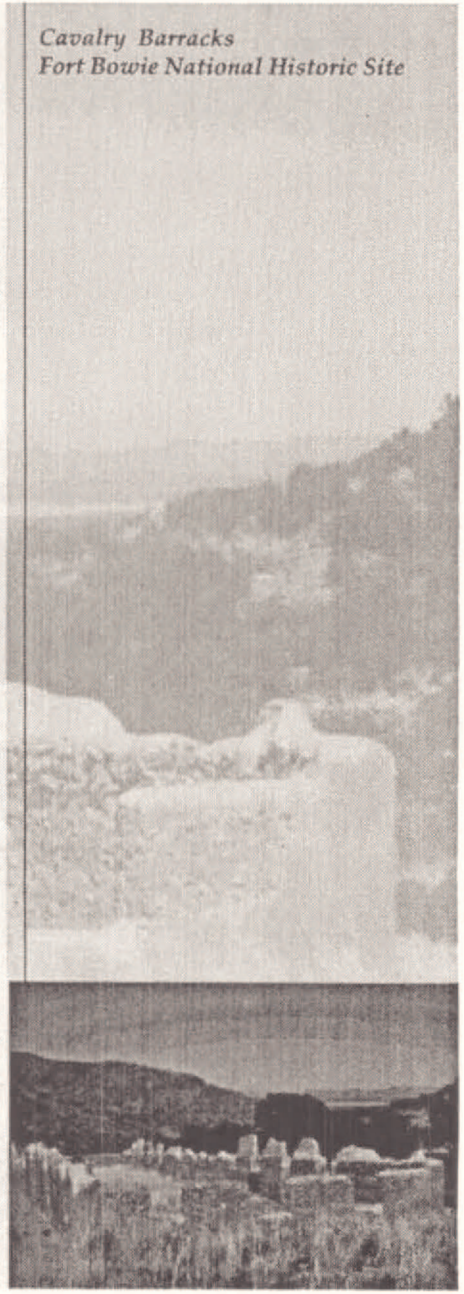
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Cavalry Barracks
Fort Bowie National Historic Site

Appendix A: Preservation Legislation

Federal Laws

National Historic Preservation Act (NHPA) of 1966, as amended (16 U.S.C. 470 et seq.)

This law established the national historic preservation program and the State Historic Preservation Offices (SHPO). Its provisions include:

1. The expansion and maintenance the National Register of Historic Places, the nation's official inventory of prehistoric and historic districts, sites, structures, buildings, and objects worthy of preservation.
2. Establishment of a grants program for statewide comprehensive surveys to acquire, preserve and/or develop historic or prehistoric properties.
3. Establishment of an Advisory Council on Historic Preservation, an independent agency which advises the President and Congress on matters related to preservation, as well as advising state and local governments in drafting preservation legislation.

Section 106 of the NHPA requires Federal agencies to consider the effects of their undertakings (actions conducted, funded, licensed or permitted by an agency) on properties listed or eligible for inclusion in the National Register of Historic Places.

Section 110 establishes more detailed procedures that federal agencies must follow in managing cultural resources. The primary responsibilities include locating and inventorying historic properties under their jurisdiction and insuring that these resources are protected during federal projects or land transfers. Federal agencies are also directed to execute their projects in accordance with the purposes of the National Historic Preservation Act.

In 1980, the NHPA was amended to expand the national preservation partnership to local governments, and the 1992 amendments expanded the national preservation program to tribes.

Archaeological Resources Protection Act of 1979 (16 U.S.C. 470aa-470mm)

This law (ARPA) considerably strengthened preservation and archaeological protection by instituting civil and criminal penalties for illegal use and destruction of resources and sites on Federal and Indian lands (vandalism and pothunting). A permit is required from the land manager who has jurisdiction in order to excavate or remove cultural resources from public lands. ARPA also makes it a criminal offense to buy or sell illegally obtained artifacts.

Native American Graves Protection and Repatriation Act (25 U.S.C. 3001)

The law requires each federal agency and museum receiving federal funding (except the Smithsonian Institution) to inventory human remains and associated funerary objects and to provide culturally affiliated tribes with the inventory and a summary of its collections of other cultural items. Upon request, a tribe having cultural affiliation may request repatriation of human remains and funerary objects.

Rehabilitation Credit: Section 47 of the Internal Revenue Code (26 U.S.C. 47)

Section 47 establishes a 20% tax credit for the substantial rehabilitation of buildings listed on the National Register of Historic Places for income-producing purposes.

State Laws

Arizona Antiquities Act of 1927 (A.R.S. §41-841 to §41-846)

This state law prohibits unauthorized excavation and defacing of historic, archaeological, or paleontological sites and the unauthorized collection, alteration, or destruction of artifacts on lands owned or managed by state agencies. It requires anyone wishing to excavate archaeological sites on state lands to obtain a permit from the Director of the Arizona State Museum. The act requires those in charge of authorized excavations or surveys on state lands to

report cultural resources found to the Arizona State Museum and to take reasonable steps to secure their preservation. The act also prohibits the reproduction or alteration of any antiquity or the sale of such objects.

State Parks Board Law of 1957 and amendments (A.R.S. §41-511.04)
The Governor is given the power to designate a State Historic Preservation Officer who has "competence and expertise" in the field of historic preservation. The preservation officer is to plan, coordinate, and administer a state historic preservation program including the program established pursuant to the National Historic Preservation Act.

The State Historic Preservation Officer's duties are to:
1. Direct and conduct a comprehensive statewide survey of historic properties and to maintain an inventory of historic places.
2. Identify and nominate eligible properties to the National Register of Historic Places and the Arizona Register of Historic Places.
3. Administer grants-in-aid for historic properties within Arizona.
4. Advise and monitor federal, state, and other agencies of Arizona in carrying out their historic preservation responsibilities.
5. Develop and make available information concerning professional methods and techniques for the preservation of historic properties.
6. Make recommendations on the certification, classification, and eligibility of historic properties for state and federal property tax and investment tax incentives.

State Historic Property Tax Program (A.R.S. §42-161 to §46-165, and §42-227)
This law establishes the State Historic Property Tax Program which provides a reduction in property taxes for owners of historic properties. To receive the tax reduction, an owner of a residential or commercial property must maintain that property according to the Secretary of Interior's Standards for Rehabilitation. The tax reduction is given and administered by the county assessor in the county where the property is located.

State Historic Preservation Act of 1982 (A.R.S. §41-861 to §41-865)
This act, similar to the National Historic Preservation Act, requires state agencies to consult with the State Historic Preservation Officer (SHPO) when planning projects, including sale or lease of land, that may potentially affect any historic or prehistoric properties. The SHPO has thirty days to review and comment on any of these projects.

In addition, this law attempts to prevent the vandalism of human remains and funerary objects by requiring a notification procedure upon the discovery of human remains and associated funerary objects on both state and private lands. The law requires that landowners, lessees, or their agents inform the Director of the Arizona State Museum of any discovery.

Parks Board Heritage Fund (A.R.S. §41-501 to §41-503)
Established by voter initiative in 1990, the Arizona Heritage Fund sets aside $20 million from the state lottery fund to go toward preserving and enhancing Arizona's natural and cultural environment. Of this amount, $1.7 million goes specifically toward historic preservation projects with a majority being awarded through a competitive grant program.

Municipal General Plans (A.R.S. §9-461.05)
This statute requires that each municipality prepare and adopt a General Plan which includes a statement of community goals and development policies including land-use and circulation. Communities over 50,000 are also required to include a conservation and recreation element in their General Plan.

Appendix B: The Secretary of the Interior's Standards for Rehabilitation

The Secretary of the Interior is responsible for establishing standards and advising Federal agencies on the preservation of historic properties. These guidelines have been developed to guide work undertaken on historic buildings, and currently serve as the benchmark for evaluation of most projects at the Federal, state, and local levels of government. The intent of the Standards is to assist the long-term preservation of a property's significance through the preservation of historic materials and features. They are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility.

(1) A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

(2) The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

(3) Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

(4) Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

(5) Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.

(6) Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

(7) Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

(8) Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

(9) New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

(10) New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Appendix C: Historic Context Studies Published by the SHPO

Statewide planning for the identification and evaluation of historic resources is guided by context studies focusing on themes related to Arizona's history. The ongoing development of these contexts assists in the identification, nomination and management of National Register eligible properties. The following studies are available through the SHPO, except those noted by an asterisk (*), which were in production at the time this Plan was written.

*Archaic & Paleo-Indian Periods in Arizona**
A concise report on the "historical context" of archaeological sites associated with the Paleo-Indian and Archaic periods in Arizona. The report will focus on the period, generally defined as circa 10,000 BC - AD 100.

Basques in Arizona, from Spanish Colonial Times to Present
An examination of the contribution of one ethnic group to the development of the state, particularly related to the sheepherding industry. Property types include sheep camps, carvings on aspen trees, stone mounds, hotel/restaurant/boarding houses, ballcourts, and ranch houses.

Chinese in Arizona, 1870-1950
Focused study on the contribution of one ethnic group to the development of the state. Property types are Chinatowns, residences, commercial properties, community buildings, work camps, agricultural properties, and cemeteries.

Commerce in Phoenix, 1870-1942
A focused study on commercial properties in Phoenix. The study identified five major historical periods in the history of commerce in Phoenix, each marked by distinct patterns in the local economy and the resultant fluctuations in the growth and shape of the original townsite. The major categories of properties are: the central business district; neighborhood-related commerce; railroad-related industrial architecture; and automobile-related commercial development.

Gold & Silver Mining in Arizona, 1848-1945
Looks at the historical significance of precious metal mining. Property types identified include: extraction properties (prospect holes, shafts, adits, claim markers, placer mines and hard rock mines; processing properties (arrastras, stamp mills, and smelters); and, habitation and commercial properties (camps and boomtowns).

Historic Trails in Arizona from Coronado to 1940
A statewide study of historically significant transportation corridors. Property categories include: Native American trails; Spanish and Mexican period trails and roads; Early American, U.S. Government trails; Mormon roads; stagecoach, freight, and toll roads; stock trails; and early automotive routes.

Homesteading in Arizona, 1862-1940
Agricultural and stock-raising homesteads represents one of the major ways that Anglo-Americans settled Arizona. Property types include homestead houses, outhouses, fields, livestock outbuildings, water features like wells and windmills, and artifacts.

Lithic Sites in Arizona
Sites containing flaked stone and ground stone represent one of the major property types associated with prehistoric cultures in Arizona. Significant sites provide information on the production and use of stone tools.

Prehistoric Irrigation in Arizona
Irrigated agriculture represents the foundation of prehistoric Hohokam culture in Arizona. Property types include canals, fields, petroglyphs, and habitation sites

Prehistoric Non-irrigated Agriculture
These properties provide critical information concerning how prehistoric peoples subsisted in an arid environment. Property types include fields and water-control feature such as rock piles, check dams, and terraces.

Prehistoric Rock Art in Arizona
Drawings on rocks (petroglyphs and pictographs) are an intriguing and little understood remnant from prehistoric cultures in Arizona with sites scattered across the state. Significant rock art properties show a relation to prehistoric cultural groups and will provide information on interpretation, dating, and techniques.

*Prehistoric to Historic Transition Period in Arizona, circa AD 1500 to 1700**
This context study will focus on the identification of State/National Register-eligible archaeological sites associated with the period immediately preceding and during the introduction of European peoples, goods and ideas to established Native American cultures.

Cattle Ranching in Arizona, 1697-1950
Cattle ranching has played an important role in the Arizona economy from Spanish colonial times to today. This study identifies building types such as ranch houses, line camps, wind mills, corrals, and cattle trails that have made cattle raising possible in the arid Arizona environment.

Transcontinental Railroading in Arizona, 1878-1940
Explores property types associated with the Southern Pacific and Santa Fe Railroads built and operated as connections between the Mississippi Valley and California. Property types include construction camps, roadbed, grade, track, bridges, tunnels, culverts, office buildings, section houses, depots, and hotels.

The United States Military in Arizona, 1846-1945
This study examined all aspects of the U.S. military presence in Arizona from the frontier era to World War II. Major property types include: forts, camps, and operational posts; roads; battlesites; heliograph stations; air bases; civilian flight schools; POW and internment camps; gunnery and training ranges; and National Guard facilities.

*Vernacular Architecture in Arizona, 1863-1920**
Vernacular architecture encompasses the culturally determined building forms and traditional styles built by common people without benefit of formal architectural or building plans. Property examples include folk housing, Native American traditional building forms, and other traditional based building forms.