



PLANNING & DEVELOPMENT
**PRESERVE
SHAPE
BUILD**

Preserve

HISTORIC

PHX

PHOENIX
FINANCIAL CENTER

PHOENIX
FINANCIAL CENTER

Historic Preservation Plan | **2025**



Preserve

H I S T O R I C



PHX





PLANNING & DEVELOPMENT
**PRESERVE
 SHAPE
 BUILD**

Cover images courtesy of Larry Mischler

Acknowledgments

Mayor

Kate Gallego

City Council Members

District 1:

Vice Mayor Ann O'Brien

District 2:

Councilmember Jim Waring

District 3:

Councilmember Deborah Stark

District 4:

Councilmember Laura Pastor

District 5:

Councilmember Betty Guardado

District 6:

Councilmember Kevin Robinson

District 7:

Councilmember Carlos Galindo-Elvira

District 8:

Councilmember Kesha Hodge Washington

City Manager's Office

Jeffrey Barton, City Manager

Alan Stephenson, Deputy City Manager

Historic Preservation Commission

Dan Garcia, Chair

Tricia Amato, Vice Chair

Chad Gestson

Taz Khatri

Dan Klocke

Francesca Miller

Christina Noble

Brenda Thomson

Keely Varvel-Hartsell

Planning & Development Department

Joshua Bednarek, Director

Historic Preservation Office

Helana Ruter, Historic Preservation Officer

Kevin Weight, Principal Planner

Desiree Aranda, Planner III

Crystal Carrancho, Planner II

Jodey Elsner, Planner II

Maura Jackson, Planner II

Emma Collins, Planner I

Cletus Montoya, Planner I

Bridget Collins, Secretary III

City Archaeologist

Christopher Schwartz, Ph.D.

Editing and Layout by City Clerk Department

Printing, Design & Mailing Services

Contents

Acknowledgments	3
Contents	4
Land Acknowledgment	5
Executive Summary	6
Purpose of the Plan	9
Public Benefits of Historic Preservation	10
Legal Basis for Historic Preservation	12
Preservation in Phoenix: A Timeline	16
Phoenix Historic Preservation Program	23
Plan Accomplishments and Evolution	32
Current Preservation Planning	39
Moving Forward (Vision Statement)	48
With Connections to the Past	50
Mission Statement	53
Goal 1: Protect Archaeological Resources	54
Goal 2: Protect Historic Resources	56
Goal 3: Explore Preservation Incentives	58
Goal 4: Develop Community Awareness	60
Goal 5: Promote Partnerships	62
Bibliography & Further Reading	64
PlaceEconomics Report (2023)	66
Archaeological Site Etiquette Guide	106

Land Acknowledgment

The City of Phoenix acknowledges that Phoenix is located within the homeland of the O’Odham and Piipaash peoples and their ancestors, who have inhabited this landscape from time immemorial to present day. The landscape is sacred and reflects cultural values central to the O’Odham and Piipaash way of life and their self-definition. This acknowledgment demonstrates our commitment to work in partnership with the ancestral Indigenous communities to foster understanding, appreciation and respect for this heritage. The Salt River Pima-Maricopa Indian Community (SRPMIC) and the Gila River Indian Community (GRIC) claim aboriginal title (Original Indian Title) to lands exclusively used and occupied by the Akimel O’Odham and Piipaash equaling 3,751,000 acres of South Central Arizona. Ancestral O’Odham settlements are located throughout the entirety of present-day Phoenix. This land continues to be spiritually connected to the O’Odham of the SRPMIC and the GRIC, both of which are confederations of two unique cultures with their own languages, customs, cultures, religions and histories. Both the O’Odham and the Piipaash are oral history cultures and the song culture of these people are specifically tied to tangible places. These places can be natural landforms like the mountains that surround our valleys, but they also include archaeological sites because they are part of a cultural landscape associated with specific historic, cultural and religious values. Those places are tangible reminders to the O’Odham and Piipaash about shared attitudes, goals and practices that characterize who they are, where they belong and how they related to each other in the past, continuing today and into the future. The City of Phoenix has preserved and continues to steward several Ancestral O’Odham sites and landscapes and is committed to honor the vital meaning and intent of this land acknowledgment.

Executive Summary

PreserveHistoricPHX 2025 is an update to the City's first comprehensive historic preservation plan, which was adopted by the Phoenix City Council in 2015. This document builds off the framework of the existing plan while providing space for new ideas and tools to guide the goals and objectives of the City's historic preservation program over the coming decade. PreserveHistoricPHX 2025 pulls the threads from the past through to today to help us connect with our historic and cultural resources as they play a key role in the vision of PlanPHX, the City's 2025 General Plan update, to become *A More Connected Phoenix*.

PreserveHistoricPHX 2025 demonstrates the benefits of historic preservation as they relate to PlanPHX's five core values: create a network of vibrant cores, centers and corridors; connect people and places; strengthen our local economy; celebrate our diverse communities and neighborhoods; and build the most sustainable desert city. This plan gives a summary of the legal basis for historic preservation, a timeline of past preservation efforts in the city and a brief overview of the City's historic preservation program.

PreserveHistoricPHX 2025 provides a summary of accomplishments achieved in historic preservation in Phoenix after the adoption of the 2015 plan, which set the stage for the current planning effort. Through a study completed by the internationally recognized historic preservation consulting firm, PlaceEconomics, titled *Tools, Strategies, Policies, Incentives for Historic Preservation in Phoenix* (see Appendix B), and a new public engagement process with Phoenix residents, it became clear that the five goals identified in the 2015 PreserveHistoricPHX plan are still relevant today. New opportunities to achieve these goals have emerged, and this plan update will propose new tools to move forward to achieve the vision of PreserveHistoricPHX 2025 over the next decade.

ORPHEUM

Goals

Goal 1



Protect
Archaeological
Resources

Goal 2



Protect Historic
Resources

Goal 3



Explore
Preservation
Incentives

Goal 4



Develop
Community
Awareness

Goal 5



Promote
Partnerships

Purpose of the Plan

PreserveHistoricPHX 2025 is a long-term vision for the City's historic preservation program, identifying the goals and associated tools for shaping Phoenix's continued growth over the next decade. This plan is a supplement to the General Plan for the City of Phoenix, PlanPHX 2025, and highlights how historic preservation and heritage resources, including buildings, structures, objects, sites, traditional cultural places (TCPs) and districts, are an integral part of the vision and core values of PlanPHX 2025.

Connections to History, Culture, Identity and the Material past are fundamental to the city's vision of creating A MORE CONNECTED PHOENIX.

PreserveHistoricPHX 2025 pinpoints the ways in which heritage resources contribute to economic development, the growth of small and legacy-owned business, connectivity, neighborhood diversity, sustainability and building community and civic pride nesting into the five core values of PlanPhx 2025 to:



Create a Network of Vibrant Cores, Centers and Corridors



Connect People & Places



Strengthen our Local Economy



Celebrate our Diverse Communities and Neighborhoods



Build the Most Sustainable Desert City

What does the historic preservation plan do?

PreserveHistoricPHX 2025 does the following:

- * Provides the background for historic preservation and the City's historic preservation program.
- * Highlights the issues and concerns of residents and professionals regarding the preservation and enhancement of cultural and historic resources.
- * Details the City's historic preservation goals.
- * Recommends the implementation of specific actions for achieving those goals.
- * Guides future historic preservation projects and programs in the city.

¹ The term Historic Preservation can be used to encompass the planning and management of cultural resources on a timeline of precontact (prehistoric and protohistoric or ethnohistoric), and historic periods (typology developed by archaeologists). Resources from the prehistoric and protohistoric periods are typically classified as "cultural" where those from the historic period are classified as "historic". The term "heritage resources" is used to refer to both cultural and historic resources.

Public Benefits of Historic Preservation

Historic preservation offers numerous benefits to the people of Phoenix—cultural, economic and environmental. Sustaining our cultural heritage advances public goals including those set forth in the City’s General Plan, PlanPHX 2025. These goals and examples of how historic preservation contributes to them² are noted below:



Create a Network of Vibrant Cores, Center & Corridors

The historic neighborhoods of Phoenix are **dense**—1,000 people per square mile more dense than residential neighborhoods in the rest of the city.

Commercial areas with a concentration of heritage buildings are **magnets for small businesses, legacy businesses, and businesses in the creative and knowledge categories.**

Legacy businesses—those in business for 25 years or longer—make up 12% of businesses in heritage commercial areas, versus 3% in the city overall.



Connect People & Places

Historic places—including buildings, landscapes, archaeological sites, memorials and public art—honor the contributions and experiences of previous generations and contribute to **a sense of place** as well as **unique local cultures and identities.**

Heritage sites, parks and neighborhoods **attract residents and visitors alike**, connecting people to the places that make Phoenix special.

Most of Phoenix’s historic neighborhoods and parks are **located along public transit corridors.**



Strengthen Our Local Economy

During the real estate crisis which accompanied the Great Recession, **foreclosure rates in historic neighborhoods were measurably lower** than the rest of the city, a pattern that has continued in every year since.

Even during recent years of a boom cycle in real estate, **property values in historic districts have outperformed the city as a whole.**

Job growth rates for businesses in the **creative and knowledge sectors**, which prefer to locate in heritage areas and buildings, have all been higher over the past decade in heritage commercial areas than in the city as a whole.



Celebrate Our Diverse Communities & Neighborhoods

Phoenix historic neighborhoods are **diverse** neighborhoods, by race, ethnicity and income.

Phoenix historic neighborhoods are diverse in their housing stock with a much wider range of housing options than most Phoenix subdivisions. These neighborhoods also have a **diversity of housing prices.**

The city’s inventory of **older housing stock is providing affordable housing** largely without subsidy, likely due to its age, condition and smaller unit size.



Build the Most Sustainable Desert City

Historic neighborhoods in Phoenix are **walkable**—most rated “Very Walkable” as contrasted to “Car Dependent” for the city as a whole.

The **tree cover** typically found in historic areas has six times the value of air quality benefits per acre, five times the value of water saved and sequesters five times the carbon dioxide of the rest of the city.

Reusing existing buildings encourages adaptive reuse and **diverts waste from our landfills.**

These are only some of the benefits that historic preservation offers to the people of Phoenix, demonstrating the synergy between conserving our heritage and other worthwhile goals like connectivity, economic prosperity, diversity and sustainability.



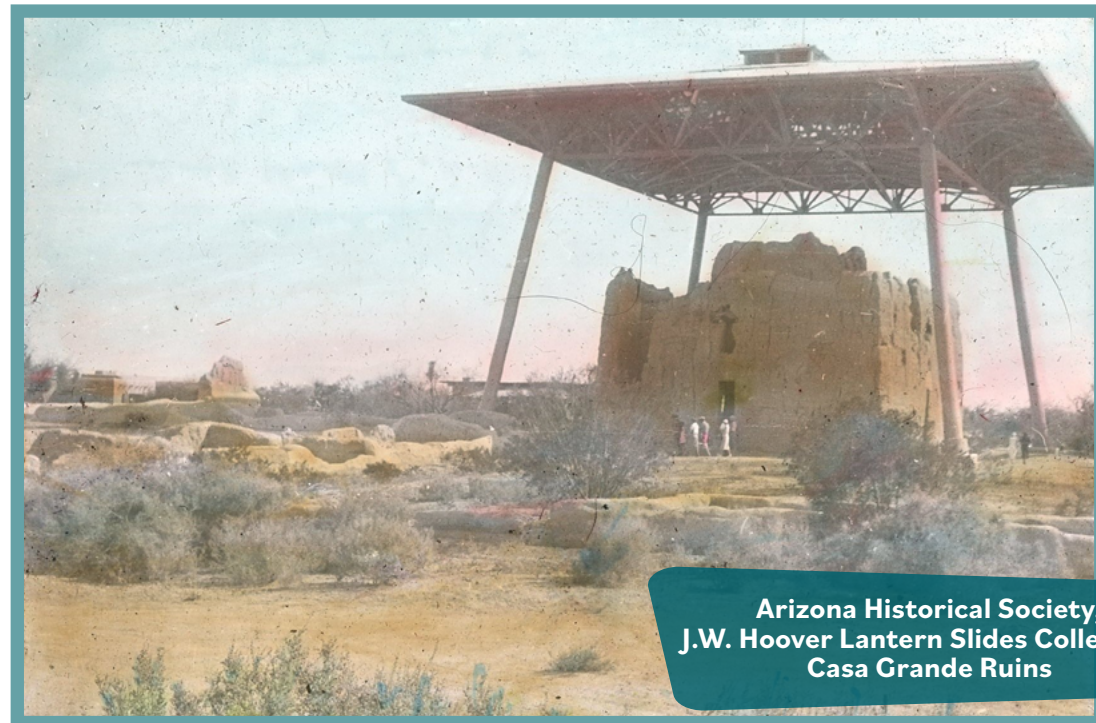
² The examples are key findings in *Preservation Phoenix Style: A Study of the Impacts of Historic Preservation in Phoenix*, prepared by PlaceEconomics for the City of Phoenix, October 2021.

Legal Basis for Historic Preservation

The legal basis for historic preservation is grounded in federal, state and local policy. Below is a summary of key historic preservation laws and programs that influence the work of the City of Phoenix Office of Historic Preservation.

Federal

1892 Casa Grande Reservation: President Benjamin Harrison proclaimed the 480 acres around Casa Grande (Siwañ Wa'a Ki) a prehistoric and cultural reserve – the first such designation in the United States.



Arizona Historical Society,
J.W. Hoover Lantern Slides Collection,
Casa Grande Ruins

1906 Antiquities Act: This was one of the first pieces of federal legislation aimed at protecting Precontact Native American sites and artifacts on federal lands in the American West. The act authorized permits for legitimate archaeological investigations and penalties for taking or destroying antiquities without permission. It also authorized the president to proclaim “historic landmarks, historic and prehistoric structures and other objects of historic or scientific interest” as national monuments.

1916 National Park Service Organic Act: Congress created the National Park Service (NPS) with the passage of this law (16 U.S.C. 123, and 4). A unit of the Department of the Interior, the NPS is the federal agency responsible for administering and implementing the National Historic Preservation Act, (see below). As the lead federal preservation agency, the NPS sets the standards and guidelines for identifying and treating historic and cultural resources, and it maintains the National Register of Historic Places (NRHP) (see below). It also offers technical support and administers grant funding for state and tribal historic preservation offices and Native Hawaiian officials.

1935 Historic Sites Act: This act (Public Law 74-292) declared that “it is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States.” The law authorized the NPS to research, survey and document historic and archaeological sites.

1966 National Historic Preservation Act: President Lyndon B. Johnson signed the National Historic Preservation Act (NHPA) into law on October 15, 1966 (Public Law 89-665). The preamble to the law declared that the historical and cultural past of the nation should be preserved as ‘a living part’ of community life in order to ‘give a sense of orientation to the American people.’ The NHPA established the NRHP and led to the creation of state, county and municipal historic preservation programs nationwide. Section 106 of the NHPA ensures historic preservation review of any development project utilizing federal dollars, approval, or land.

1966 Department of Transportation Act: This policy intends to preserve natural and human-made sites along highway routes. Section 4(f) of this act specifies preservation responsibilities of the Secretary of Transportation.

1966 Demonstration Cities and Metropolitan Development Act: This act directs the Secretary of Housing and Urban Development “to assert an interest in historic preservation and reduce its Urban Renewal activities by clearing older buildings.” It encourages existing housing to be recycled and reused instead of demolished and replaced.

U.S. Department of the Interior: The Department of the Interior (DOI) is the federal department responsible for establishing professional standards and providing advice on the preservation and protection of all cultural resources listed or eligible for listing in the NRHP. The Secretary of the Interior’s Standards for the Treatment of Historic Properties apply to all proposed development involving federal funds and are intended to be applied to a wide variety of resource types, including buildings, sites, structures, objects and districts. Many historic preservation programs across the United States base their state and local design guidelines on these federal standards.

Certified Local Government Program: Amendments to the NHPA in 1980 broadened the federal-state preservation partnership to include local partners (towns, cities and counties), which led to the creation of the national Certified Local Government (CLG) program. This federal program is administered by the NPS, while the CLG is typically a local historic preservation office or planning department. CLGs must have established a preservation ordinance and a formalized means of identifying, registering and protecting cultural resources within their boundaries. These certified governments perform much of the historic property survey work in Arizona. There are 30 cities and one county (Pima) in Arizona with certified historic preservation programs; Phoenix became a CLG in 1988.



Advisory Council on Historic Preservation: The Advisory Council on Historic Preservation (ACHP) is an independent federal agency that “promotes the preservation, enhancement and sustainable use of our nation’s diverse historic resources³, and advises the President and Congress on national historic preservation policy.” The ACHP administers Section 106 of the NHPA, offers trainings and conducts outreach.

State

Arizona State Museum: In 1893, the Arizona Territorial Legislature created the first and largest anthropology museum in the Southwest—the Arizona State Museum. The museum is the state’s official permitting agency for archaeological and paleontological projects and the official archaeological repository. It administers the Arizona Antiquities Act and helps state and federal agencies enforce related legislation.

Arizona Antiquities Act: In 1927 the state legislature passed an antiquities act which required that fifty percent of archaeological artifacts or fossils recovered from sites on federal or state land be deposited in a public museum in the state of Arizona and established the requirement for persons or corporations to obtain a permit from the University of Arizona and the relevant county board of supervisors prior to survey or excavation. The legislature amended the act in 1960 giving oversight to the Arizona State Museum which was authorized to create regulations and professional standards for archaeological practice. Further amendments were made to the law in 1973 and 1990.

Arizona State Parks Board: In 1957, preservationists were part of a coalition that successfully lobbied the state legislature to create the Arizona State Parks Board. While the Parks Board focused primarily on acquiring parks and establishing camping, picnicking and other recreational services, prominent Arizona historian and Parks Board member Bert Fireman persuaded the board to include several historic sites among the first state parks.

Arizona State Historic Preservation Office: The NHPA mandated the creation of state historic preservation offices (SHPOs) that would work with the NPS and the ACHP to establish a list of properties important to the nation’s history. The act also mandated state historic preservation offices to work with federal agencies on preventing the destruction of these properties and on administering a program of grants-in-aid to ensure the properties’ preservation. Arizona Governor Samuel Pearson Goddard, Jr. (1965-1967), appointed Arizona State Parks Director Dennis McCarthy as the first state historic preservation officer.

State Historic Preservation Plan: Preparation of the first statewide historic preservation plan began in 1969. The National Park Service approved Arizona’s Interim Plan for Historic Preservation in December 1970, which allowed the state to continue receiving its allocation from the Historic Preservation Fund. This plan established a process for identifying and nominating properties within Arizona to the NRHP.

Arizona Register of Historic Places: The Arizona State Legislature established the Arizona Register of Historic Places in 1974. This is the state’s register of historic sites, buildings, structures, objects and districts. The list is administered by the SHPO.

State Historic Property Tax Reclassification Program: This program began in 1979 and encourages preservation in the private sector by reducing tax assessments for owner-occupied residential and income producing properties.

State Historic Preservation Act: This act, signed in 1982, encouraged the preservation of historic resources by state agencies and expanded the role of SHPO to include reviewing plans by state agencies to determine whether such plans would adversely affect historic properties.

Municipal Planning: In Arizona, historic preservation is accomplished through the zoning power, which allows local governments to regulate the use of property. State legislation [Arizona Revised Statutes, Section 9-462.01(A)(10)] enables cities, towns and counties to pass zoning regulations, including for the purpose of establishing districts of historical significance.

Local

Phoenix Historic Preservation Ordinance: In 1984, Mayor Terry Goddard and the City Council created an Ad Hoc Committee on Historic Preservation, which recommended, among other things, the adoption of a city historic preservation ordinance. Adopted in 1985, the preservation ordinance (Chapter 8 of the City’s Zoning Ordinance) provided for the establishment of historic preservation overlay zoning and spelled out the duties of the Historic Preservation Commission (HPC) and Historic Preservation Office (HPO).

Historic Preservation Commission: Appointed by the City Council, the HPC is composed of nine individuals with demonstrated special interest, knowledge or experience in historic preservation. At least one member of the commission must fulfill each of the following roles: registered architect, real estate professional, archaeologist, and historian.

Phoenix Historic Property Register: The ordinance also codified the criteria for listing properties, the effects of historic-preservation zoning, the processes for reviewing projects for Certificates of No Effect and Certificates of Appropriateness, and the steps necessary when considering a property for demolition and/or removal from its original site.



Preservation in Phoenix: A Timeline

Phoenix's diverse communities have preserved their history, culture and sacred places in a multitude of ways over time, both within and outside of formal preservation programs. The following is a timeline of key events that have shaped preservation policy in Phoenix today. It is not a comprehensive list of all preservation activities that have occurred within the city.⁴

1924

1924: A group of Phoenicians, with the help of U.S. Senator Carl Hayden, purchases 13,000 acres from the federal government to create what is now known as South Mountain Park and Preserve. The park is home to thousands of petroglyphs created by the Huhugam and their descendants, the ancestral O'Odham.



South Mountain Park & Preserve

1929

1924-1929: The City of Phoenix acquires a Huhugam (Hohokam era) platform mound and the surrounding Park of Four Waters, which contains the remains of major irrigation canals built by the Huhugam on the north side of the Salt River. Opening in 1929 as the Pueblo Grande Museum (now S'edav Va'aki Museum), it is an archaeological site museum and repository open to the public.

1938

1938: Pioneers' Cemetery Association (PCA) forms to preserve the seven historic cemeteries near the State Capitol Complex. The original PCA disbanded at the onset of World War II but was reestablished in 1983.

⁴ "A comprehensive history of preservation in Phoenix can be found in the 2015 PreserveHistoricPHX plan."

1942

1942: The City of Phoenix and Arizona State Museum initiate the preservation and restoration of an adobe building believed to be the home of Phoenix pioneer Darrell Duppa but was more likely a barn built by subsequent property owner John B. Montgomery to support his farming operations there.

1954

1954: The Camelback Improvement Association forms in opposition to construction on Camelback Mountain.

1966

1966: Congress passes the National Historic Preservation Act, and the Arizona SHPO is established. Pueblo Grande (now S'edav Va'aki) is the first property in Phoenix to be added to the National Register of Historic Places and is designated as a National Historic Landmark.

1968

1968: Camelback Mountain is donated to the City of Phoenix after a successful campaign led by Barry Goldwater and the Save Camelback Mountain Foundation.

1972

1972: Funding to protect urban mountains as parks is allocated through a voter-approved bond.



Rosson House

1976

1976: Heritage Square in downtown Phoenix is established as part of the National Bicentennial Celebration; the Junior League of Phoenix and former Phoenix Mayor John Driggs lead the effort. Arizona: Past & Future Foundation is created in opposition to proposed freeway construction plans and with the purpose of preserving historic and archaeological resources along the route.

1978

1978: The City adopts the Special Conservation District Ordinance, which created a mechanism for neighborhoods to have an organized voice in planning their growth.

1979

1979: The state's first preservation nonprofit organization, the Arizona Preservation Foundation, is established to promote and protect Arizona's historic resources. The Phoenix Historic Building Survey is completed.



Encanto-Palmcroft

1983

1983: The Roosevelt and Encanto-Palmcroft neighborhoods are listed on the National Register, the first residential historic districts to be designated in Phoenix.

1984

1984: Phoenix Mayor Terry Goddard assembles the Phoenix Ad Hoc Committee on Historic Preservation, which spurs the formation of Phoenix's historic preservation program the following year. The Junior League completes the Historic Phoenix Commercial Properties Survey.

1985

1985: City Council adopts a local historic preservation ordinance that establishes the Phoenix Historic Preservation Commission and the Phoenix Historic Properties Register. The Historic Preservation Commission is formed and holds its first meeting. City Council approves a temporary ban on razing historic buildings listed on the National Register.

1986

1986: The City's first Historic Preservation Officer is hired. The first three historic districts (Roosevelt, Coronado and Phoenix Union High School), as well as 15 individual properties, are listed on the Phoenix Historic Properties Register.

1989

1989: City Council passes a provision requiring review of demolition permits for structures older than 50 years old, although it is later removed due to concerns about its impact on private property rights. Voters approve \$15 million in bond funds for historic preservation. The funds allow the City to hire new staff members, purchase and stabilize Tovrea Castle and establish new programs to provide grants to owners of historic buildings.



Tovrea Castle

1990

1990: The Phoenix Historic Preservation Office creates the Exterior Rehabilitation Assistance, Demonstration Project and Low-Income Historic Housing Rehabilitation grant programs with remaining bond funds. A voter initiative creates the Arizona State Parks Heritage Fund.

1992

1992: The Arizona Heritage Alliance forms to protect, preserve and enhance Arizona's historic, cultural and natural heritage. Its focus is to protect the Arizona State Parks Heritage Fund.

1993

1993: Historic Homes of Phoenix: An Architectural Guide is published. It wins the 1994 Governor's Award for Historic Preservation in the education category.

1996

1996: The City acquires Phoenix Indian School, a Bureau of Indian Affairs-operated school from 1891 to 1990. Three of the school's 29 structures are spared from demolition during the creation of a 73-acre park known as Steele Indian School Park and are added to the National Register of Historic Places. The same year, the George Washington Carver Museum and Cultural Center is established to honor and share African American heritage, art, and culture in Phoenix.



Steele Indian School Park

1997

1997: The City of Phoenix is presented with a National Preservation Honor Award for its Bond Program, which is recognized as the "largest municipal historic preservation fund in the nation." The Phoenix Historic Neighborhoods Coalition forms, initially meeting as a group of just a few historic neighborhoods and going on to obtain non-profit status in 2013.

2000

2000: The City Council requests that the City Manager appoint a panel of citizens to perform a comprehensive review of the City's Historic Preservation Program, which is now 15 years old. The Ad Hoc Historic Preservation Advisory Panel meets over the course of a year and forwards a set of recommendations to the City Council, 11 of which are formally adopted.

2001

2001: Phoenix voters approve an additional \$14.2 million in bond funds for the City's Historic Preservation Program.

2004

2004: City completes a survey of African American historic properties, initiated at the urging of the Ad Hoc Historic Preservation Advisory Panel. Modern Phoenix Neighborhood Network is founded.

2005

2005: A coalition of advocates led by the Arizona Asian American Association fights to save the Sun Mercantile Building, one of the last remaining historic Chinese groceries in downtown Phoenix.

2006

2006: The Hispanic Historic Property Survey is completed. Another round of bond funding is approved, allocating \$13.1 million to historic preservation and establishing the Warehouse & Threatened Building grant program. Arizona voters pass Proposition 207, the Private Property Rights Protection Act, which curtailed historic designation activities.

2007

2007: The Historic Preservation Office completes a survey of Asian American historic properties in Phoenix

Japanese Free Methodist/
Vietnamese United Baptist



In 1932, the Arizona Free Methodist Church for Japanese opened across the street from the Japanese Hall on Indian School Road east of 43rd Avenue. Upon the relocation of Japanese Americans during WWII to Mayer and Poston Internment camps, the church's congregation was split. After the war ended, the church returned to order. In 1965, a new church was built a block north of its original location. The congregation relocated classrooms and a social hall from their former Indian School location to their new two-acre property at 4143 N 43rd Avenue and constructed a new church sanctuary. The Vietnamese United Baptist Church acquired the property in 2016.

2011

2011: Midcentury Marvels: Commercial Architecture of Phoenix 1945-1975 is published and wins the Governor’s Heritage Preservation Grand Honor Award.

2012

2012: Preserve PHX is formed partly due to the urgency created by the threatened demolition of the David and Gladys Wright House. The organization is a grassroots network of advocates for the protection of historic places throughout Phoenix. Members of Modern Phoenix create the Postwar Architecture Task Force of Greater Phoenix.

2015

2015: City Council approves Phoenix’s first comprehensive Historic Preservation Plan.

2016

2016: City of Phoenix enacts a citywide 30-day demolition hold for commercial properties 50 years of age or older and for properties previously determined eligible for the Phoenix Register of Historic Places. It is later amended with the 2018 building code adoption to include all properties over 50 years in the Downtown Code Area.

2021

2021: City Council adopts the PlaceEconomics Report Preservation Phoenix Style which documents the historic preservation efforts of the City and the positive impacts that historic preservation has had on the community. City Council also appropriates \$200,000 from the General Fund to renew the Exterior Rehabilitation Grant Program.

2022

2022: City Council appropriates \$500,000 from the General Fund to renew the Threatened Building Grant Program (renamed the Phil Gordon Threatened Building Grant program in 2023). Rehabilitation begins on Santa Rita Hall, the site of Cesar Chavez’s 24-day fast in 1972 during which he protested new anti-union legislation in Arizona, a policy harmful to U.S. farmworkers. The building was listed on the Phoenix Historic Property Register in 2007.

2023

2023: Voters approve an additional \$5 million in historic preservation bond funds for capital improvements to City-owned historic buildings and to renew the historic preservation grant programs. Pueblo Grande Museum and Archaeological Park is renamed S'eqav Va'aki Museum, which means “Central Vahki” in O’Odham, referring to the large platform mound preserved at the site. The renaming highlights the connection that the site has with both the Ancestral Sonoran Desert People and the native communities that currently live around the Phoenix metropolitan area, including local O'Odham and Piipaash communities.

Phoenix Historic Preservation Program

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

Historic Property Inventory, Surveys and Contexts

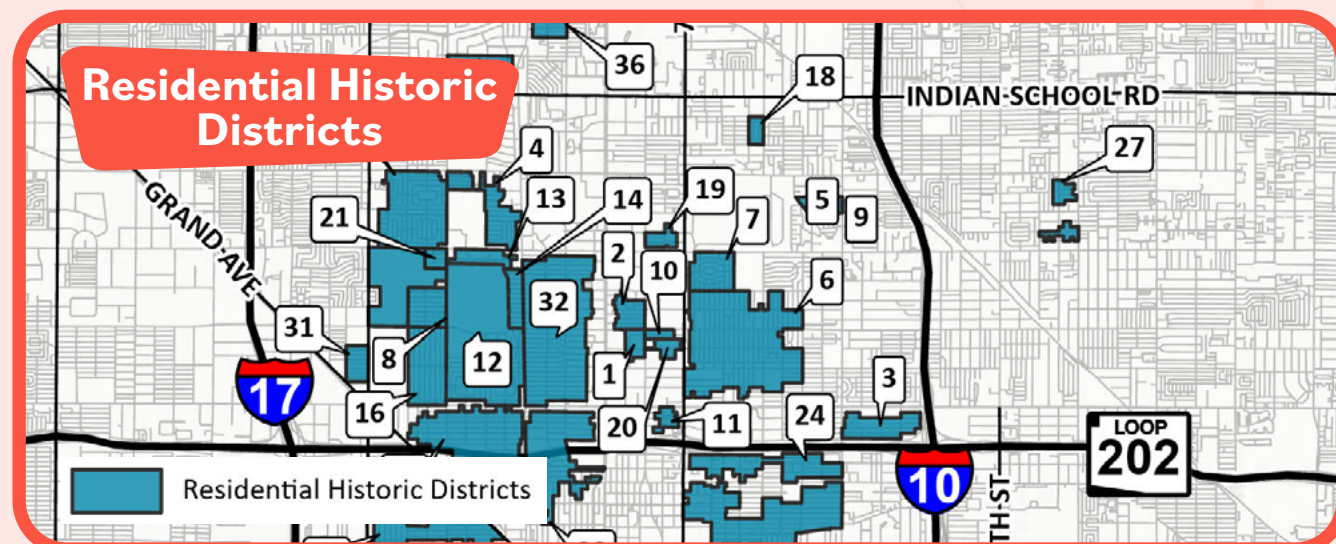
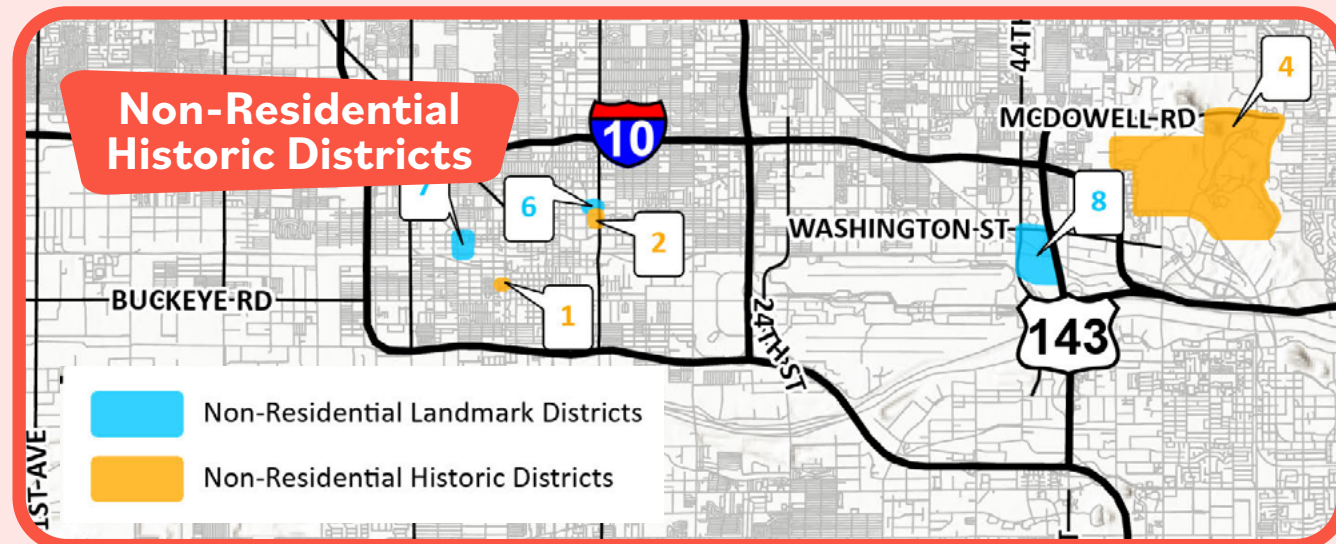
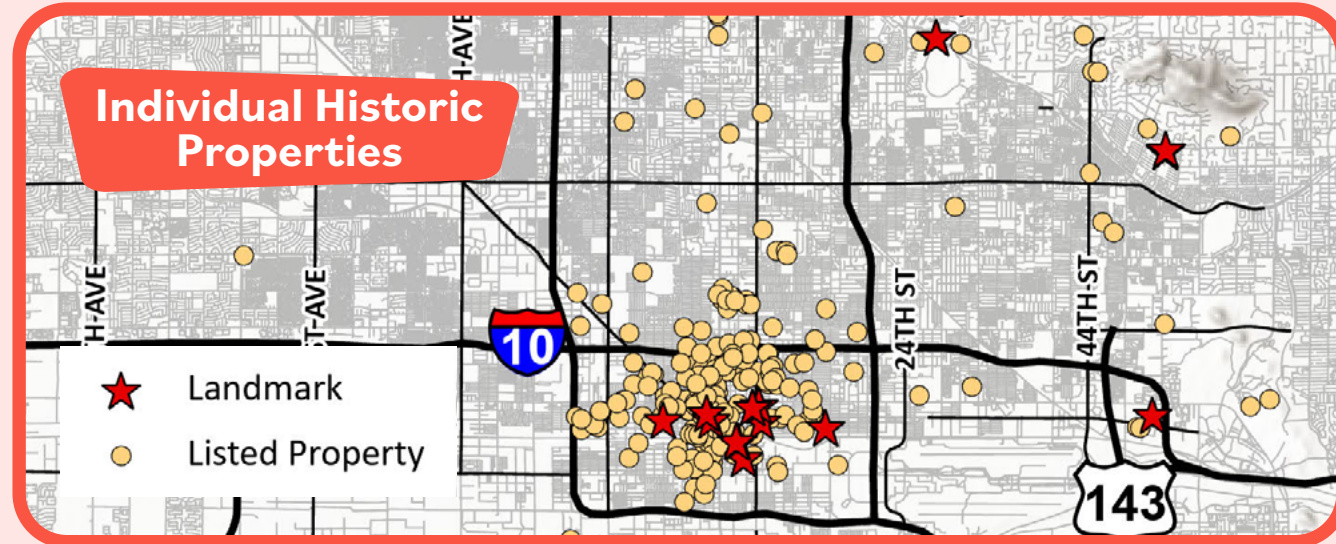
As of October 2024, the City of Phoenix’s inventory of historic properties consisted of 988 entries, made up of approximately 10,000 individual resources – buildings, structures, sites, objects and districts. The inventory includes properties listed on both the PHPR and the National Register of Historic Places (NRHP). It also includes properties that have been recommended eligible for listing but have not yet been added to a historic register. The inventory is housed in a geodatabase, which is maintained by City staff and available to the public online through Phoenix’s My Community Map and Open Data Portal.⁵

New properties are added to the inventory primarily through the completion of historic property surveys. Depending on the purpose of the survey, it may attempt to identify every eligible historic property in the survey area, or it may focus on the eligibility of properties relating to a particular theme (such as commerce, agriculture, or ethnic heritage). The historic context is a key component to the survey, as it provides the basis for evaluating the significance of properties identified in the survey. Each context is based on a specific theme and the geographical and chronological limits of that theme. Without historic contexts and their accompanying surveys, proper identification and evaluation of historic properties could not take place.

Phoenix Historic Property Register

Properties listed on the PHPR are rezoned with a Historic Preservation (HP) or Historic Preservation-Landmark (HP-L) zoning overlay. The landmark designation is used to recognize exceptionally significant historic properties. The procedures to establish an HP or HP-L overlay are described in Sections 807 and 808 of the Phoenix Zoning Ordinance. HP and HP-L rezoning applications are presented to the Historic Preservation Commission, Village Planning Committee, Planning Commission and City Council at public hearings; the City Council makes the final decision to designate properties and list them in the PHPR. Once rezoning is approved, the properties are formally protected through a special permit review process administered by the HPO. These properties are also eligible for financial incentives offered by the City of Phoenix. A total of 36 residential historic districts, 9 non-residential historic districts (4 of which are landmarks) and 232 individually listed properties (12 of which are landmarks) have been listed in the PHPR since 1986.

⁵ The URL for My Community Map is <https://www.phoenix.gov/pdd/mycommunitymap>.
The URL for the City of Phoenix Open Data Portal is <https://www.phoenixopendata.com>.



The HPO launched its efforts to identify and set evaluation requirements for post-World War II resources in Phoenix by contracting for a multi-family property historic context covering the period from 1945-1980. The context identified factors that shaped the development of multi-family housing as well as the prominent types of housing, duplex to high rises, and architectural styles. The document provides an analytical framework for the identification and evaluation of historic-age properties for eligibility for designation in the PHPR.



National Register of Historic Places

Properties are listed in the National Register through a nomination process. Information about preparing a National Register nomination is described in the "How to Complete the National Register Registration Form" bulletin published by the National Park Service. Nominations for properties located in the city of Phoenix are reviewed by the City Historic Preservation Office, the State Historic Preservation Office, the Arizona Historic Sites Review Committee, and the Keeper of the NRHP (located in Washington D.C.) The Keeper ultimately determines whether a property is historic and should be listed in the register. Contributors to National Register listed districts and individually listed properties are eligible for the Arizona State Historic Property Tax Reclassification Program.



Design Review

The HPO recognizes that change is inevitable and that some alterations to historic properties can support their viability and longevity. Design review is a critical part of protecting those elements of historic properties and districts that make them unique and important while charting a fair process that allows for sensitive alterations. For properties within a historic preservation overlay district, the HPO reviews all exterior work that requires a building permit. For construction projects, there are two types of approvals: a Certificate of No Effect and a Certificate of Appropriateness.

A Certificate of No Effect may be issued for minor work that does not materially change the historic character of the property and is clearly within the adopted design guidelines for historic properties. These certificates are frequently approved at the time of the initial request.

A Certificate of Appropriateness is required if the proposed work will make material changes that may alter, diminish, eliminate or affect the historic or architectural character of the property in any way. Larger additions and street-visible changes fall into this category. These certificates require a pre-application meeting and a public hearing to determine whether the proposed project meets the “General Design Guidelines for Historic Preservation” and the “Secretary of the Interior’s Standards for Rehabilitation” (links in Appendix A).

The HPO also reviews Requests for Demolition as part of its design review responsibilities.

30-Day Demolition Hold

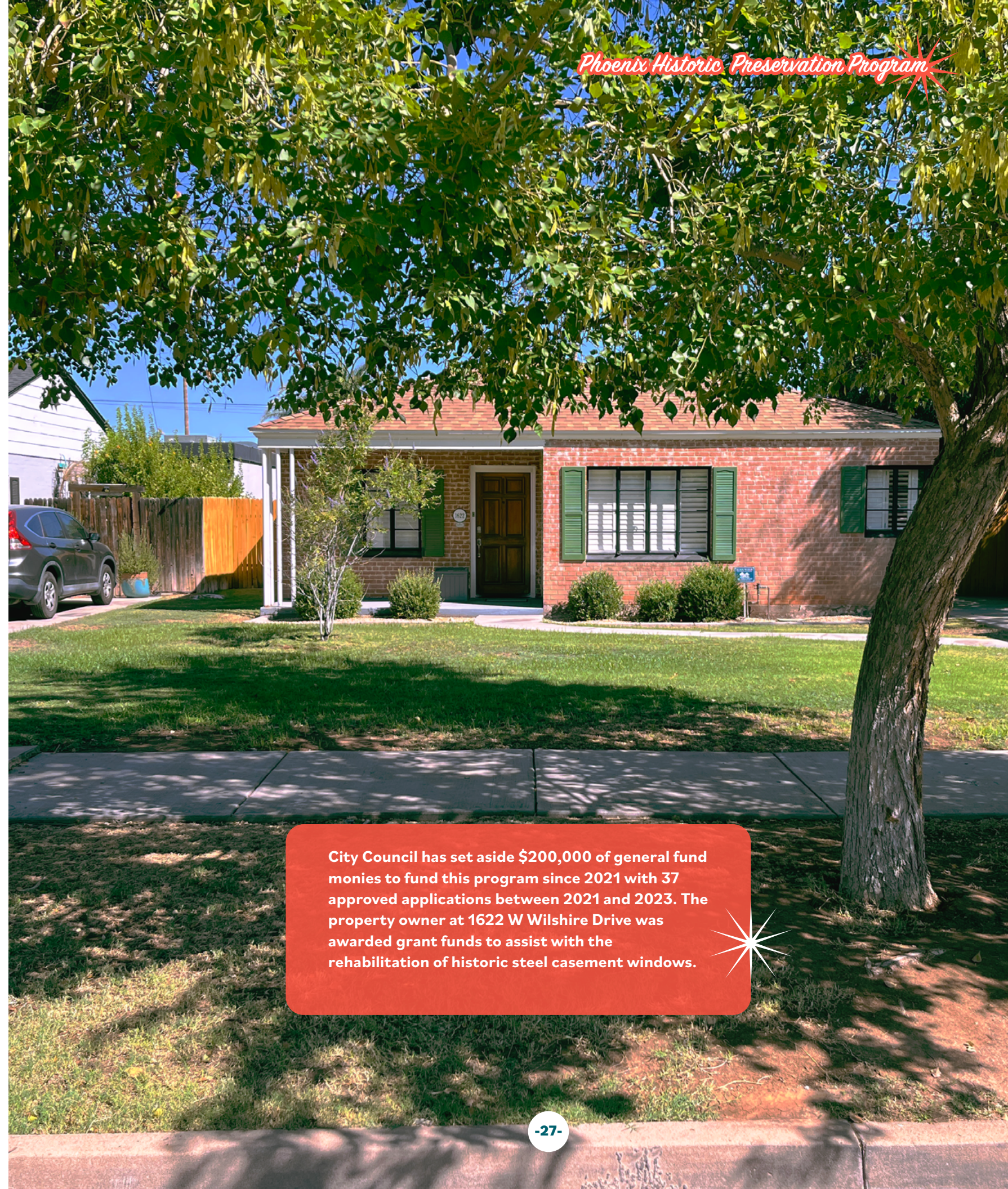
All buildings in the City’s inventory of historic properties, all commercial properties at least 50 years old, and all buildings 50 years old or older in the Downtown Code area are subject to a 30-day hold prior to demolition. During the 30-day hold staff conducts research as necessary to make a recommendation of eligibility for historic designation which is circulated to the members of the HPC and historic preservation advocacy organizations.

Technical Advice

The HPO provides information about preserving, rehabilitating and restoring historic buildings. Staff offers technical advice on preservation projects to help identify and determine the best approach for resolving common issues before beginning work. The HPO also publishes guides for historic-property owners on such topics as the appropriate treatment for historic window repairs, masonry cleaning and repointing, paint removal and wood shingle roofs. In addition, the NPS publishes Preservation Briefs that address treatment of various traditional building materials, specific architectural features, the reuse of different building types and broader themes such as how to understand architectural character and make historic buildings accessible.

National Historic Preservation Act, Section 106 Review

Section 106 of the National Historic Preservation Act of 1966 (as amended 2004) requires federal agencies to consider the effects on historic properties of projects they carry out, assist, permit, license or approve (undertakings). The Phoenix HPO completes these assessments to identify and evaluate historic properties, assess the effects of their undertakings on historic properties, and attempt to negotiate an outcome that will balance project needs and historic preservation values. The HPO coordinates with other City departments such as Neighborhood Services, Housing, Street Transportation and Aviation, to complete the reviews to ensure the City’s future access to federal funding opportunities and maintain the City’s compliance with Section 106.



City Council has set aside \$200,000 of general fund monies to fund this program since 2021 with 37 approved applications between 2021 and 2023. The property owner at 1622 W Wilshire Drive was awarded grant funds to assist with the rehabilitation of historic steel casement windows.

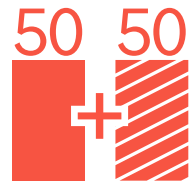
Grants and Incentives

There are several financial incentive programs available to preserve and rehabilitate historic buildings and properties:



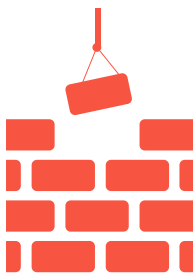
Exterior Rehabilitation Assistance Program

This program helps residents sensitively rehabilitate the exteriors of historic homes while promoting reinvestment in Phoenix's historic neighborhoods. Owners of historic homes, either in City-designated historic districts or individually listed on the Phoenix Historic Property Register, are eligible to apply. The program reimburses owners on a 50/50 matching basis for pre-approved work up to \$20,000. In exchange for receiving financial assistance, the owner sells the City a conservation easement to protect the building's exteriors.



Demonstration Project Program

This program encourages the exterior rehabilitation of significant historic properties used for multi-family residential, commercial, or institutional purposes. The program provides funding on a reimbursement basis for exterior work that preserves and rehabilitates historic buildings and supports adaptive use projects that keep a historic building economically viable. The program pays 100 percent for grant-eligible work items, provided that the property owner is funding an equal amount of work for non-grant-eligible work items (such as plumbing, mechanical or electrical repairs). In exchange for financial assistance, the property owner conveys to the City a conservation easement to protect the historic character of the property's exteriors.



Phil Gordon Threatened Building Program

This program helps property owners rehabilitate the exteriors of threatened historic buildings and historic downtown warehouses and to return them to a viable use. Eligible buildings are either historic commercial buildings located in the downtown warehouse overlay district or are City-designated historic buildings located elsewhere in the city that are threatened either by their deteriorated condition or by possible demolition. The program pays 100 percent for grant-eligible work items and no matching funds are required. In exchange for financial assistance, the property owner conveys to the City a conservation easement to protect the historic character of the property's exteriors.



State, Federal and Other Incentives

The state and federal governments as well as public and private foundations have developed incentives to assist in the restoration, maintenance, and rehabilitation of historic resources.



Arizona State Historic Property Tax Reclassification Program

The State of Arizona maintains a property tax reduction program for residential non-income-producing properties listed on the NRHP and a property tax incentive program for income-producing commercial properties listed on the National Register. The SHPO, in conjunction with the county assessors, administers this program.



Arizona Heritage Fund

Restored by the Arizona Legislature in 2020, the Historic Preservation focus of the Arizona Heritage Fund is to provide public funding for preservation planning and rehabilitation projects. The funds are available for resources listed in or determined eligible for listing in the Arizona Register of Historic Places and NRHP. Funds are available when legislatively appropriated.



Federal Historic Preservation Tax Incentive

The NPS administers financial incentive programs for historic buildings in partnership with the AZ SHPO and the Internal Revenue Service. This includes a 20 percent rehabilitation tax credit on federal income taxes for certified historic building rehabilitation projects. For these projects, buildings must be listed or eligible for listing in the NRHP and comply with the Secretary of the Interior's Standards for Rehabilitation.



National Trust for Historic Preservation

The National Trust, through its financial assistance programs, demonstrates that preserving our heritage improves the quality of life in American communities. The National Trust's grant and loan programs have assisted thousands of innovative preservation projects that protect the continuity, diversity and beauty of our communities.

“Historic buildings are part of what make neighborhoods unique, and preserving these buildings can spur economic activity as developers create jobs to revitalize aging properties”

- on Historic Tax Credit program - J.P. Morgan Chase



New Market Tax Credits

The New Markets Tax Credit Program is a federal government program that was established by Congress in 2000 to encourage investments in locating businesses and real estate projects in low-income communities. The program attracts investment capital by permitting individual and corporate investors to receive a tax credit against their federal income tax return in exchange for making equity investments in specialized financial institutions called “community development entities.”

Outreach

Outreach is critical to fostering a more informed and engaged community that understands the benefits of preservation and supports the activities and initiatives that result in the protection of our city’s resources. HPO outreach efforts include the following:

- * Publications on topics in preservation including books, brochures, newsletters and pamphlets.
- * Attendance at neighborhood and preservation organization meetings.
- * Workshops such as proper rehabilitation techniques for a historic home.
- * Information on the City website.
- * Presence at historic-home tours by staffing a booth at the event.
- * Use of social media such as Facebook, Twitter and Instagram.
- * Events and celebrations during National Preservation Month.

Outreach is also achieved through collaborations with partner organizations and the 36 residential historic districts within the city. Such organizations include the Arizona Preservation Foundation, the Phoenix Historic Neighborhood Coalition, Modern Phoenix, the Downtown Voices Coalition, Phoenix Community Alliance, Preserve Phoenix, and the State Historic Preservation Office.

Archaeology

Since 1929, the City of Phoenix has had a City archaeologist. The City Archaeology Office (CAO) is located at the S'edav Va'aki Museum and is part of the Arts and Culture Department.

Archaeological investigations are required for development projects in the state of Arizona whenever there is state or federal funding, permitting or licensing involved. In addition, state law (Arizona Revised Statutes, Sections 41-844 and 41-865) strictly regulates the removal and disposition of human remains and funerary objects, both on private and public lands.

The City of Phoenix Zoning Ordinance (Section 802.A) acknowledges the significance of archaeological resources within the city:

It is hereby declared as a matter of public policy that the protection, enhancement and preservation of properties and areas of historical, cultural, archaeological and aesthetic significance are in the interests of the health, prosperity and welfare of the people of the City of Phoenix. It is further intended to recognize past needless losses of historic properties which had substantial value to the historical and cultural heritage of the citizens of Phoenix, and to take reasonable measures to prevent similar losses in the future.

The ordinance also states the following (Section 802.B.2):

With respect to archaeological resources:

- a) To encourage identification of the location of both pre-historic and historic archaeological resources.
- b) To assist with the preservation of these resources, within developments where appropriate, and with recovery of the resources where applicable.
- c) To encourage recognition of the fact that archaeological resources found on public land are the property of all citizens, and are not private property. Archaeological resources found on City-owned lands are the property of the City.

Responsibilities of the CAO are as follows:

- * Monthly consultation meetings with the Gila River Indian Community and Salt River Pima-Maricopa Indian Community Tribal Historic Preservation Offices to understand and address the concerns of the O’Odham Tribes, who are culturally connected to the Phoenix area.
- * Assessing development projects—those that are City-sponsored, are on City-owned land, or are undergoing planning review (including private development)—for potential impacts on archaeological resources.
- * Coordinating the development of treatment plans if archaeological resource impacts are identified; treatment plans may involve excavations to examine and document subsurface deposits.
- * Assisting private development projects with the archaeology process required for construction permit stipulations.
- * Providing technical oversight for all City-sponsored archaeological projects, including those that involve federal agencies (e.g., Department of Housing and Urban Development, Federal Transit Administration, Federal Highway Administration and Federal Aviation Administration) and state agencies (e.g., Arizona State Land Department).
- * Participating in State Historic Preservation Act and Section 106 consultation, providing guidance for the treatment of archaeological resources.
- * Reviewing and ensuring the appropriateness of all archaeological fieldwork and technical reports of data recovery results within the City.
- * Managing the S'edav Va'aki Museum publication series, including Anthropological Papers, Occasional Papers and Technical Reports.
- * Coordinating the Arizona Site Steward Program for the City of Phoenix with the assistance of a Cultural Resource Ranger. The stewards document site vandalism, damage and other disturbances, and report it to the City Archaeologist, who then conducts a field visit and takes appropriate actions to prevent further damage.
- * Coordinating the S'edav Va'aki Museum Platform Mound Stabilization Program. The S'edav Va'aki platform mound or va'aki is one of only two such remaining prehistoric structures that are preserved in the Salt River Valley. It is subject to erosion and destruction from wind and rain, and it requires routine stabilization activities that meet the Secretary of the Interior’s Standards. These activities are conducted by a team of volunteers.
- * Conducting archaeological research for public exhibits and publications and interact with the media. S'edav Va'aki Museum produces exhibits and publications that require review, research, and written material from the City Archaeologist.



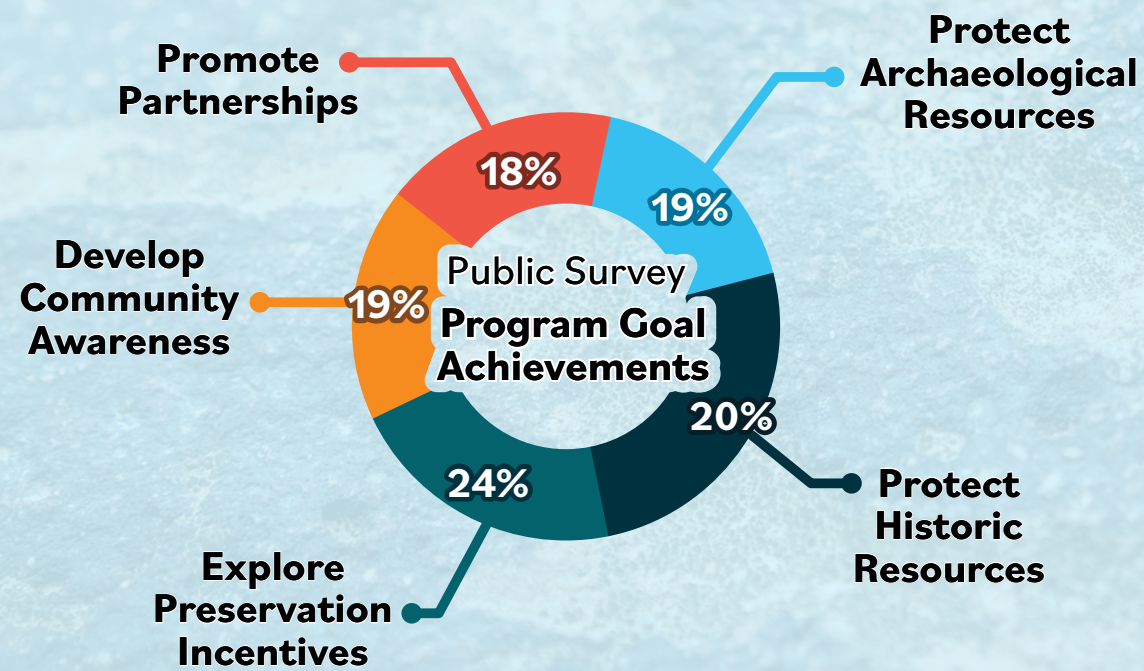
The CAO works closely with descendant Tribes through monthly face to face consultation meetings with the Gila River Indian Community and Salt River Pima-Maricopa Indian Community Tribal Historic Preservation Offices. These meetings began with just City Archaeology and Repatriation compliance discussions and have since expanded to include discussions about museum programming, exhibits, and renaming initiatives. Tribal names are being considered for new housing developments. Several trails in the South Mountain Park and Preserve have been given new O’Odham names to replace inaccurate or offensive names. This collaboration also resulted in the renaming of the Pueblo Grande Museum to S'edav Va'aki Museum with museum mural art entitled “Legacy” created by Salt River Pima Maricopa Indian Community (SRPMIC) resident and enrolled Tohono O’odham Nation artist Thomas “Breeze” Marcus with the help of O’odham artists Dwayne Manuel (SRPMIC) and Zachary Justin (Gila River Indian Community).

Plan Accomplishments and Evolution

The 2025 PreserveHistoricPHX plan is an update to the existing historic preservation plan, the first of its kind in Phoenix, which was adopted in 2015 and identified five program goals:



The City Archaeology Office (CAO), Historic Preservation Office (HPO), Historic Preservation Commission (HPC) and community made substantial headway in achieving aspects of these goals following plan adoption. A recent public survey revealed that the public perceives a nearly even level of successes across the goal categories.



What We've Done Together



Protection of Archaeological Resources

The CAO, in partnership with local tribal cultural resource officers, worked to facilitate a name change for Pueblo Grande, the large prehistoric village site where the CAO and the Pueblo Grande Museum are located. The name S'edav Va'aki (and S'edav Va'aki Museum), or Central Platform Mound in the O'Odham language, reflects the connection between the Hohokam era occupation of the Salt River Valley and the current O'Odham communities and their lineal relationship. A story map on S'edav Va'aki and its connections to the descendent O'Odham Tribes has been completed and is published online. The CAO and City HPO have retained a consultant to develop an ethnohistory and historiography to provide greater understanding of the continuum of indigenous occupation in the Phoenix basin.

CAO commissioned a Geographic Information Systems (GIS) map of all known sites and surveys in South Mountain Park and Preserve and has worked to conduct surveys and cultural overviews for Phoenix Mountain and North Mountain Preserves, places of cultural significance to neighboring tribal communities. CAO has also worked with a group of volunteers to develop the Phoenix Mapping Archaeology Project, a GIS effort to digitize all features and excavations conducted at S'edav Va'aki and other large village sites along the Salt River.

City archaeology guidelines were updated in 2020 and a new general citywide Historic Properties Treatment Plan for Archaeology was adopted in 2024. The new Treatment Plan includes an updated media policy, a protocol for obtaining permission to present technical project results at conferences and in publications, and requirements for how to provide GIS data to CAO upon project completion.

Protection of Historic Resources



The HPO, with significant community input, worked with the Planning and Development Department (PDD) leaders in 2016 to establish a 30-day demolition hold for commercial properties over 50 years of age and those properties previously identified eligible for historic designation. The code was revised in 2018 to incorporate all buildings over 50 years of age located within the Downtown Code zoning area. This is a public notification process which provides staff recommendations on designation eligibility of resources to the

historic preservation commission and historic preservation advocacy organizations.

In 2018, PDD created the publicly accessible My Community Map which is a geodatabase of property-specific information that identifies historically designated and eligible properties. This map allows residents and real estate professionals to have real time, accurate information to facilitate planning and engagement with the historic preservation office.

The HPO contracted for the preparation of two National Register of Historic Places (NRHP) nominations for commercial historic districts, the Miracle Mile and Grand Avenue Commercial Historic Districts, which provide opportunities for federal, state and local financial incentives for rehabilitation.

The historic preservation commission has prioritized survey and historic context development for post-World War II properties. The office has contracted for the development of post-war multi-family property, religious architecture and commercial building contexts, types of properties identified as threatened through ongoing management of the 30-day demolition hold process.



The Grand Avenue Commercial Historic District was listed in the National Register of Historic Places in 2024. The district stretches along Grand Avenue between “Five Points” and “Six Points” and reflects commercial development in Phoenix spanning the period between 1887 and 1975 when commercial development waned upon completion of the Interstate 10.

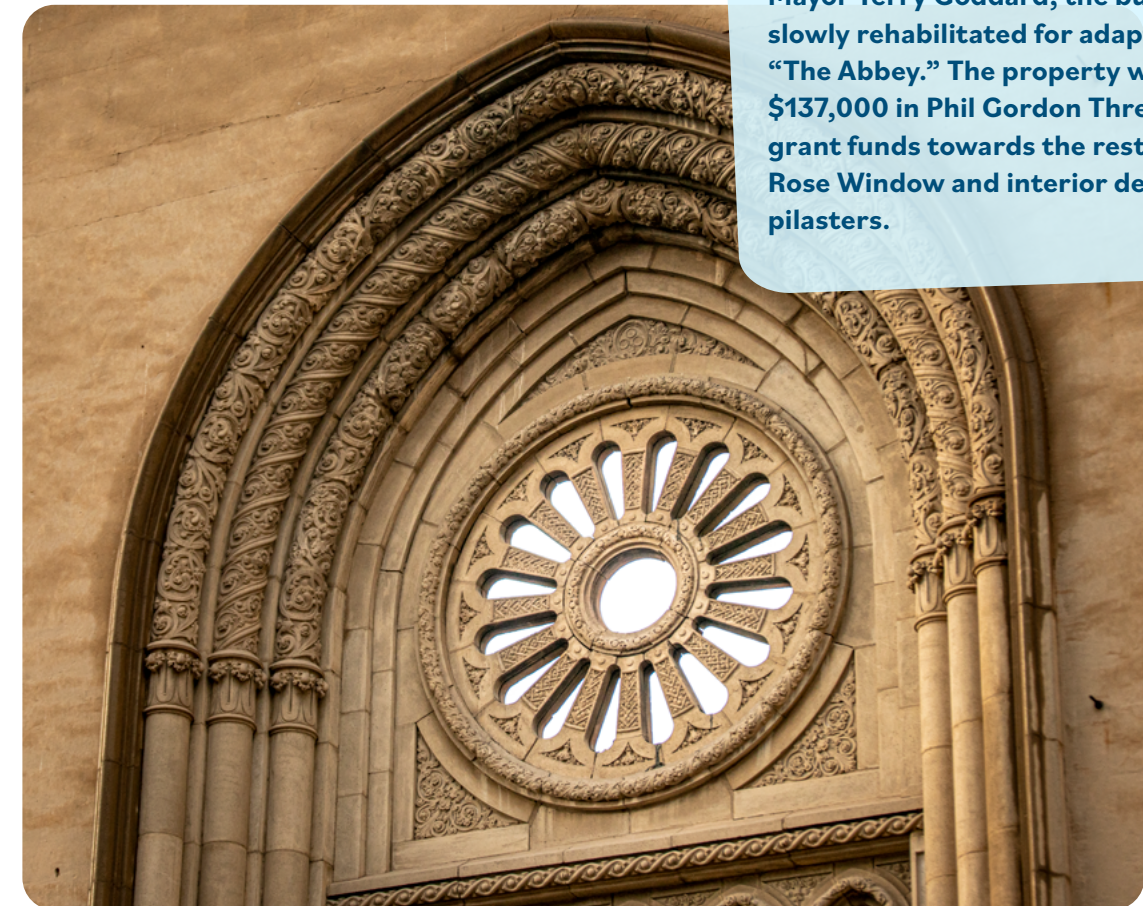
Explore Preservation Incentives



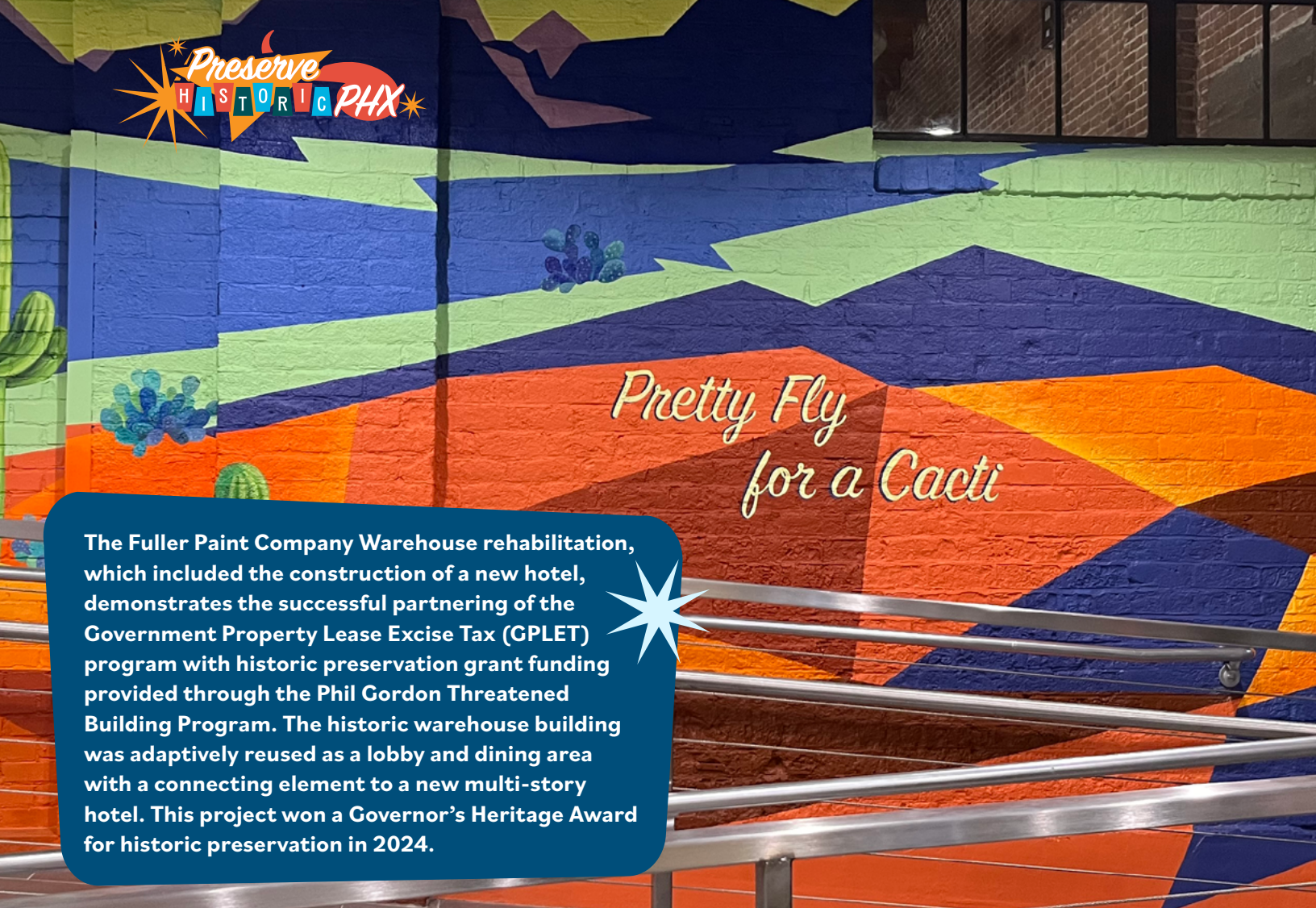
The HPC advocated to the Mayor, City Council and City Manager’s Office for the dedication of general funds to replace the former historic preservation grant programs that had been funded through the 2006 municipal bond. The City Council appropriated \$200,000 in funds for a Residential Exterior Rehabilitation Grant Program (offering matching grants up to \$20,000) in 2021 and established \$500,000 for a Threatened Building Grant Program in 2022, later renamed the Phil Gordon Threatened Building Program. As a

result, 37 residential grants have been awarded for scopes of work such as foundation repair, roof replacement and historic window rehabilitation. Phil Gordon Threatened Building grants have been awarded to five different projects for work including masonry rehabilitation, roof replacement and building relocation.

Phoenix citizens voted in the General Obligation Bond Fund election in November of 2023 to allocate \$5 million toward a historic preservation program over the next five years to include capital improvement projects for City-owned historic buildings as well as funds to be dedicated towards grants for the rehabilitation of public and privately owned buildings.



The historic First Baptist Church was subject to a massive fire in 1984 and over the next four decades, through the tireless efforts of Mayor Terry Goddard, the building was slowly rehabilitated for adaptive reuse as “The Abbey.” The property was awarded \$137,000 in Phil Gordon Threatened Building grant funds towards the restoration of the Rose Window and interior decorative stucco pilasters.



The Fuller Paint Company Warehouse rehabilitation, which included the construction of a new hotel, demonstrates the successful partnering of the Government Property Lease Excise Tax (GPLET) program with historic preservation grant funding provided through the Phil Gordon Threatened Building Program. The historic warehouse building was adaptively reused as a lobby and dining area with a connecting element to a new multi-story hotel. This project won a Governor's Heritage Award for historic preservation in 2024.



Develop Community Awareness

The CAO, in partnership with local tribal cultural resource officers, created a land acknowledgement statement to strengthen preservation efforts as well as a homeland map depicting areas of significance to the O'Odham and introducing O'Odham place names for geographic features on the landscape.

The HPO celebrated the 30th anniversary of the first historic designations in the Phoenix Historic Property Register in 2016 in a public event with Mayor Terry Goddard, who facilitated the establishment of the office, as an honored speaker. The last eight years have seen trivia nights, brown bags presentations, a historic neighborhood preservation summit and the development of the groundbreaking Preservation Phoenix Style report prepared by PlaceEconomics, which specifically looked at the impact of historic preservation in Phoenix. This report was adopted by the City Council and serves as a foundational reference work for other City departments.

In 2020 and 2021, staff created three ethnic heritage story maps based on the African American, Hispanic and Asian American historic contexts originally developed between 2004 and 2007. These maps are available online and let the public engage virtually with ethnic heritage resources.⁶ These maps won both Governor's Heritage and the Arizona Chapter of the American Planning Association awards. A video series accompanies these maps.

⁶ Historic Preservation Story Maps and Videos can be found here: [Planning and Development Story Maps \(phoenix.gov\)](https://www.phoenix.gov/planning-and-development/story-maps)



Promote Partnerships

The City of Phoenix HPO works in close partnership with the SHPO to further preservation, protection, and awareness of historic properties. The City successfully applied for a SHPO heritage fund grant for the rehabilitation of the historically designated Seargeant-Oldaker property located in downtown Phoenix, to be relocated and rehabilitated on site to create a restaurant.

Partner advocacy organizations such as Arizona Preservation Foundation, Preserve PHX, Phoenix Historic Neighborhoods Coalition, Downtown Voices Coalition and Phoenix Community Alliance focus on a broad set of issues impacting historic properties and play a vital role in the community advocating for historic preservation issues.

Historic Preservation collaborates with different departments within the City of Phoenix. The Community and Economic Development Department (CED) provides dedicated annual funding towards grants for the rehabilitation of commercial properties. Work with CED has seen advancement of the GPLET for historic preservation adaptive reuse projects which incorporate new development.

There are 36 residential historic districts, the vast majority of which have formal neighborhood organizations. These organizations have served as partners to the HPO in maintaining the historic character of their neighborhoods and promoting preservation and fostering connectedness through newsletters, street festivals and community spaces.



Grand Ave Festival



Current Preservation Planning

Acknowledging there is historic preservation work yet to be done in Phoenix, the City commissioned the firm PlaceEconomics to identify ongoing challenges as well as innovative tools and strategies to further advance historic preservation goals in Phoenix. During focus group interviews in Phoenix, the firm asked the question: What are the challenges to historic preservation in Phoenix? Through the responses, the firm identified the following themes:

- * **Lack of Knowledge, Education, and Information**
- * **Insufficient Community Engagement**
- * **Development Pressure**
- * **Existing Regulations**
- * **Inadequacy of Existing Tools**

The firm then researched tools and policies used by municipal and non-profit historic preservation organizations across the country to develop a series of recommendations which resulted in the aforementioned report *Tools, Strategies, Policies, Incentives for Historic Preservation in Phoenix*. The recommendations varied in complexity, cost, impact, effectiveness and likely stakeholder acceptance.

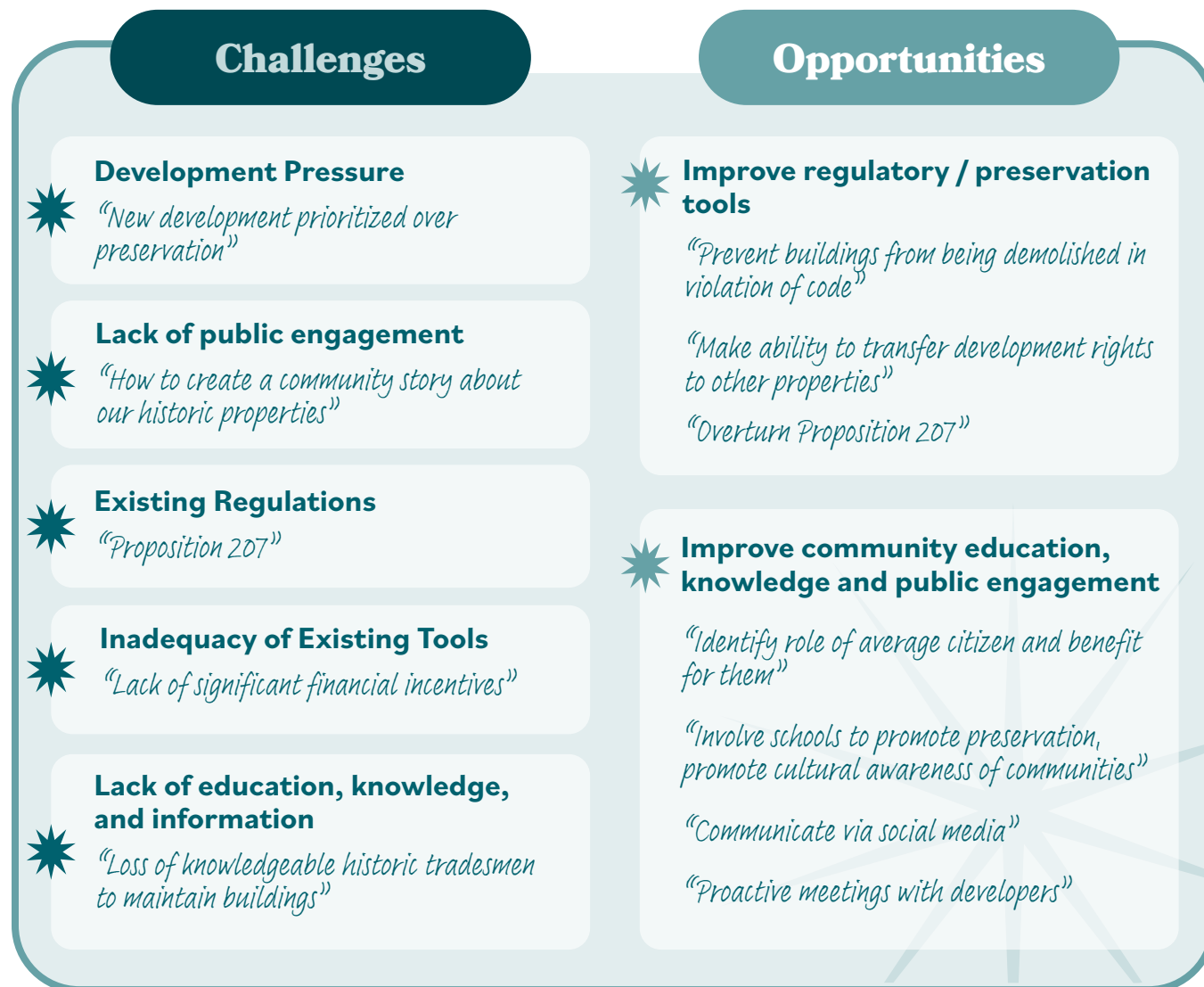
This report served as the basis for a public participation process with city residents that included meetings and a public survey to facilitate the historic preservation plan update PreserveHistoricPHX 2025.

Public Participation

Meetings

The HPO kicked off the public participation component of the historic preservation plan update at the first public meeting for the City’s 2025 General Plan update. This meeting was held on October 13, 2023, at the George Washington Carver Museum. A standalone historic preservation plan update meeting was held in person at Burton Barr Library on February 24, 2024, followed by a virtual meeting on March 7, 2024. Additional presentations were given on March 9, 2024, to the Downtown Voices Coalition and on April 18, 2024, to the Phoenix Historic Neighborhoods Coalition. Additionally, a virtual “brownbag” presentation on the historic preservation plan update for City employees was held April 9, 2024.

Participants were asked what they saw as the biggest challenges and opportunities for Historic Preservation in Phoenix. Many of the challenges and opportunities identified in the series of public meetings fit within the categories identified by PlaceEconomics.



Survey

A public survey was drafted and posted on the City of Phoenix website and promoted on social media. The survey garnered 390 responses and began with a whimsical question about what the respondent would do to further historic preservation in Phoenix if they had a magic wand.

Responses included:

“Set policies and change codes to make it attractive to do adaptive reuse of established buildings.”

“Offering spaces to Local First Arizona businesses in adaptive reuse buildings.”

“Retain old store fronts and low rise / midrise buildings for adaptive reuse. Plant more shade trees and return to desert oasis / shade awnings off buildings, no super block buildings.”

“Preserve buildings of cultural significance regardless of their grandiose nature. Communities of color historically did not have the resources to have the best or most “advanced” structures, but their history/legacy is also worth saving.”

“Launch a concerted effort to highlight and celebrate the historic buildings that are living in plain sight in our city. Education of our community on the historical buildings is important as a start to then communicate the importance of preserving our shared history.”

Survey respondents were then asked to identify the top three challenges or threats facing historic preservation in Phoenix and were provided specific choices as well as a fillable blank space to include other ideas. A breakdown of the responses is below:

Top Three Challenges/Threats to Historic Preservation in Phoenix

- ✦ **253** **Redevelopment**
- ✦ **233** **Historic places perceived as inefficient and expensive to maintain**
- ✦ **230** **Demolition by neglect**
- ✦ **186** **Limitations of historic preservation regulatory enforcement**
- ✦ **91** **Gentrification**
- ✦ **63** **Limitations of designation under Proposition 207 (Private Property Rights Protection Act)**
- ✦ **45** **Other**

Current real estate market conditions are evident in the top four challenges selected by respondents and for good reason.

Demand for housing and increasing real estate prices have placed direct pressure on historic resources. Arguments that existing housing is inefficient, expensive to maintain or is more suitable for demolition and redevelopment continue to lead to the loss of historic buildings in Phoenix. Market conditions and lack of awareness have also led investors to purchase historically designated homes and carry out renovation or demolition work without required historic preservation plan review and permits. With limited recourse on the part of the City, respondents expressed concerns about the limitation of zoning enforcement for unpermitted work. Responses under the “Other” category included lack of financial resources and lack of public engagement.

Carrying Forward the Five Goals

Tools, Strategies, Policies, Incentives for Historic Preservation in Phoenix focused on identifying challenges and opportunities for historic preservation with built environment (historic) resources. Historic preservation staff consulted with the CAO to identify continuing challenges to cultural resource management. The combination of the data collected by PlaceEconomics, from the CAO and public meetings demonstrated that the original five goals identified in PreserveHistoricPHX 2015 continue to have relevance and value today.

The recommendations from the PlaceEconomics report and the CAO served as the basis for a number of the potential tools queried to respondents in the public survey to help direct the actions the historic preservation office, partners and individuals can carry out to achieve the five goals.

Protection of Archaeological Resources

Respondents were asked to identify two new tools for the Protection of Archaeological Resources which would provide the most benefit in Phoenix. Respondents prioritized the development of new administrative regulations to facilitate the protection of archaeological resources and the formalization of compliance guidelines. Respondents also identified tribal representation on the historic preservation commission as a need, given the close ties between neighboring tribal communities and Phoenix. With just one full-time position in the CAO, respondents also prioritized the creation of permanent cultural resource review staff.

Policies/Tools for Protection of Archaeological Resources

- ✦ **194** **Formalize Policies Related to Protection of Archaeological Resources** Historic places perceived as inefficient and expensive to maintain
- ✦ **160** **Tribal Representation on Historic Preservation**
- ✦ **133** **Permanent Cultural Resource Review Staff**
- ✦ **115** **Zoning Ordinance Enhancement**
- ✦ **86** **Survey and Inventory of City Mountain Preserves**
- ✦ **62** **Develop Traditional Cultural Property Plan**
- ✦ **14** **Other**

Protection of Historic Resources

Respondents were asked when setting new priorities for the Protection of Historic Resources which two would provide the most benefit. Priority was given to enhancing existing regulations as they relate to demolition and alteration. Amendment of the historic preservation zoning ordinance could include a component to enhance enforcement for unpermitted work on designated properties.

Policies/Tools for Protection of Historic Resources

229	Enhance Enforcement for Illegal Alteration/Demolition of Designated Properties
176	Enhance Demolition Delay Practices for Historically Eligible Properties
118	Explore Historic District Designation under Proposition 207 (Private Property Rights Protection Act)
94	Amend the Historic Preservation Zoning Ordinance
83	Create Formal Survey and Designation Plan
45	Enhance Demolition Notification Practices
21	Other

Exploring New Historic Preservation Incentives

Respondents were asked to provide their top two priorities for Exploring New Historic Preservation Incentives. The overwhelming response was to build off the existing efforts to provide grant funding through general and bond funds followed by a more proactive means to incorporate historic buildings into new higher density developments.

Policies/Strategies for Historic Preservation Incentives

282	Advocacy for Continued General and Municipal Bond Funding for Historic Preservation Grants
164	Incorporate/adaptively reuse historic commercial buildings as part of new development (code/zoning/cost relief)
143	Encourage Accessory Dwelling Unit (ADU) Development in Residential Historic Districts Through the Creation of a Design Pattern Book for Streamlined Approval. ⁷
132	Transferrable Development Rights for Historic Preservation (expansion of Sustainability Bonus structure) ⁸
35	Other

⁷ The City adopted an ADU ordinance (November 2023; revised December 2024) to allow for ADUs in single-family zoning.

⁸ The City has an existing Sustainability Bonus Credit system for properties within the Downtown Code area which allows points to be obtained for rehabilitation or preservation of historic properties to afford things like greater height/density, reduced parking, etc. on a parcel without a historic property (transferrable development right). This program could be expanded outside of the Downtown Code area to encompass other sending/receiving zones.

Developing Community Awareness

In setting new priorities for Developing Community Awareness for Historic Preservation, respondents were asked for their top two selections. Responses weighed heavily toward creating a formal community engagement plan and creating ombudsman staff to assist with rehabilitation and adaptive reuse of historic and historic-age resources.

Strategies/Tools for Developing Community Awareness

- * **222** Develop a Formal Community Engagement Plan
- * **215** Historic Preservation Ombudsman Staff to Educate Property Owners on Opportunities for Property Rehabilitation/Adaptive Reuse
- * **160** Presentations at Neighborhood/Organizational Meetings
- * **124** Website/Social Media Enhancement
- * **33** Brown Bag Lunch/Speaker Series
- * **22** Other

Promote Partnerships

The survey's questions about partnerships centered on how internal improvements within the City can contribute to positive preservation outcomes. Respondents were asked to provide their top two priorities for Promoting Partnerships, and the top priorities identified were to integrate site planning into historic preservation plan reviews and to train building inspectors to ensure that onsite work is being carried out according to approved historic preservation plans. Broader cross training between different departments carrying out plan review was also highlighted.

Strategies/Policies for Promoting City Partnerships

- * **216** Integrate Site Planning into Historic Preservation Plan Reviews
- * **188** Training Building Inspectors for Review of Work at Historic Buildings
- * **168** Cross Training Between Different Departments Within the City Responsible for Plan Review, i.e., Water Services, Street Transportation, Fire, etc.
- * **109** Cross Training Between Different Planning and Development Plan Review Sections
- * **73** Promote use of International Existing Building Code for Plan Reviewers for Designated Properties
- * **14** Other

Information from the public meetings and the survey served as the basis for PreserveHistoricPHX 2025, which will guide historic preservation program goals and objectives for the next 10 years.

MOVING *Forward*

Vision Statement

Phoenix is a vibrant and dynamic place with many layers of history. Together with PlanPHX's central vision of a "More Connected Phoenix," PreserveHistoricPHX 2025 envisions a city linked by an appreciation for its diverse heritage and a desire to sustain it for the benefit of present and future generations.

WITH *Connections* TO THE *Past*

While recognized as a young city, the roots of 21st century Phoenix can be found dating back to the Ancestral O’Odham occupation of the Phoenix basin beginning in the first century AD. The Huhugam farmed and lived in, what would become known as Phoenix, for 1500 years developing an extensive irrigation canal system. As Euro-Americans arrived in the late 1860s and capitalized upon the former irrigation canal networks of the Ancestral O’Odham, the area was reshaped. The half square mile Phoenix townsite was established in 1870 and Phoenix’s growth into the early 20th century was tied to its role as a business and banking hub for outlying agricultural enterprises. Floods along the Salt River threatened homes and businesses prior to the establishment of the Roosevelt Dam in 1911. Streetcars facilitated residential development to the north while the railroad tracks to the south served as a functional dividing line between communities of color and the majority white population.

World War II set the stage for new industries to develop in Phoenix resulting in rapid growth in the postwar era, the city physically expanding to 17.1 square miles with a population of 106,818 by 1950. Advocates for racial equality made headway in breaking down color barriers in the 1950s and 1960s which impacted where people could work, live and go to school. Inexpensive land fueled residential developers such as John F. Long to build master planned communities on the outskirts of the city with new shopping centers, schools, and banks to meet the needs of suburban dwellers. The low cost of living and surging workforce also drew technology and industry to Phoenix to capitalize on land and labor. The city now encompasses 519 square miles with a population of 1,674,600.

Through stories and the tangible reminders of Phoenix’s past we can maintain connections that are significant to the community as Phoenix continues to grow and change.

Loring’s Bazaar Building Exterior, Phoenix, Arizona
1890. Courtesy McCulloch Brothers Photographs, Greater
Arizona Collection, Arizona State University Library

MISSION *Statement*

.....
Phoenix works collaboratively with community partners to identify places of historic and archaeological importance and implements strategies for their long-term preservation and sustainability.

The following section summarizes the goals, actions to be taken to achieve the goals, the lead(s) responsible for carrying out the action and the anticipated timeframe for accomplishment. The timeframes for accomplishment are defined as short term (1-3 years), medium term (4-6 years) and long term (7-10 years) to reflect the work anticipated to be carried out before the next major update of the Historic Preservation Plan to be completed by 2035.

Recommendations are also included for how Phoenicians can get involved in helping the City meet its goals.



Goal 1

Protect Archaeological Resources

The Ancestral O’Odham turned the arid lands of the Salt and Gila River valleys and other areas of southern Arizona into lush farmlands and thriving villages by building a highly sophisticated system of irrigation canals. Many of the canals were so well engineered that Euro and Hispanic Americans, arriving in the area in the late 1860s, reused them for their own farming needs. In the Salt River Valley, the Ancestral O’Odham built nearly a thousand miles of canals that conveyed water to large villages, farmsteads and agricultural fields. These resources, as well as petroglyphs and pictographs from Native Americans demonstrate the continuum of human occupation from the Ancestral O’Odham to the descendent O’Odham Tribes with the historic Phoenix townsite reflecting the Euro, Hispanic, Asian, and African American influences on the growth and development of the community.

How to Get Involved

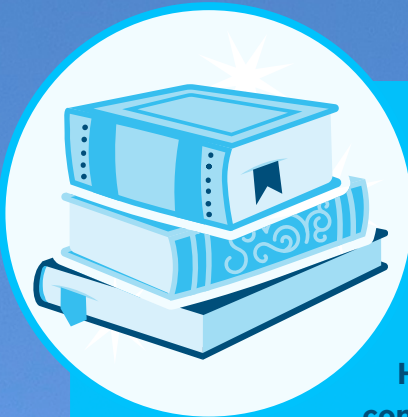
- * Volunteer at S’edav Va’aki Museum or as a site steward.
- * Support the City Archaeology Office at city budget hearings.

Spotlight

‘Onk ‘Akimel: An Ethnohistory and Historiography of Land Use on the Lower Salt River
The City contracted with a consultant to prepare a report that documents the history of the Ancestral O’Odham after AD 1450 to provide a greater understanding of the continuum of indigenous occupation of the Phoenix basin following the Hohokam era.

Implementation

Action	Lead(s)	Timeframe
Increase staffing to carry out compliance reviews to meet existing and future workloads.	CAO, Arts and Culture, City Manager’s Office	Short term
Investigate zoning ordinance enhancement to include tribal representation on historic preservation commission.	HPO, PDD, Arts and Culture, City Attorney’s Office	Short term
Amend Historic Preservation Ordinance for program and process improvements.	HPO, CAO, City Attorney’s Office, PDD, Arts and Culture	Short term
Create an Administrative Rule for protection of archaeological resources and compliance guidance.	CAO, City Manager’s Office	Medium term
Continue survey and inventory of Mountain Preserves in conjunction with park infrastructure development projects with interpretive signage, traditional cultural inventories and cultural overviews developed as appropriate through tribal consultation.	CAO partnering with consultants and tribal historic preservation programs	Long term
Maintain inventory of archaeological resources.	CAO	Long term



Goal 2

Protect Historic Resources

Historic built environment resources embody Phoenix’s past and connect us to our shared heritage. These resources have innumerable community benefits such as historic residential districts reflecting the most densely populated areas with the greatest urban tree canopy and walkability to parks, libraries, and cultural institutions. The majority of the 36 residential historic districts have neighborhood associations that sponsor community events and have connective elements, such as community gardens. Heritage commercial buildings provide ideal incubator space as well as unique accommodations for new small businesses in the creative and knowledge sectors and serve as popular locations for legacy owned businesses. These buildings, which are often part of the downtown, support the city’s cultural identity and create a unique character, contributing to a vibrant downtown. Historic-age housing also plays a significant role in existing housing affordability. Finally, the “greenest building is the one that is already built,” and retaining these resources reduces local landfill waste and the city’s carbon footprint.

How to Get Involved

- * Patronize businesses located in historic buildings
- * Support the HPO at city budget hearings
- * Repair rather than replace historic windows and other character-defining features
- * Attend HPC meetings

Spotlight

With the national trend of declining church membership, post-World War II historic-age religious properties, particularly those with significant acreage, have been under increasing development pressure. As demolition applications for religious properties have increased, the City contracted a consultant to complete a post-war religious architecture survey and NRHP Multiple Property Documentation Form to assist with the identification of significant properties and facilitate designation and preservation of significant architecture.

Implementation

Action	Lead(s)	Timeframe
Action	Lead(s)	Timeframe
Explore demolition delay practices for properties identified as eligible for historic designation.	HPO, PDD	Short term
Amend Historic Preservation Ordinance for program and process improvements.	HPO, City Attorney’s Office, PDD	Short term
Complete context development and surveys of post-World War II property types.	HPO partnering with consultants	Short term
Create a survey and designation program for ethnic heritage properties.	HPO, HP Commission	Short term
Strengthen enforcement for unpermitted alteration and/or demolition of designated properties.	HPO, City Attorney’s Office, PDD, Neighborhood Services Department	Medium term
Investigate ways to mitigate Proposition 207 concerns when designating historic districts.	HPO, City Attorney’s Office, PDD	Medium term
Explore creation of honorific Heritage Property/District classification.	HPO, PDD	Long term



Goal 3

Explore Preservation Incentives

Financial incentives, including grant funds and tax abatement, help rehabilitation projects move forward. Programs such as the City's Adaptive Reuse Program not only provide cost savings to customers but also offer development guidance, streamlined processes and reduced turnaround times for reviews and approvals by PDD. Opportunities exist to encourage adaptive reuse of buildings on the PHPR as well as those listed solely on the NRHP. Incentives may include direct financial assistance as well as the potential for additional development rights. Exploring and encouraging programs such as these is an important way to stimulate historic preservation, growth and sustainability in Phoenix.

Implementation

Action	Lead(s)	Timeframe
Encourage sensitively designed ADUs in residential historic districts through the creation of standardized plans.	HPO, PDD	Short term
Explore expansion of sustainability bonus credits along light rail corridors and other locations outside of Downtown Code area.	HPO, PDD	Short to medium term
Develop tools that encourage and facilitate the rehabilitation and adaptive reuse of historic buildings and potential heritage commercial buildings.	HPO, PDD, HPC, City Council	Medium to long term

How to Get Involved

- * Seek grants for preservation activities.
- * Encourage owners of properties eligible for the State Historic Property Tax Reclassification Program to enroll.
- * Support future bond elections for historic preservation funding.
- * Support historic preservation grant programs at city council budget hearings.
- * State Level - Advocate for state income tax credit program for historic property rehabilitation.
- * State Level - Advocate for dedicated funding for Arizona Heritage Fund grant program

Spotlight

The rehabilitation of the historic Masonic Temple serves as a success story of the utilization of the Sustainability Bonus Credit system. A developer's investment of \$500,000 in exterior rehabilitation and the property owner's recordation of a 30-year conservation easement resulted in an award of 50 sustainability bonus points for the developer to utilize at another development side downtown.



Goal 4

Develop Community Awareness

Developing community awareness of heritage resources serves to connect residents to Phoenix’s past, broadens understanding of the economic, environmental, social and cultural benefits of these resources and assists property owners with an understanding of the requirements of owning a historic property. Educating policy makers, property owners, architects, other City departments, contractors, real estate professionals and others is essential when maintaining a historic preservation program. The City of Phoenix needs to empower its residents with the tools and information to stimulate more historic preservation projects.

How to Get Involved

- * Attend neighborhood tours and events at city historic parks
- * Investigate the history of a historic property or neighborhood
- * Learn about rehabilitating a historic property
- * Share information with the public on the benefits of historic preservation to gain support to address Proposition 207

Spotlight

In honor of Historic Preservation Month, the Historic Preservation Office has hosted a Phoenix History Trivia Night for three years. This lively and popular event engages folks who are interested in Phoenix History and historic buildings. Some come to seriously compete and others come to enjoy the festivities, all experience a connection with the stories of Phoenix’s past. The 2024 trivia night took place at Memorial Hall at Steele Indian School Park (the site of the historic Phoenix Indian School).

Implementation

Action	Lead(s)	Timeframe
Develop educational tools for real estate professionals.	HPO	Short term
Enhance social media presence and website content.	HPO, Public Information Office (PIO)	Short term
Present on relevant HP topics at neighborhood and organization meetings.	HPO	Short to long term
Celebrate preservation successes through events, awards and other recognition methods.	HPO, PDD, PIO	Short to long term
Create an HP 101 Series to include handouts and presentations for public education.	HPO, PIO, CAO	Medium term
Partner with Office of Customer Advocacy to educate property owners on programs for the rehabilitation/adaptive reuse of historic and heritage commercial buildings.	HPO, PDD	Medium term
Develop a formal community engagement plan.	HPO partnering with consultants and community	Medium to long term



Goal 5

Promote Partnerships

Historic preservation, when it is most effective, is the work of all parts of the community and all divisions of government. Neighborhood groups, historic-home owners, educators, public officials and historic preservation professionals and advocates join together to develop priorities, list historic properties and preserve the history of Phoenix for future generations. City of Phoenix departments and sections work together to prioritize and facilitate the protection and adaptive reuse of heritage resources.

How to Get Involved

- * Attend events sponsored by preservation organizations
- * Attend the meeting of a historic neighborhood association or other historic preservation organization or serve on the board
- * Volunteer at a historic park or event

Spotlight

The leadership of the Sunnyslope Historical Society has become actively engaged in the identification of properties within the Sunnyslope area of Phoenix that are eligible for historic designation and working with properties owners to seek listing in the Phoenix Historic Property Register. The Thompson (also known as Sunnyslope) Rock Garden is one such property. Grover Cleveland Thompson acquired the property in 1954 and began the development of this rock garden which he continued to work on over the next two decades of his life. This unique folk-art environment includes free-form concrete and mortar, statuary, native rock and cast concrete pieces with tile mosaics that emulate people, places, and buildings. The property and art have continued to be cared for by the current property owner who acquired it in 1978.

Implementation

Action	Lead(s)	Timeframe
Integrate site plan reviews into historic preservation plan reviews.	HPO, PDD	Short term
Develop cross training program between building inspectors and historic preservation planners.	HPO, PDD	Short term
Partner with tribal historic preservation offices (THPOs) to better understand and promote the protection of cultural resources.	CAO, THPOs	Short to long term
Partner with community organizations and preservation professionals to better protect historic and cultural resources.	HPO, community organizations	Short to long term
Increase dialogue with other City departments to ensure historic preservation goals and objectives are reflected in the goals and objectives of those departments.	HPO, PDD, Streets, Water Services	Medium term
Explore opportunities to form a City-affiliated historic preservation non-profit.	HPO, PDD, City Attorney's Office	Long term



Bibliography & Further Reading

Benefits of Historic Preservation

Mason, Randall. "Economics and Historic Preservation: A Guide and Review of the Literature." A Discussion Paper Prepared for the Brookings Institution Metropolitan Policy Program. Washington, D.C.: The Brookings Institution, September 2005.

National Park Service, Technical Preservation Services. *Historic Preservation is Inherently a Sustainable Practice*. [Sustainability - Technical Preservation Services \(U.S. National Park Service\)](#). Accessed January 8, 2025.

National Trust for Historic Preservation. *Why Do Old Places Matter? Economics*. [Why Do Old Places Matter? Economics | National Trust for Historic Preservation](#). January 8, 2025.

PlaceEconomics. *Measuring the Economics of Preservation: Recent Findings*. Washington, D.C.: Advisory Council on Historic Preservation. June 2011.

PlaceEconomics. *Profits Through Preservation: The Economic Impact of Historic Preservation in Utah*. Salt Lake City, UT: Utah Heritage Foundation, July 2013.

PlaceEconomics. *Preservation Phoenix Style*. Phoenix, AZ: City of Phoenix Historic Preservation Office, October 2021.

Rypkema, Donovan. *The Economics of Preservation: A Community Leader's Guide*, 2nd ed. Washington D.C.: The National Trust for Historic Preservation, 2005.

History of Preservation in Phoenix

Ad Hoc/Historic Preservation Advisory Panel 2000-2002. *Summary of 2002 Recommendations and Implementation Status*. Government Document, City of Phoenix, 2004.

Hernandez, Ruben, ed. "A Legacy Lost and Found: Finding our Latino Roots in the History of Phoenix." Phoenix: Latino Perspectives Media, 2007.

Historic Preservation Commission and Office. *Ten Vital Years in the History of Phoenix*. Government Document, City of Phoenix, 1996

Johnson, Ian P. *Historic Preservation in the Phoenix Metro Area: History, Current Challenges, Ongoing Struggles*. Master's Thesis, Arizona State University, Department of History, Tempe. December 2007.

Phoenix Ad Hoc Committee on Historic Preservation. *Phoenix Ad Hoc Committee on Historic Preservation Final Report, June 1985*. Government Document, City of Phoenix, 1985.

National Historic Preservation Act as Amended, 2016, Section 106 Review

Advisory Council on Historic Preservation. *Protecting Historic Properties: A Citizen's Guide to Section 106 Review*. Government Document, Washington, D.C.: Advisory Council on Historic Preservation, 2010, 28. Available at: [CitizenGuideSmallSizeFinal4Web.indd](#). Accessed January 8, 2025.

Arizona State Parks, State Historic Preservation Office. Review and Compliance. [Historic Preservation Compliance Consult | Arizona State Parks](#). Accessed January 8, 2025.

Congressional Research Service. The Federal Role in Historic Preservation: An Overview. [The Federal Role in Historic Preservation: An Overview](#). Accessed January 8, 2025

Grants & Incentives

Arizona State Parks, State Historic Preservation Office. *State Historic Property Tax Reclassification (SPT) for Owner-Occupied Homes*. [State Historic Property Tax Reclassification | Arizona State Parks](#). Accessed January 8, 2025.

National Park Service, Technical Preservation Services. *Tax Incentives for Preserving Historic Properties*. [Historic Preservation Tax Incentives \(U.S. National Park Service\)](#). Accessed January 8, 2025.

U.S. Department of the Treasury. *Community Development Financial Institutions Fund, New Market Tax Credit*. [New Markets Tax Credit Program | Community Development Financial Institutions Fund](#). Accessed January 8, 2025.

Technical Advice

City of Phoenix. Historic Preservation Documents & Publications. [Planning and Development Historic Preservation Publications](#) Accessed January 8, 2025.

National Park Service, Technical Preservation Services. *The Secretary of the Interior's Standards for the Rehabilitation and Illustrated Guidelines for Rehabilitating Historic Buildings*. [rehabilitation-guidelines-1997.pdf](#). Accessed January 8, 2025.

. *Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes*. [Preservation Briefs 36: Protecting Cultural Landscapes](#). Accessed January 8, 2025.

. *How to Preserve: Preservation Briefs*. [Preservation Briefs - Technical Preservation Services \(U.S. National Park Service\)](#). Accessed January 8, 2025.

. *How to Preserve: Preservation Tech Notes*. [Preservation Tech Notes - Technical Preservation Services \(U.S. National Park Service\)](#). Accessed January 8, 2025.

. *Improving Energy Efficiency in Historic Buildings*. [Preservation Brief 3: Improving Energy Efficiency in Historic Buildings](#). Accessed January 8, 2025.

. *The Secretary of the Interior's Standards for Rehabilitation & Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings*. [Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings](#). Accessed January 8, 2025.

PlaceEconomics. *Tools, Strategies, Policies, Incentives for Historic Preservation in Phoenix*. Phoenix, AZ: City of Phoenix Historic Preservation Office, December 2023.

TOOLS STRATEGIES
POLICIES INCENTIVES
for Historic Preservation in
PHOENIX

COMPLETED BY PLACEECONOMICS FOR THE CITY OF PHOENIX | DECEMBER 2023



CONTENTS

Introduction.....	2
Recommendations.....	4
Recommendations to Improve Community Engagement and Enhance Knowledge, Education, and Information.....	5
Citywide Survey of Historic Resources.....	5
Create a Historic Preservation Community Engagement Staff Position and Appoint a Preservation Ombudsman.....	6
Improve Small Business and Property Owner Knowledge of Historic Preservation Designation.....	8
Create an Urban Design Center.....	9
Expand the Brown Bag Lunch and Speaker Series.....	9
Develop a City-Affiliated Nonprofit.....	12
Recommendations to Respond to Development Pressure.....	14
Actively Encourage use of ADUs in Historic and Older Neighborhoods.....	14
Modified By-right Zoning for Commercial Historic Properties.....	15
Enhance Protection of Commercial Corridors – Commercial Community Land Trusts.....	16
Enhance Protection of Commercial Corridors – Transferable Development Rights.....	18
Increase the Demolition Notification and Delay Time and Support Deconstruction Efforts.....	20
Simplify the State Property Tax Program for Income Producing Property Rehabilitation.....	21
Develop a Stronger Demolition by Neglect Ordinance.....	23
Increase the Penalty for Illegal Demolition and Alteration of Designated Properties.....	24
Recommendations to Improve Existing Regulations and Preservation Tools.....	25
Better Promote the International Existing Building Code (IEBC).....	25
Train Building Inspectors in Historic Buildings.....	26
Sidebar: The Challenges of Site Plan Review in Older and Historic Properties.....	27
Adopt Standards for Historic Building Relocation.....	28
Modifications to Adaptive Reuse Program.....	29
Explore Historic District Designation Under Proposition 207.....	30
Recommendations on Preservation Processes.....	32
Training for Commissioners.....	33
Conclusions.....	34



INTRODUCTION

In 2021, PlaceEconomics conducted a study on the economic impact of historic districts in Phoenix for the City’s Historic Preservation Office. That study outlined the ways in which historic districts in Phoenix contribute to the economic vitality of the city. This report presents practical ways forward, outlining a suite of challenges facing historic preservation in Phoenix, followed by recommendations for how to address them.

To help PlaceEconomics better understand the local context and identify specific challenges to preservation in Phoenix, a series of small group meetings were held with local stakeholders including real estate experts, developers, neighborhood advocates, housing advocates, preservationists, city council members, city staff, and others (see appendix for a full list). Stakeholders were asked to identify obstacles to historic preservation and possible strategies to address those obstacles.

At a subsequent meeting with the same stakeholders, PlaceEconomics presented a list of what had been learned in previous sessions for either confirmation, clarification, or correction. With the help of these conversations, PlaceEconomics has prepared this report. The report presents preservation challenges taken directly from our stakeholder conversations, which are followed by recommendations to address the challenge. Each recommendation also includes examples from other cities that might serve as useful models and inspiration.



The preservation challenges and recommendations presented in this report are framed by the **following realities:**

- After the passage of Arizona Proposition 207, a ballot measure introduced in 2006 also known as the Private Property Rights Protection Act, municipalities are limited in their ability to designate new local historic districts. As a result, the basic tools for protecting historic assets used by virtually every other large city in America are severely limited.
- Phoenix City Council has established a high priority for “sustainability,” and sustainability in Phoenix should not be restricted to shade and water concerns. The reuse of existing buildings, historic or otherwise, is an important aspect of a comprehensive sustainability strategy.
- Most of the rules, regulations, perspectives, and code applications of Phoenix’s city government are focused on creating new and big development, not prioritizing support for existing sites and structures. This skew in priorities has a large carbon impact.
- Finally, as in every growing city, housing affordability is a big issue. New construction is one aspect of addressing this but keeping, maintaining, and reusing existing older housing is more cost-effective and should be a priority for the City.

While presenting recommendations for addressing a range of historic preservation challenges, this report is not meant to be a critique of existing tools (i.e. grants, residential property tax abatement, easements, adaptive reuse ordinance, bond funding, others) that the City’s Historic Preservation Office has used very successfully. Rather, this is a recognition that more tools, strategies, policies, and incentives are needed, and some of the existing tools need modification. It should also be noted that some of the challenges identified result from inadequate resources in the Historic Preservation Office, not an absence of effort or thought on the part of preservation staff, the Historic Preservation Commission, and other relevant City personnel.

RECOMMENDATIONS

As stated in the Introduction, the below recommendations were derived from a series of meetings with engaged stakeholders. Their insight and local knowledge were critical to PlaceEconomics’ understanding of the issues and opportunities for improving the historic preservation efforts in Phoenix.

Based on these conversations, the following have been identified as the overarching challenges to historic preservation in Phoenix:

- **A LACK OF KNOWLEDGE, EDUCATION, AND INFORMATION AND INSUFFICIENT COMMUNITY ENGAGEMENT**
- **DEVELOPMENT PRESSURE**
- **EXISTING REGULATIONS AND INADEQUACY OF EXISTING PRESERVATION TOOLS**
- **PROCESSES AND PROCEDURES OF HISTORIC PRESERVATION COMMISSION**

Within these four broad categories of challenges, recommendations have been identified to address specific components of each challenge. While there are actions that the City can take to address these issues, not all of the recommendations listed below are the responsibility of the Historic Preservation Office or of the City of Phoenix. Some recommendations would require action by another department within the City, at the State level, or by non-governmental organizations.

Each recommendation is structured in a parallel fashion. At the beginning of each recommendation, the challenge being addressed will be identified, followed by an overview of the action required to enact the recommendation, a brief assessment of the impact(s) of adopting the recommendation, and a general rating on four criteria: Complexity of implementation, Cost to the City, Likely effectiveness of the recommendation and Likely acceptance of the recommendation by stakeholders.

In some cases, two or three recommendations are combined as they are largely addressing the same challenge and could be implemented together. In other instances, particularly for more complex responses, the recommendation will be a single initiative.



RECOMMENDATIONS TO IMPROVE COMMUNITY ENGAGEMENT AND ENHANCE KNOWLEDGE, EDUCATION, AND INFORMATION

Citywide Survey of Historic Resources

- ❖ **Challenge Addressed:** *There is no comprehensive survey of Phoenix’s historic resources*
- ❖ **Action Required:** *City Administrative*
- ❖ **Impact(s):** *Improved community engagement, Improved information environment*
- ❖ **Complexity:** *Medium*
- ❖ **Cost:** *High*
- ❖ **Effectiveness:** *High*
- ❖ **Likely Acceptance by Stakeholders:** *Very High*

A citywide survey of historic resources provides a critical baseline of information that can aid in a number of different planning objectives and regulatory processes. In this report, the concept of a survey ties into other recommendations in this report.

Surveys are important because, often, developers get far into the development process without knowing that a building might have historic significance. Additionally, historic preservation advocates and community members don’t become aware of threatened buildings or sites until it is too late to intervene. A publicly available list of surveyed buildings--created and maintained by the City or a heritage partner--would provide an important starting place for various forms of advocacy or

protection. Advocates could monitor the list for permit activity, market the list to developers for rehabilitation, or begin outreach with the property owner about heritage incentives or designation. Public access to this list of eligible properties would provide heritage advocates with an opportunity to intervene early in the development process to express concerns or offer suggestions for appropriate treatment of heritage buildings. The survey process itself is a wonderful opportunity for community engagement, both broadly about the process, and in specific neighborhoods that are being surveyed.

A CITYWIDE SURVEY OF HISTORIC RESOURCES PROVIDES A CRITICAL BASELINE OF INFORMATION THAT CAN AID IN A NUMBER OF DIFFERENT PLANNING OBJECTIVES AND REGULATORY PROCESSES.

How to do it: To launch a full-city, comprehensive windshield survey, the City would enlist a planning or Cultural Resource Management (CRM) firm to undertake and oversee the survey. Stakeholders indicated that funding for survey work has recently been approved. The field work could be conducted by community volunteers who have undergone training and are overseen by qualified historic preservation professionals. Further community engagement could come in the form of a listening session with

community members in which the City and CRM firm explain the process and its importance in the planning process, perhaps as a part of the Brown Bag Lunch Series and Speaker Series recommended in this report. The City and the consulting firm can also use this as an opportunity to gather information about what resources the community deems significant.

Resources being surveyed should be organized into a tiered categorization system. For instance, buildings that are already designated should be categorized as Grade I, resources that are not designated but demonstrate architectural merit or cultural significance should be categorized as Grade II, and so on. This will help distinguish resources during regulatory and planning processes. Finally, it is important that this survey be updated periodically--every 10 years is a good practice--so that future decisions are informed by good data.

Resources & Examples:

- **Survey LA, City of Los Angeles and Getty Conservation Institute**

Survey LA was a citywide comprehensive survey undertaken in partnership with the City of Los Angeles and the J. Paul Getty Trust. The surveys and resource evaluations were completed by consultant teams meeting professional qualification standards in historic preservation under the supervision of the Office of Historic Resources. The findings were presented on HistoricPlacesLA, the City’s online historic resource inventory and management system. HistoricPlacesLA uses Arches, an open-source, geospatial, and web-based software built as a platform for documenting and cataloging cultural heritage places worldwide. Surveyed resources were categorized into the California Historic Resources Status Codes framework.

<https://planning.lacity.org/preservation-design/historic-resources-survey>

IT IS IMPORTANT THAT THIS SURVEY BE UPDATED PERIODICALLY--EVERY 10 YEARS IS A GOOD PRACTICE--SO THAT FUTURE DECISIONS ARE INFORMED BY GOOD DATA.

Create a Historic Preservation Community Engagement Staff Position and Appoint a Preservation Ombudsman

- ❖ **Challenge Addressed:** *Lack of community engagement*
- ❖ **Action Required:** *City Administrative*
- ❖ **Impact(s):** *Improved community engagement*
- ❖ **Complexity:** *Low*
- ❖ **Cost:** *Medium*
- ❖ **Effectiveness:** *High*
- ❖ **Likely Acceptance by Stakeholders:** *Very High*

In a rapidly growing city, the pace of change often limits timely and meaningful community engagement, although that is when it is most often needed. Citizens can be quickly overwhelmed by all that is happening or be deterred by processes that feel overly opaque and bureaucratic. Providing access to



those involved at the city level who can help them understand how to participate in the development and preservation processes would help clarify modes of participation and boost community engagement.

Most citizens want to have a better idea of their options for engaging with developers and city staff in a positive manner. We heard from both neighborhood interests and developers that citizens often do not know what is happening in their neighborhood, and some do not know the rules that may apply to designated historic properties. This can lead to misunderstanding and, at worst, acrimony. Developing a system for sharing information and staffing public-facing positions that can help residents navigate these complex processes would improve community engagement and communication.

How to do it: To facilitate better and more timely community involvement, the City should create a staff position for a full-time community engagement person within the Historic Preservation Office. Having a person dedicated to community engagement within the HPO will allow the office to be more timely in its response to citizen and developer concerns. This person will not only be responsive to citizen questions but should also do proactive outreach work in neighborhoods that will be impacted by preservation and development initiatives.

The City should also create a Preservation Ombudsman position in the Historic Preservation Office. The role of an ombudsman is to act as a neutral representative to help individuals or groups resolve concerns or issues, in this case, relating to the conservation and rehabilitation of historic properties. The Ombudsman would also be a point source for where to go for help or to get questions answered. We understand that the Planning and Development Department already has Ombudsmen, and the Office of Customer Advocacy has an Ombudsman for adaptive reuse projects; possibly one of them should have a preservation focus.

Resources & Examples:

- **Community Engagement Specialist: Preservation Resource Center of New Orleans, LA**
The Preservation Resource Center of New Orleans has a Community Engagement Specialist on staff whose role is to work specifically with the city’s multicultural communities. The Specialist works with neighborhoods across the city, helping residents understand preservation tools, gathering feedback, developing partnerships, and learning directly from residents about ways that they would like to see preservation serve their community.
<https://prcno.org/hiring-community-engagement-specialist/>
- **Housing Provider Ombudsman: Washington, DC**
Washington DC’s Department of Housing and Community Development has a Housing Provider Ombudsman that helps small housing providers better understand the District of Columbia’s housing laws. They may explain HRA notices, provide technical assistance on rent control, tenant opportunity to purchase (TOPA) processes, or offer other education and outreach.
<https://dhcd.dc.gov/service/housing-provider-ombudsman>

Improve Small Business and Property Owner Knowledge of Historic Preservation Designation

- ❖ **Challenge Addressed:** *Small business/property owners do not understand the historic designation process*
- ❖ **Action Required:** *City Administrative, HPO Administrative*
- ❖ **Impact(s):** *Better understanding of designation process and better buy-in from key constituent groups*
- ❖ **Complexity:** *Medium*
- ❖ **Cost:** *Medium*
- ❖ **Effectiveness:** *High*
- ❖ **Likely Acceptance by Stakeholders:** *High*

People often aren’t familiar with the historic designation application process unless they’ve been through it, which means it’s ripe for misunderstanding. Assumptions are often made about what one can or cannot do with their property once it has been designated as “historic,” which leads to an overall distrust and unease around the process. Providing access to clear and easily understood information about historic designation—how it can benefit property owners and clear illustrations of what can and cannot be done to designated properties—would help reduce misunderstanding and may also encourage additional designation applications.

How to do it: Increased outreach and education through the methods outlined in the previous recommendation would also help address this challenge. The Preservation Ombudsman position would also be of value here. An ombudsman’s primary role may be facilitating conversations between and among competing interests, but they can also be a reference point for information on preservation in general and designation, specifically. Business and/or property owners uncertain about the potential effects of historic designation could go to the Preservation Ombudsman with questions and get answers or directions to sources of information. The Preservation Ombudsman could also provide technical assistance with city grant applications and coordinate with the State Historic Preservation Office on state and federal tax incentives.

The City should also utilize its “Brown Bag Lunch” series (see recommendation below) to directly address the pros and cons of historic designation for small business and property owners.

PROVIDING ACCESS TO CLEAR AND EASILY UNDERSTOOD INFORMATION ABOUT HISTORIC DESIGNATION—HOW IT CAN BENEFIT PROPERTY OWNERS AND CLEAR ILLUSTRATIONS OF WHAT CAN AND CANNOT BE DONE TO DESIGNATED PROPERTIES—WOULD HELP REDUCE MISUNDERSTANDING AND MAY ALSO ENCOURAGE ADDITIONAL DESIGNATION APPLICATIONS.



Expand the Brown Bag Lunch and Speaker Series

- ❖ **Challenge Addressed:** Lack of education about historic preservation, heritage, and local history
- ❖ **Action Required:** HPO Administrative
- ❖ **Impact(s):** Improve Information Environment
- ❖ **Complexity:** Low
- ❖ **Cost:** Low
- ❖ **Effectiveness:** Medium
- ❖ **Likely Acceptance by Stakeholders:** High

Stakeholders expressed interest in seeing the Historic Preservation Office revive the Brown Bag Lunch series offered across the City’s departments. The lunches hosted by the Historic Preservation Office featured speakers on different facets of Phoenix’s architectural history and current issues in historic preservation. Many people, whether they are new to Phoenix or longtime residents, enjoy the opportunity to learn about its history and heritage. The series would also be a great way to increase the general public’s understanding about preservation, more generally, increase community engagement, and provide an opportunity to educate residents on the benefits of historic preservation for Phoenix. It could also serve as an opportunity for cross-departmental engagement.

This is also an opportunity to increase mutual understanding between communities and developers. Citizens are not routinely engaged in development and are unlikely to understand the many variables that are part of that process, either from the private or public side. When development is being considered in their neighborhood without proper community engagement, that lack of understanding often leads to suspicion and concern, and sometimes active resistance. Knowledge about development, the development process, and city management tools for working with development is important when change seems to happen on a daily basis. A well-informed public will be better equipped to engage constructively in conversations about city growth and change.

How to do it: The Historic Preservation Office, or the Urban Design Center (see recommendation below) should it be created, should continue and expand the “Brown Bag Lunches” where local experts could present information on the history and heritage of the area, or on special topics related to heritage preservation.

For more formal presentations or topics needing more depth, the Historic Preservation Office, or Urban Design Center, should establish an annual “Speaker Series.” People could be invited to the city to talk about a broad range of heritage, preservation, or urban design topics.

Both series could include content about development, the development process and financing, and city oversight, and invite the public and developers to attend with a goal of increasing mutual understanding of their positions. The Speaker Series should be utilized for more in-depth presentations and community conversations about development. The Brown Bag Lunch Series should offer shorter, more tightly focused overviews of timely issues. This could be a function under the Urban Design Center or through city planning.

Resources & Examples:

- **People+Place, LA Conservancy**
LA Conservancy’s People+Places is a virtual conversation series that brings together advocates, experts, and community members to address topics that intersect with preservation, heritage, and identity in an approachable and open-ended way.
<https://www.laconservancy.org/people-places-virtual-conversation-series>
- **Timely Connections Lecture Series, City of Raleigh Museum, Raleigh, NC**
Timely Connections is a lecture series that focuses on North Carolina history and culture.
<https://raleighnc.gov/parks/timely-connections-lecture-series-cor-museum>
- **The Raleigh Historic Development Commission (RHDC)** serves as the City Council’s official historic preservation advisory body to identify, preserve, protect, and promote Raleigh’s historic resources.
<https://raleighnc.gov/planning-and-development/raleigh-historic-development-commission>
<https://rhdc.org/>

Create an Urban Design Center

- ❖ **Challenge Addressed:** No urban design advocacy
- ❖ **Action Required:** City Legislative, City Administrative
- ❖ **Impact(s):** Improved public awareness of good design
- ❖ **Complexity:** High
- ❖ **Cost:** High
- ❖ **Effectiveness:** High
- ❖ **Likely Acceptance by Stakeholders:** High

In Phoenix, there is no urban design center, public or private, where good design solutions can be discussed and promoted or where a design vision for the city could be debated and created. The lack of such a center limits the opportunity for developers, designers, planners, and interested citizens to discuss urban design and the built environment of Phoenix. Any advocacy for good urban design that does occur is scattered, lacking a central voice or coherent vision.

How to do it: Establish an urban design center within City Hall. Many cities have created urban design centers to help frame the city’s design vision. An urban design center can be tasked with identifying target areas for redevelopment, where public funds are used to set the baseline for city improvements, in addition to demonstration or pilot projects in partnership with developers to showcase good design practices. They can also provide opportunities for broader public education through lecture series featuring designers who can share work that exemplifies the city’s design goals. Urban design centers can promote advocacy and education to improve the city’s overall built environment, and by extension, influence the quality of private investment in the city.



Resources & Examples:

- Planning, Design, & Development Department, Charlotte, North Carolina**
 The Planning, Design & Development Department formed an Urban Design Center in 2016 to “advance the quality of Charlotte’s built environment and bring public awareness to the importance of urban design.”
<https://charlottenc.gov/planning/urbandesign/Pages/default.aspx>
- Civic Design Center, Nashville, Tennessee**
 The Civic Design Center’s mission is “to advocate for civic design visions and actionable change in communities to improve quality of life for all.”
<https://www.civicdesigncenter.org/our-purpose/mission>
- Building Our City speaker series, Asheville, North Carolina**
 The Building Our City speaker series is a free ongoing series featuring national experts on urban design, planning, placemaking, transportation and other community development topics. Building Our City facilitates “deep-dive” community conversations dedicated to creating a better understanding about the role design plays in Asheville’s growth. The goal is to help create conversations by hosting professionals from outside the region, who will bring innovative ideas as well as examples of other communities’ successes and failures.
<https://mountainx.com/blogwire/building-our-city-buffalo-bernice-radle/>

Develop a City-Affiliated Nonprofit

- ❖ **Challenge Addressed:** There is currently no full-time, staffed preservation advocacy organization in Phoenix
- ❖ **Action Required:** City Legislative, City Administrative, HPO Administrative
- ❖ **Impact(s):** Improve Information Environment
- ❖ **Complexity:** High
- ❖ **Cost:** High
- ❖ **Effectiveness:** High
- ❖ **Likely Acceptance by Stakeholders:** Very High

Of the 10 largest US cities, Phoenix is the only one that does not have at least one staffed nonprofit historic preservation advocacy organization. Locally, Preserve PHX is an existing Historic Preservation Advocacy Organization with an all-volunteer board. Advocacy groups play an important role in public outreach and policy development and can also expand the capacity of the public staff by contributing to public outreach efforts, spearheading research initiatives, and advocating at public meetings and

OF THE 10 LARGEST US CITIES, PHOENIX IS THE ONLY ONE THAT DOES NOT HAVE AT LEAST ONE STAFFED NONPROFIT HISTORIC PRESERVATION ADVOCACY ORGANIZATION.

hearings. Nonprofits are also able to take on roles that the city preservation staff are unable to, such as hosting preservation celebrations and raising funds for heritage protection.

How to do it: It is not the responsibility of the City of Phoenix to create a historic preservation advocacy organization. However, other cities have found it useful to develop a city-affiliated non-profit organization that is imbued with powers to educate and fundraise around issues of historic

preservation. San Antonio and Nashville both have developed city-affiliated nonprofits, described below. Such an organization does not replace a staffed advocacy organization, and nor should it. However, in the absence of an active, non-profit advocacy organization, a city-affiliated nonprofit can fill a critical educational gap. This organization can host educational events, raise money for educational events or capital campaigns, and acquire property for preservation or resell.

Resources & Examples:

- Metro Historical Commission and Metro Historical Commission Foundation - Nashville**
 Like Phoenix, Nashville does not have a fully staffed historic preservation nonprofit advocacy organization. Instead, two commissions exist within Nashville’s Historic Preservation Department: the Metropolitan Historic Zoning Commission and the Metropolitan Historical Commission. The Metropolitan Historic Zoning Commission reviews applications to create new historic overlay districts and reviews and approves preservation permits in historic and conservation districts for new construction, alterations, additions, repair and demolition. The Metro Historical Commission performs functions similar to a non-profit organization. The Metropolitan Historical Commission is a municipal historic preservation agency working to document history, save and reuse buildings, and make the public more aware of the necessity



and advantages of preservation in Nashville and Davidson County, Tennessee. Created in 1966, the commission consists of fifteen citizens appointed by the mayor. Other responsibilities that fall under the Metropolitan Historical Commission include: locating, collecting and preserving historical material that it may consider relevant to the history of Davidson County; making appropriate arrangements for the purchase, preservation, promotion and use of any material; receiving and expending any money allocated to it by the Metropolitan Government; ascertaining and certifying any evaluation of gifts, bequests and devices where requested and whenever possible; sponsoring lectures, tours, exhibits and displays; sponsoring the preparation and publication of histories, guidebooks and similar material; and to take any other actions which it considers necessary and proper. The Metropolitan Historical Commission Foundation is an organization focused on history-based place, education, community outreach, and modernizing the ways in which the public can navigate local history in a mobile and interactive world. It is a 501(c)(3) nonprofit friends group which assists the Metropolitan Historical Commission in its efforts to identify, protect, study and interpret the rich history of Nashville. The MHC Foundation funds [Nashville Sites](https://www.nashville.gov/departments/historic-preservation), a major educational platform that hosts virtual tours of historic Nashville. <https://www.nashville.gov/departments/historic-preservation>

• **Power of Preservation Foundation - San Antonio**

The Power of Preservation (PoP) Foundation is a coalition of advocates, businesses, neighborhoods, and agencies that value sense of place, community preservation, and economic development. Proceeds raised by PoP support the hands-on preservation programs of the City of San Antonio Historic Preservation Office, including Rehabber Club workshops, REHABARAMA, Students Together Achieving Revitalization (S.T.A.R.), and the Living Heritage Trades Academy (LHTA). In 2018, PoP acquired the Kelso House through a donation, and have since partnered with the University of Texas at San Antonio to use the site as a learning lab for a hands-on component of the Construction Science curriculum. Through a partnership with Lake|Flato, PoP are pursuing San Antonio's first-ever residential Zero Carbon Certification from the International Living Future Institute at the Kelso House to demonstrate the intersection of carbon neutrality with historic preservation in practice. <https://powerofpreservation.org/mission>

IT IS NOT THE RESPONSIBILITY OF THE CITY OF PHOENIX TO CREATE A HISTORIC PRESERVATION ADVOCACY ORGANIZATION. HOWEVER, OTHER CITIES HAVE FOUND IT USEFUL TO DEVELOP A CITY-AFFILIATED NON-PROFIT ORGANIZATION THAT IS IMBUED WITH POWERS TO EDUCATE AND FUNDRAISE AROUND ISSUES OF HISTORIC PRESERVATION.

RECOMMENDATIONS TO RESPOND TO DEVELOPMENT PRESSURE

Actively Encourage use of Accessory Dwelling Units (ADUs) in Historic and Older Neighborhoods

- ❖ **Specific Challenge Addressed:** Older homes on large lots zoned for multifamily
- ❖ **Action Required:** HPO Administrative
- ❖ **Impact(s):** Ease development pressures, add density
- ❖ **Complexity:** Medium
- ❖ **Cost:** Medium
- ❖ **Effectiveness:** High
- ❖ **Likely Acceptance by Stakeholders:** Medium

Many of Phoenix's older homes are situated on large lots and many of them are zoned for multi-family use. With the need for additional housing units, encouraging ADU construction on larger parcels containing historic properties makes sense. Older neighborhoods tend to be closer to downtown with better proximity to transit, in desirable areas. Older properties on larger lots may be under significant development pressure to raze the existing structure and replace it with apartments or condominiums. ADUs offer a way to boost density and add additional housing units while still retaining older building stock. Phoenix City Council recently passed an ADU (Accessory Dwelling Unit) ordinance, and this option should be strongly encouraged as a way to both increase needed density, but also retain architecturally and culturally important housing.

MANY OF PHOENIX'S OLDER HOMES ARE SITUATED ON LARGE LOTS AND MANY OF THEM ARE ZONED FOR MULTI-FAMILY USE, SO ENCOURAGING ADU CONSTRUCTION IN HISTORIC DISTRICTS MAKES SENSE.

How to do it: The use of ADUs should be actively encouraged both in designated historic districts and in potentially eligible areas. Create pattern book for ADUs in historic districts. This does not dictate the design for a homeowner but would provide ten or twelve examples of appropriate design that, if chosen by the property owner, would effectively fast track the approval process through the Historic Preservation Office.

Resources & Examples:

- **Denver Single Family + Initiative**
Denver has created the West Denver Single Family + initiative to encourage the construction of ADUs. They have created a pattern book of appropriate designs for the neighborhood. <https://www.mywdrc.org/s/WDR-ADU-Unit-Plans-All-Combined.pdf>



Modified By-right Zoning for Commercial Historic Properties

- ❖ **Specific Challenge Addressed:** *Development pressure on lower-scale commercial neighborhoods*
- ❖ **Action Required:** *City Legislative, City Administrative, HPO Administrative*
- ❖ **Impact(s):** *Increase income; Improve investment environment, increase density*
- ❖ **Complexity:** *High*
- ❖ **Cost:** *Low*
- ❖ **Effectiveness:** *Medium*
- ❖ **Likely Acceptance by Stakeholders:** *Medium*

Small scale buildings in commercially zoned areas in Phoenix are frequently targets for acquisition and subsequent demolition of existing buildings in order to replace them with buildings both higher in stories and, inevitably, in rents. It is often these smaller buildings that are home to small, locally owned businesses. In fact, they often serve as incubators for start-up businesses. At the same time, commercial zoning can create a speculative premium for the land that encourages demolition of smaller structures. All of this is exacerbated by a property tax appraisal approach whereby land is assessed at its “highest and best use as if vacant.” If a parcel of land is zoned, for example, for an eight-story structure but is currently occupied by a one-story building, the property taxes on the land can add to the incentive to demolish and develop to the full extent the zoning ordinance allows. Finally, the lot coverage of these small buildings may be significantly less than the entire lot reflecting, again, unused development potential. Very few small-scale commercial properties in Phoenix have any protections through local historic districts or individual designation.

How to do it: Commercial properties that are designated historic or identified as eligible for historic designation should be allowed to more fully capture the development potential of the site if the historic building is appropriately incorporated into the overall design scheme. The approval of the Historic Preservation Office would determine if the proposal appropriately incorporated the historic building(s) but would include consideration of visibility from the street, accessibility, etc. If approved, the site could be developed to the maximum density permitted under current zoning for the land not occupied by the historic building. In some cases, it might be permitted to demolish rear portions of the building when they do not include significant architectural features.

Resources & Examples:

- **Washington, DC, Commercial Historic District Design Guidelines**
Washington, DC, has a wealth of historic buildings of monumental scale. But it’s also home to dozens of neighborhood commercial areas with more modest buildings which are still important in the city’s culture and history. Because of the constraints imposed by the District’s boundaries, additional development cannot be obtained through annexation of adjacent land. There is also a scarcity of vacant land that is not in public use, such as parkland and related uses. Therefore, new development needs to be accommodated within existing buildings, including those designated

IT IS OFTEN THESE SMALLER BUILDINGS THAT ARE HOME TO SMALL, LOCALLY OWNED BUSINESSES. AT THE SAME TIME, COMMERCIAL ZONING CAN CREATE A SPECULATIVE PREMIUM FOR THE LAND THAT ENCOURAGES DEMOLITION OF SMALLER STRUCTURES.

and protected as historic. The design guidelines for historic commercial buildings emphasize maintaining character defining features but also allow new development, both as infill construction of vacant lots but also in the form of additions to existing historic buildings.

https://planning.dc.gov/sites/default/files/dc/sites/op/publication/attachments/HPO_commercial_guidelines_revis_08_2010.pdf

- **Washington, DC, Mixed Use Neighborhood Design Guidelines**
For some DC historic districts, design guidelines are created at the neighborhood level to reflect any nuances and special circumstances of the area. One such example is the George Washington University historic district. This is a mixed-use area that includes residential, commercial, and institutional buildings and uses. It is also an area where additional new construction is anticipated. Buildings within the area have been assigned a grade based on their respective importance to the district, including non-contributing status. The appropriateness of additions, permitted demolition, and new construction are based in part on the level of historic building that is being affected by the proposal.
https://planning.dc.gov/sites/default/files/dc/sites/op/publication/attachments/GW%2520Weset%2520End%2520Design%2520Guidelines_2.pdf&sa=U&ved=2ahUKEwjZvJucoYT_AhW1D1kFHRt-BnQQFnoECAYQAQ&usq=AOvVaw1a7gO8FxXOvwJPFbkM7onz

Enhance Protection of Commercial Corridors – Commercial Community Land Trusts

- ❖ **Challenge Addressed:** *Development pressure on smaller scale commercial districts*
- ❖ **Action Required:** *City Legislative, City Administrative*
- ❖ **Impact(s):** *Reduce development pressure on commercial corridors*
- ❖ **Complexity:** *High*
- ❖ **Cost:** *High*
- ❖ **Effectiveness:** *High*
- ❖ **Likely Acceptance by Stakeholders:** *Medium*

Beyond development pressure on individual older commercial buildings, there is also significant pressure on older commercial corridors. In the earlier PlaceEconomics study, six commercial corridors with a concentration of older and potentially historic commercial structures were identified. These

A COMMERCIAL COMMUNITY LAND TRUST MAY ACHIEVE GOALS OF BOTH PRESERVATION AND MAINTAINING AFFORDABLE COMMERCIAL RENTS.

districts included: Uptown District, Melrose District, Grand Avenue District, Miracle Mile District, West Van Buren District, and the Warehouse District. Some of the historic buildings in these districts are protected through preservation easements which were often negotiated as part of a grant or other incentive program. However, most easements are only in place for five to twenty years. None of these districts has the protection provided by a local historic district.



How to do it: Fortunately, there are viable options available for protecting historic commercial corridors, including creating a Commercial Community Land Trust. While this option is more complex than most of the recommendations in this report, its ability to have a positive impact on preservation and affordability means it should at least merit consideration.

Community Land Trusts (CLTs) are usually created to provide affordable housing. PRIDE ([Phoenix Residential Investment Development Effort](#)) is a local example that focuses on affordable housing. [The Arizona Community Land Trust](#) addresses affordable housing as well, but also acquires community gardens and agricultural properties. But the basic CLT model can be applied to commercial property.

A Community Land Trust (CLT) acquires land and maintains long-term ownership. Commercial CLT structures can include lease models, ownership models, or other models, such as cooperatives or co-working spaces. With a lease model, the CLT owns both the land and building and leases both to commercial tenants. An ownership model allows tenants to purchase their commercial space through various mechanisms, such as a long-term ground lease or lease-to-own option. A ground lease typically includes provisions that restrict the building sale price so it remains affordable. In a cooperative structure, business owners buy shares that entitle them to partial ownership with variable stakes of a property. With a co-working model, members pay to use shared space provided by the CLT. (<https://antidisplacement.org/tool/community-land-trust/>)

An owner committed both to preserving historic buildings, but also affordable commercial rents could convey at or below market value commercial properties to a CCLT which could be either newly created or one of the existing organizations. Additionally, the City could acquire and reconvey to the CCLT properties at risk of demolition, properties in weaker neighborhoods, and foreclosed properties that lenders may be eager to dispose of during economic downturns. During the Great Recession, Phoenix acquired some 450 foreclosed residential properties as part of a comprehensive affordable and workforce housing initiative. If historic preservation, small business, and affordable commercial rents are policy priorities for the City, a Commercial Community Land Trust could be an effective way to address all three.

Resources & Examples:

- **The Crescent City Community Land Trust, New Orleans**
CCCLT expanded upon the traditional CLT model to include permanently affordable residential rental and commercial.
<https://www.ccclt.org>
- **A number of cities around the country have assisted with the establishment of Commercial Community Land Trusts, including:**
Anchorage, AK: <https://anchorage.landtrust.org>
Saint Paul, MN: <https://rondo.clt.org>
Oakland, CA: <https://oak.clt.org>
- For general discussion of CCLTs see article in [ShelterForce](#)

Enhance Protection of Commercial Corridors – Transferable Development Rights (TDR)

- ❖ **Challenge Addressed:** Development pressure on smaller scale commercial districts
- ❖ **Action Required:** City Legislative, City Administrative
- ❖ **Impact(s):** Reduce development pressure on commercial corridors
- ❖ **Complexity:** High
- ❖ **Cost:** Medium
- ❖ **Effectiveness:** Medium
- ❖ **Likely Acceptance by Stakeholders:** Medium

Another way to encourage the protection of undesignated, historic commercial corridors is through transferable development rights. TDRs allow property owners to benefit from developable space that they technically own by trading the right to develop on their parcels containing historic structures to another location that is better suited to higher density development.

How to do it: Many cities have created Transferable Development Rights (TDR) programs. Under a TDR there is an area designated for protection as a “sending area” and a “receiving area” where the enhanced rights (e.g., increased height, lot coverage, reduced parking) can be applied. There are around twenty-five cities in the US that have enacted historic-preservation-specific TDRs. While these have had mixed results, given the right parameters, a TDR for designated heritage properties along the historic corridors could be effective. The city already has a modified program in downtown Phoenix, which could be expanded along the prime arterials.

TDR PROGRAMS HAVE BEEN INSTITUTED THROUGHOUT THE COUNTRY FOR HISTORIC PRESERVATION WITH MIXED SUCCESS.

PlaceEconomics has reviewed nearly all of the preservation-based TDR programs. Those that are successful seem to share common characteristics:

- A strong real estate market with significant development pressures.
- “Receiving zones” that are not limited to properties abutting the sending property.
- Existing zoning that creates a supply of space that is less than demand, thereby creating a market for additional development rights.

Conversely, the vast majority of programs that have not been particularly successful are usually characterized by one or more of the following:

- Ample amounts of “by-right” development capacity.
- Other incentive programs are easier, faster, and/or cheaper to use, thereby reducing the value (and subsequent use) of the TDR program.
- Low market demand.
- Lack of understanding in the marketplace.



To make this work the City should look at publicly owned land as a receiving site for the enhanced development rights forfeited by the heritage properties. Additionally, the City should encourage new development on sites with surface parking lots and in one-story strip developments that are not historically significant. A list of identified vacant lots or non-heritage sites appropriate for redevelopment provided by the City would help developers select projects that do not threaten historic buildings. Directing development to vacant lots eliminates demolition costs and may streamline permitting processes. Above all, prioritizing the development of vacant lots or non-heritage sites would both accommodate development and promote the conservation of significant historic resources.

Resources & Examples:

- **Transfer of Development Rights enabling legislation, Arizona**
In 2020 the State of Arizona updated legislation authorizing Transferable Development Rights. <https://law.justia.com/codes/arizona/2020/title-11/section-11-817/>
- **Transfer of Development Rights, Arlington, VA**
Arlington, Virginia, is experiencing strong growth and development pressure. Arlington has a TDR program for historic preservation and affordable housing with a specific receiving zone being a commercial corridor, Clarendon. <https://arlingtonva.s3.amazonaws.com/wp-content/uploads/sites/31/2014/03/Clarendon-SectorPlan06.pdf>
- **Transfer of Development Rights, San Francisco, CA**
The City of San Francisco is one of the most successful preservation-based TDR ordinances. https://sfplanning.org/sites/default/files/forms/TDREligibility_SupplementalApplication.pdf

Increase the Demolition Notification and Delay Time and Support Deconstruction Efforts

- ❖ **Challenges Addressed:** *The current thirty-day hold on demolition is not enough time to find alternatives; demolition debris in landfills.*
- ❖ **Action Required:** *City Legislative, City Administrative, HPO Administrative*
- ❖ **Impact(s):** *Deconstruction of eligible properties*
- ❖ **Complexity:** *Low*
- ❖ **Cost:** *Low*
- ❖ **Effectiveness:** *Medium*
- ❖ **Likely Acceptance by Stakeholders:** *Medium*

Stakeholders consistently indicated that the 30-day hold on demolition did not provide staff sufficient time to research and disseminate a recommendation of eligibility or allow advocates to identify options that might save the heritage structures. Providing earlier notice of proposed demolition and an increase in the delay for register-eligible properties may allow property owners and advocates more time to develop alternatives to demolition, which could include materials recycling via deconstruction.

How to do it: Create a notification system to alert stakeholders when the 30-day hold for a property has begun. Change the demolition delay to 60 days for properties determined "eligible" for listing in the National Register-through comprehensive survey-or for contributing properties located within a National Register Historic District. The City should continue to pursue a deconstruction program, which can be coordinated with demolition review to incorporate deconstruction as a possible alternative. Any designated building should be deconstructed to the greatest extent possible.

**STAKEHOLDERS
CONSISTENTLY INDICATED
THAT THE 30-DAY
DEMOLITION HOLD IS
INSUFFICIENT.**

Resources & Examples:

- **City of Portland Deconstruction Ordinance**
Portland, Oregon was the first city in the US to legally require deconstruction and recycling of building materials. Portland City Council adopted its deconstruction ordinance in 2016, which requires that projects meeting certain requirements and seeking demolition permits must be deconstructed rather than mechanically demolished. The ordinance was amended in 2019 to raise the year-built threshold from 1916 to 1940. Single family homes and duplexes are subject to the ordinance if they were built in 1940 or earlier, or if they are designated a historic resource. <https://www.portland.gov/bps/climate-action/decon/deconstruction-requirements>
- **CALGreen Construction and Demolition Recycling**
In California, qualifying projects must recycle or salvage a minimum of 65% of nonhazardous construction and demolition waste or meet local standards if they are more stringent. <https://calrecycle.ca.gov/lqcentral/library/canddmodel/instruction/newstructures/>



Simplify the State Property Tax Program for Income Producing Property Rehabilitation

- ❖ **Challenge Addressed:** *The commercial rehabilitation tax incentive is difficult to use and only works for large projects.*
- ❖ **Action Required:** *State legislation, County Assessor Administrative*
- ❖ **Impact(s):** *Reduce operating costs, encourage rehabilitation*
- ❖ **Complexity:** *Very High*
- ❖ **Cost:** *High*
- ❖ **Effectiveness:** *High*
- ❖ **Likely Acceptance by Stakeholders:** *Very high*

Arizona currently has a property tax incentive for both commercial and residential properties. The residential program seems to be working well, but the commercial version is not. As described by the State Historic Preservation Office,

THE STATE PROPERTY TAX PROGRAM FOR THE REHABILITATION OF INCOME PRODUCING PROPERTIES, AS STRUCTURED, DOES NOT ACHIEVE ITS GOAL OF ENCOURAGING ADDITIONAL COMMERCIAL REHABILITATION.

Upon entering the program, the County Assessor's Office will do an assessment of the property as is. Over the next 10 years, improvements are taxed at 1% instead of the normal commercial rate. Without a substantial amount of rehabilitation, this program will have little or no effect upon a building's property tax. As with the ITC program, all work must conform to the Secretary of the Interior's Standards for the Treatment of Historic Properties and be preapproved by SHPO. Unlike the ITC, properties must already be listed on the National Register of Historic Places in order to be admitted into the program.

Many states have similar programs, but the provision for "County Assessor's Office will do an assessment of the property as is..." adds an unnecessary complication.

How to do it: The County Assessor's Office assigns a "Full Cash Value" to every taxable property in the county. This number represents an approximation of the market value of the property. Based on formulas in state statute, a "Limited Value" is established. It is this Limited Value to which an assessment rate is applied, resulting in how much property tax is owed. When a property is rehabilitated, the assessor would typically reappraise the property for its new Full Cash Value and resulting Limited Value. To simplify the program, the ten-year reduced tax rate is simply applied to the difference between the "before rehabilitation" and "after rehabilitation" Limited Value. This is the approach that most states take when there is a property tax incentive for historic properties.

Resources & Examples:

- **Historic Preservation Special Tax Valuation, Seattle, WA**
In 1985, the Washington State Legislature passed a law allowing "special valuation" for certain historic properties. This "special valuation" revises the assessed value of a historic property, subtracting, for up to 10 years, those rehabilitation costs that are approved by the local review board. For the purposes of the Special Valuation of Property Act, the Seattle Landmarks Preservation Board acts as the Local Review Board. The primary benefit of the law is that, during the 10-year special valuation period, property taxes will not reflect substantial improvements made to the historic property.
<https://www.seattle.gov/neighborhoods/historic-preservation/preservation-incentives#stateandlocalincentives>
- **Bailey Bill, Columbia, SC**
The Bailey Bill was passed by the state legislature in 1992 to give local governments the option of granting property tax abatement to encourage the rehabilitation of historic properties. Following amended state legislation in 2004, Columbia's City Council also adopted a local amended version of the bill in July of 2007. If you invest a minimum of 20% of your building's assessed value back into the building, and the work is *eligible and approved*, then the assessed value of your property is abated for the next 20 years (i.e., the value of your property may increase over time, but you will continue to be taxed at the pre-rehabilitation assessed valuation for 20 years).
<https://planninganddevelopment.columbiasc.gov/historic-incentives/>
- **Mills Act, California**
Enacted at the state level in 1972, the Mills Act legislation grants participating local governments the authority to enter into contracts with owners of qualified historic properties who actively participate in the restoration and maintenance of their historic properties while receiving property tax relief. Each local government establishes their own criteria and determines how many contracts they will allow in their jurisdiction.
https://ohp.parks.ca.gov/?page_id=21412

THE EXISTENCE OF AN EFFECTIVE STATE HISTORIC TAX CREDIT CAN INCREASE USE OF THE FEDERAL HISTORIC TAX CREDIT BETWEEN 40-60%.



Develop a Stronger Demolition by Neglect Ordinance

- ❖ **Challenge Addressed:** Demolition by neglect
- ❖ **Action Required:** City Legislative
- ❖ **Impact(s):** Reduce loss of historic properties
- ❖ **Complexity:** Very High
- ❖ **Cost:** High
- ❖ **Effectiveness:** High
- ❖ **Likely Acceptance by Stakeholders:** Medium

Buildings that are not maintained and are left to the elements will eventually deteriorate to the point that they become a hazard and demolition becomes the only option. This is referred to as “demolition by neglect.” Structures, commercial or residential, that have deteriorated to the point that their preservation is no longer possible, will need to be addressed, ideally before they reach that state.

How to do it: Rather than allow properties, commercial or residential, to reach a state where demolition is deemed the best choice, the City should develop a robust demolition by neglect ordinance. Under such an ordinance the City will have the option to direct the property owner to fix any public health and safety issues, or the City will do them and put a lien on the property.

When a property owner requests a demolition permit, there needs to be a city inspector to review the property to assess its status and to see if deconstruction should be required. Any City-mandated building removal should require deconstruction and materials recycling to the greatest extent possible.

Resources & Examples:

- **Knoxville, TN**
The City of Knoxville has an effective Demolition by Neglect ordinance, that includes the opportunity for citizens to suggest historic properties that may fit the demolition by neglect definitions to the City.
https://cdnsm5-hosted.civiclive.com/UserFiles/Servers/Server_109478/File/Neighborhoods/Resources/Demolition_by_Neglect.pdf
- **Preventing Demolition by Neglect: Strategies for Arizona**
A 2021 white paper by former Arizona Deputy SHPO Christopher Cody titled Preventing Demolition by Neglect: Strategies for Arizona explores options for addressing demolition by neglect, including demolition by neglect ordinances:
https://www.preservationmaryland.org/wp-content/uploads/2021/10/PreventingDemoByNeglectinAZ.CCODY_2021.pdf
- **“Demolition by Neglect: Where Are We Now,”** Rachel Ann Hildebrandt, master’s thesis, University of Pennsylvania, 2012
https://repository.upenn.edu/cgi/viewcontent.cgi?article=1190&context=hp_theses

Increase the Penalty for Illegal Demolition and Alteration of Designated Properties

- ❖ **Challenge Addressed:** Illegal demolitions and illegal alterations
- ❖ **Action Required:** City legislative, City administrative
- ❖ **Impact(s):** Reduce demolition
- ❖ **Complexity:** Low
- ❖ **Cost:** Medium
- ❖ **Effectiveness:** High
- ❖ **Likely Acceptance by Stakeholders:** High

Like many other cities, Phoenix has an established process for reviewing and permitting the demolition of historic structures. While this is beneficial, there are instances in which owners either choose not to follow these procedures or are not aware that they exist. Ideally, a city’s preservation ordinance includes unambiguous language regarding the consequences incurred by undertaking illegal demolition or demolition by neglect. However, the current penalties seem inadequate to meaningfully deter illegal demolition. In many cities, illegal and unpermitted demolition is a serious issue and modest fines and fees aren’t a strong enough deterrent.

How to do it: Significantly increase the penalty for illegal demolition and alteration of designated properties. Currently, the fines and fees associated with unpermitted demolition in Phoenix vary depending on the building and permit type, but typically don’t exceed \$10,000, with no stay on the issuance of new permits for a site where a structure has been illegally demolished. Other US cities have adopted much more stringent requirements including fines and stays or required rebuilding of unlawfully demolished historic buildings.

IN MANY CITIES, ILLEGAL AND UNPERMITTED DEMOLITION IS A SERIOUS ISSUE AND MODEST FINES AND FEES AREN’T A STRONG ENOUGH DETERRENT.

Resources & Examples:

- **Virginia § 15.2-819. Demolition of historic structures; civil penalty.**
Virginia law allows penalties up to the assessed value of the property for the illegal demolition of historic properties.
<https://law.lis.virginia.gov/vacode/title15.2/chapter8/section15.2-819/>
- **“Just Fine? Rethinking penalties for illegal demolition in local historic districts,”** Preservation Resource Center, white paper.
The Preservation Resource Center in New Orleans published a whitepaper on trends in illegal demolition ordinances. Among the strongest cited was Laguna Beach, California that can impose fines up to \$100,000 plus a five-year moratorium on any permits to develop the site.
<https://prcno.org/just-fine-rethinking-penalties-illegal-demolition-local-historic-districts/>



RECOMMENDATIONS TO IMPROVE EXISTING REGULATIONS AND PRESERVATION TOOLS

Better Promote the International Existing Building Code (IEBC)

- ❖ **Challenge Addressed:** The IEBC and its potential impact for historic buildings is not widely understood.
- ❖ **Action Required:** City administrative, HPO administrative
- ❖ **Impact(s):** Simplify rehabilitation of historic structures
- ❖ **Complexity:** Low
- ❖ **Cost:** Low
- ❖ **Effectiveness:** High
- ❖ **Likely Acceptance by Stakeholders:** High

Building codes are critical in protecting life and safety of building users. However, in many cities, as building materials have standardized, building codes are designed with new construction as the baseline. It can be extremely challenging to retrofit older buildings to meet modern codes because they simply don't recognize the properties of historic materials and construction methods. That does not mean that historic buildings are unsafe, but rather that standards of safety change over time. Codes need to remain relevant and easy to navigate, so they tend to favor current construction materials and methods. Fortunately, the International Existing Building Code (IEBC) was developed to address this issue.

In 2018, Phoenix adopted the International Existing Building Code. The IEBC encourages the use and reuse of existing buildings and gives greater flexibility to historic buildings. The intent is to allow the historic character of the building to remain while ensuring that life-safety and accessibility is provided to the maximum extent feasible. Section 12 of the IEBC specifically addresses historic buildings.

Many jurisdictions, including Phoenix, have adopted the IEBC in lieu of several existing building codes used in different areas of the country. In the past, codes for new construction, existing buildings, and historic buildings were combined, leaving little room for flexibility. In response, IBC is more "performance-based" in its approach, as opposed to "prescriptive," and evaluates each building on its individual merits. This allows greater cost savings and further protection of historic resources. Many states and localities are adopting individual rehabilitation sub-codes specific to historic buildings. Greater flexibility, cost savings and protection of historic resources are experienced in states with these codes. This is beneficial because IBC's section on historic buildings is more compatible with the Secretary of the Interior's Standards.

Resources & Examples

- A [straightforward explanation](#) of the International Existing Building Code was presented at the Pennsylvania Building Officials Conference in 2022 and includes numerous examples of the application of the IEBC to historic structures.

Train Building Inspectors in Historic Buildings

- ❖ **Challenge Addressed:** It is not well known among inspectors that the International Existing Building Code exists and what it means for historic buildings.
- ❖ **Action Required:** City administrative
- ❖ **Impact(s):** Improve Information Environment
- ❖ **Complexity:** Medium
- ❖ **Cost:** Low
- ❖ **Effectiveness:** High
- ❖ **Likely Acceptance by Stakeholders:** Medium

Often, there is a gap in the technical knowledge for building inspectors when it comes to heritage buildings. While the adoption of the International Existing Building Code (noted in the recommendation above) is an important step toward streamlining and supporting the rehabilitation of historic buildings, the code alone is only as effective as its implementation. If building inspectors are unfamiliar with the implications of the IEBC, specifically Chapter 12 on Historic Buildings, then the code cannot have its intended effect. It is important that building inspectors be knowledgeable on historic building systems, the IEBC's implications for existing and historic buildings, and empowered to apply the IEBC's code relief for historic buildings where appropriate.

How to do it: The City should establish a training program for building inspectors, zoning administrators, and area architects and builders on the 2018 International Existing Building Code (IEBC), especially Chapter 12, Historic Buildings. This would likely require a significant investment of time and resources to develop. Alternatively, the City could sponsor inspectors to take a training offered by an organization specializing in historic building inspection. The Historic Building Inspectors' Association (HBIA) provides resources for its members to improve and increase their knowledge of historic preservation. The City of Phoenix might engage the HBIA to provide training or a speaker session with one of their experts.

Resources & Examples:

- **Historic Building Inspectors' Association (HBIA)**
The Historic Building Inspectors' Association (HBIA) is a US-based membership organization for licensed building inspectors that provides resources for its members to improve and increase their knowledge of historic preservation.
<https://inspecthistoric.org/>

The Challenges of Site Plan Review in Older and Historic Properties

Site plan review is an important aspect of City oversight on development, but it can be very costly, especially when required for small projects or projects where only modest changes are being proposed. While site plan reviews can be valuable when there are boundary questions raised by a project, requiring new site surveys can add additional and possibly unnecessary expense when there may already be a recent survey on record.

Developers of historic buildings expressed frustration that any change of use triggers site plan review. Often a modest rehabilitation of a small historic building will trigger much more costly processes, like sidewalk review or replacing significant portions of pavement on the street. However, in PlaceEconomics' second round of interviews with stakeholders, several participants expressed hesitation about making exceptions to site plan review. Some stakeholders voiced concern that community members would feel site plan review exemptions would result in too little oversight over the development in their neighborhoods.

This topic requires further study. Therefore, PlaceEconomics is not proposing recommendations to provide site plan review relief. However, the City should devote time to explore this issue more fully.

The City's Adaptive Reuse Program could be a useful vehicle for these conversations to take place. The Program already offers personalized assistance with the development process, streamlined permitting, regulatory relief, incentives and waivers. Once an adaptive reuse project is submitted for review, an advocate is assigned to serve as the applicant's contact until project completion. This contact assists in coordinating with other city departments should any issues arise. These advocates understand the usual challenges that adaptive reuse projects face, including burdensome site plan review.

Boulder, Colorado has a provision for site plan review waivers. There, Site Plan Review (SPR) regulations allow a waiver for minor projects that are likely to have minimal impact from the full SPR process. According to the provision, "these projects are eligible for an expedited review called the "Site Plan Review Waiver (SPRW)," during which the SPR standards are analyzed in a shorter time frame (2 weeks)."

Adopt Standards for Historic Building Relocation

- ❖ **Challenge Addressed:** *If you move a listed building it loses its heritage designation and is no longer protected*
- ❖ **Action Required:** *HPO Administrative*
- ❖ **Impact(s):** *Facilitates moving historic structures as a last resort*
- ❖ **Complexity:** *Low*
- ❖ **Cost:** *Low*
- ❖ **Effectiveness:** *Medium*
- ❖ **Likely Acceptance by Stakeholders:** *Medium*

Moving a historic building is sometimes the only way to save that structure from demolition. Stakeholders expressed concern that, under current practice, when designated historic structures are moved they may lose their heritage designation, precluding access to tax credits and other preservation incentives, and may put the property at risk. It also puts the property at risk of placement in an inappropriate setting. While any building necessarily loses its historic context when it is relocated, there are steps that can be taken to ensure that the site chosen as the building's new location is appropriate. Considerations include the relationship of the building to its setting, the orientation of the building to the street, and the shape, mass, and scale of adjacent structures.

How to do it: The City of Phoenix should adopt standards for historic building relocation and a policy stating that when a designated property is relocated consistent with these standards, historic designation status should be maintained.

Resources & Examples:

- **"Moving Historic Buildings,"** John Obed Curtis, Technical Preservation Services, US Department of the Interior
<http://npshistory.com/publications/preservation/moving-hist-bldgs.pdf>
- **Policy Statement and Design Guidelines for Evaluating Historic Buildings, Newport, RI**
The City of Newport, Rhode Island has specifically included provisions in their design guidelines for the treatment of historic buildings that have to be moved.
<https://www.cityofnewport.com/CityOfNewport/media/City-Hall/Boards-Commissions/Commissions/Historic%20District%20Commission/HDC-Policy-Statement-Design-Guidelines-for-Elevating-Historic-Buildings-Jan-21-2020-APPROVED.pdf>



Modifications to Adaptive Reuse Program

- ❖ **Challenge Addressed:** Costs required to receive adaptive reuse code benefits
- ❖ **Action Required:** City Administrative
- ❖ **Impact(s):** Increase use of Adaptive Reuse Program
- ❖ **Complexity:** Low
- ❖ **Cost:** High
- ❖ **Effectiveness:** Very High
- ❖ **Likely Acceptance by Stakeholders:** Very High

Phoenix has adopted an Adaptive Reuse Program (ARP). Its specific intent is "to revitalize existing buildings to preserve our history, contribute to economic vitality by promoting small business, and create more vibrant neighborhoods." The intent of the program is highly commendable. Unfortunately, it is not as effective as it could be, particularly for smaller older and historic buildings. The underperformance of the program was described by those who have used it or who have tried to use the ARP as a result of additional costs imposed on a property for compliance and infrastructure provisions. Having to comply with parking and water retention requirements, particularly on a small lot, is often simply not feasible. Additionally, a property owner attempting to use the ARP is frequently assessed for the costs of water and sewer line expansions disproportionate to the size of the structure.

How to do it: There will be significant costs to the City if these recommendations are adopted. But if "revitalizing existing buildings, preserving history, promoting small business, and creating vibrant neighborhoods" are truly worthy public policy goals, direct or indirect expenditures will be necessary. Changes to the Adaptive Reuse Ordinance should include: 1) waiving of requirements for parking, water retention, etc. 2) 100% of fees waived for designated historic properties; 3) 50% of fees waived for properties identified as eligible but not designated; 4) a proportional charge on water and sewer line expansions based on the size of the building.

Resources & Examples:

- **Adaptive Reuse Ordinance, Los Angeles**

The Adaptive Reuse Ordinance that has been most successful in bringing back to life not just older buildings, but entire neighborhoods, is the program in Los Angeles. It may be useful to compare the provisions of that program with the ARP in Phoenix to see if there are additional areas of program modification that would make adaptive reuse an even better alternative.

<https://www.ladbs.org/services/core-services/plan-check-permit/plan-check-permit-special-assistance/adaptive-reuse-projects>

Explore Historic District Designation Under Proposition 207

- ❖ **Challenge Addressed:** Due to Proposition 207, historic district designation is nearly impossible in Arizona.
- ❖ **Action Required:** City Administrative
- ❖ **Impact(s):** Increase the number of protected structures in Phoenix.
- ❖ **Complexity:** Medium
- ❖ **Cost:** Medium
- ❖ **Effectiveness:** Very High
- ❖ **Likely Acceptance by Stakeholders:** High

Since the 2006 passage of Arizona Proposition 207, also known as the Private Property Rights Protection Act, municipalities have been limited in their ability to designate new local historic districts. Proposition 207 requires local governments to compensate a private property owner if the value of a person's property is reduced by the enactment of a land use law, including historic designation. As a result, the basic tools for protecting historic assets used by virtually every other large city in America are severely limited. Property owners must either waive their entitlements voluntarily or be compensated for the reduction in value of their property. Compensation is an expensive option for local governments in many cases, and so municipalities have been justifiably hesitant to trigger Prop 207 by enacting new land use laws.

However, numerous studies across the country have demonstrated that historic designation does not have an adverse impact on property values. In fact, quite the opposite has been proven: property values in designated local historic districts increase at a greater rate than properties in the rest of the city. Historic district designation also has a stabilizing impact on property values in times of economic downturn--historic districts across the country saw their property values dip less and recover faster than properties in the rest of the city during the 2008 recession. In fact, the previous study on the impact of historic preservation in Phoenix completed in 2021 by PlaceEconomics found that not only do homes in historic districts have higher values per square foot than the rest of the city, but the rate of increase in value per square foot for houses in historic districts is greater than the rest of the Phoenix.

How to do it: The City of Phoenix should attempt to designate new neighborhoods as historic districts. There is nothing in the Prop 207 legislation that prevents the City of Phoenix or local partners from working with property owners to voluntarily waive their claims for diminution. If there is strong citizen desire for a historic district within a neighborhood, the City can work with the unwilling few to achieve a resolution. Alternatively, the City might opt to exempt property owners that object from the historic district entirely. A historic neighborhood with 75% protection is certainly better than forgoing designation altogether. As stated in the Act:

"Nothing in this section prohibits this State or any political subdivision of this State from reaching an agreement with a private property owner to waive a claim for diminution in value regarding any proposed action by this state or a political subdivision of this state or action requested by the property owner."



Moreover, property owners have a three-year window in which they can legally request compensation for a diminution in value because of a historic district designation.

*"An action for just compensation based on diminution in value must be made or forever barred within **three years** of the effective date of the land use law, or of the first date the reduction of the existing rights to use, divide, sell or possess property applies to the owner's parcel, whichever is later."*

Historic designation is an important tool that supports vibrant neighborhoods and economic development. In Phoenix, far fewer properties are designated than ought to be the case. Only 1% of Phoenix's land area is protected by historic districts. This is a disservice to the heritage of Phoenix, particularly from the Post-War era. Phoenix should explore designating historic districts again.

RECOMMENDATIONS ON PRESERVATION PROCESSES

PlaceEconomics was commissioned to conduct this analysis and make recommendations based on our experience in tools, strategies, and incentives for historic preservation. It will most likely be the staff of the Historic Preservation Office and the members of the Historic Preservation Commission who decide which of the recommendations that require only Historic Preservation Office administrative action should be implemented. It will also be the staff and Commissioners who decide which recommendations should be forwarded to the City Manager and the Council for their consideration. Whichever recommendations are ultimately implemented will no doubt add responsibilities to both staff and Commissioners.

Perhaps this is an opportunity to examine internally the policies and procedures that guide the actions of the staff and Commissioners. This could entail both a review of roles and responsibilities of staff positions, but also how the Commission conducts its business. Issues such as term lengths and lengths, qualifications of Commissioners, and attendance requirements might require changes to City ordinances. Other issues such as setting the agenda, use of meeting times for which there is no business to conduct, etc. can be decided at the commission level. Because PlaceEconomics claims no expertise in the operation of Historic Preservation Commissions, we have no specific recommendations on the above issues, other than to suggest that it is useful to periodically review practices and procedures of any such both.



Training for Commissioners

With both the increased complexity of the issues coming before the commission and the legal liability that a public commission bears, it is important that long-time commissioners—but particularly those new to the body—are well trained in the issues, procedures, and policies that the position entails. The most effective focused training for preservation commissioners is provided by the National Alliance of Preservation Commissions through their Commission Assistance and Mentoring Program (CAMP) workshops. Attendance at a CAMP training should be mandatory for new commission Members and encouraged among longer term members.

It may also be useful to prepare a handbook/guidebook for Historic Preservation Commissioners. An example of an excellent and comprehensive handbook was prepared for preservation commissions in Connecticut.

The members of the Phoenix Historic Preservation Commission devote considerable unpaid time to protect and enhance the city's wealth of heritage resources. They deserve to be as well informed and prepared as possible.

Resources & Examples:

- **Commission Assistance & Mentorship Program, National Alliance of Preservation Commissions**
<https://www.napcommissions.org/camp>
- **Handbook for Historic District Commissions and Historic Property Commissions in Connecticut**
<http://lhdct.org/documents/Handbook%20for%20Historic%20District%20Commissions%20in%20CT.pdf>

CONCLUSIONS

For a young city, Phoenix has demonstrated a strong commitment to historic preservation. Despite the constraints imposed by Proposition 207, Phoenix has made effective use of the tools available to protect and enhance its historic resources, and the recent voter approved bond reflects an ongoing commitment. The recommendations contained in this report should not be read as a critique of existing efforts or tools, but rather a menu of possibilities to expand the role that historic buildings could play in the economic, social, environmental, and cultural life of the Phoenix.

There is one final recommendation that cannot be enacted by the City of Phoenix. It is included here, however, to encourage the readers and users of this report to take action to encourage the Arizona Legislature to pass and the Governor to sign a bill creating the Arizona Historic Preservation Tax Credit. Some 35 States have historic tax credits and are being effectively used to attract investment into heritage buildings. Almost every one of the recommendations above would work better if they were accompanied with an effective state historic tax credit.

The adoption of a state historic tax credit and the implementation of the recommendations above can help in continuing preservation efforts in the Phoenix Style.



ACKNOWLEDGEMENTS

We would like to acknowledge all the stakeholders that contributed their experiences, ideas, and feedback to this process. Their input was invaluable.

Samantha Keating, Deputy Director - City of Phoenix Housing Department

Cindy Stotler, Housing Director - Phoenix IDA

Spencer Self, Director - City of Phoenix Neighborhood Services Department

Kevin Weight, Principal Planner - City of Phoenix Historic Preservation Office

Sherry Rampy, Realtor - Former City of Phoenix Historic Preservation Commission Chair

Dan Klocke, Development Project Manager - Gorman & Company, Former City of Phoenix Historic Preservation, Commission Chair

GG George, President - Phoenix Historic Neighborhoods Coalition

Ashley Harder, President - Harder Development, Board Member, Preserve Phoenix

Robert Warnicke, Attorney - Warnicke Law and Vice President, Phoenix Historic Neighborhoods Coalition

Donna Reiner, Board Member - Preserve Phoenix and Arizona Preservation Foundation

Robert Graham, Historic Architect

Debra W. Stark, Phoenix City Councilwoman

Grady Gammage, Jr., Attorney - Gammage and Burnham

Michelle Dodds, Retired City of Phoenix Historic Preservation Officer

Laura Pastor, Phoenix City Councilwoman

Jim McPherson, President - Arizona Preservation Foundation

Kathryn Leonard, Arizona State Historic Preservation Officer

Lorenzo Perez, Cofounder, - Venue Projects

Kevin Rille, President - KLMN Properties

Chuckie Duff, Farnam Equus



TOOLS STRATEGIES
POLICIES INCENTIVES
for Historic Preservation in
PHOENIX
COMPLETED BY PLACEECONOMICS FOR THE CITY OF PHOENIX | DECEMBER 2023



Archaeological Site Etiquette Guide

Help Preserve Archaeological Sites



Artifacts, in context (where they lie), tell a story. Once they are moved, a piece of the past is destroyed forever. Digging, removing artifacts, or piling them up changes what can be learned from these pieces of the past.



Walls are fragile and continually deteriorating. Climbing, sitting or standing on walls can damage them. Picking up or moving rocks alters the walls forever.



Fragile desert plants and soils that are part of archaeological sites are destroyed when you stray from the trail. Please stay on trails...they are there for your protection.



Fire destroys prehistoric organic materials, impairs the potential for chronometric dating, and damages or even destroys rock art by covering it with soot. Absolutely no fires, candles, or smoking should occur at archaeological sites.



Oils from even the cleanest hands can cause deterioration of prehistoric drawings and destroy the dating potential for future scientists trying to unravel the meaning of symbols painted and pecked on stone. Please refrain from touching rock art.



Graffiti (drawing, painting, scratching and carving) is destructive and can destroy rock art, as well as deface wood and stone buildings. Graffiti destroys rock art and architecture.



Pets can damage sites by digging, or depositing their waste in them. Please do not bring pets into archaeological sites.

Camping and Driving



Avoid driving or riding your bicycle through sites; pitching your camp in a site; dismantling historic buildings for firewood or any other use; and camping or making campfires in any historic building.

Archaeological Protection Laws



All archaeological sites on federal and tribal lands in Arizona are protected by the Archaeological Resources Protection Act and archaeological sites on state lands are protected by the Arizona Antiquities Act. These laws prohibit digging, removing artifacts, damaging, and/or defacing archaeological resources and provide for related felony and misdemeanor prosecution with imprisonment and fines.

Vandalism



If you see people vandalizing sites, please report it as soon as possible by calling **1-800-VANDALS**. Obtain as much information about the people without putting yourself in danger. Do not confront them! They may be dangerous.

By following these simple guidelines, you can help preserve these unique and fragile remnants of our American heritage. Thanks for your cooperation, and we hope you enjoy visiting archaeological sites in Arizona!

Archaeological sites are non-renewable resources. Help us preserve America's cultural heritage! For more information on site etiquette, becoming a site steward and Arizona's historic places, visit Arizona State Parks State Historic Preservation Office [azstateparks.com/SHPO/index.html] Website.