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Oro Valley Cultural Heritage Preservation Plan: Developing and Sustaining a Community Sense of Place

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Oro Valley Cultural Heritage Preservation Plan

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INTRODUCTION

Among the most important aspects of historic preservation today is ensuring that it is relevant to a community and will attract visitors—to learn about special places of the past, and to contribute to the overall economic sustainability of a community. Oro Valley holds unique and authentic cultural resources that can make places of the past come alive. In collaboration with partners, the Town can develop an exceptional cultural heritage program. This cultural heritage preservation plan builds upon previous historical and archaeological guidance for Oro Valley. It is a plan for preserving the special historic places of Oro Valley, and for maintaining within the community an awareness and appreciation of its heritage. The plan is a statement of the community's goals for its historic properties and programs, and it describes the steps necessary to reach those goals.

The first section provides an overview of the national, state, and local legal context for historic preservation. Section 2 provides a toolbox of strategies to effectively manage cultural resources and develop an informed and supportive constituency. Section 3 provides a context for moving forward in developing and maintaining historic properties and programs. Six components are identified, each of which contains action elements. The components are: public participation and heritage education; Steam Pump Ranch; historic neighborhoods, Town history and records, undeveloped areas of the Town, and Honey Bee Village Archaeological Preserve. This section emphasizes the importance of having preservation programs that are educational, operate at maximum efficiency, and take advantage of diverse funding and volunteer opportunities.

A preservation plan is most effective when it is integrated with related local and regional plans and policies. It is also most effective when it becomes more than a written document placed on a shelf. This plan is flexible in bringing together citizens, interest groups, and local government to collaborate in preserving their shared heritage. The key to successful implementation is having informed policy makers who integrate Oro Valley's cultural heritage in its social and economic development.

SECTION 1. THE LEGAL CONTEXT FOR HISTORIC PRESERVATION

National Legislation, Guidance, and Support for Preservation Planning

The National Historic Preservation Act (Act) of 1966, as amended, is the basis of historic preservation in the United States. The Act established the value of historic properties to the public. Its major provisions apply at the local, state, tribal, and national levels and guide historic preservation and cultural resources management today. The Act encouraged the establishment of state historic preservation offices (SHPOs) in each state, and partnerships among federal,

tribal, state, and local governments. Today all 50 states have a state historic preservation office that serves as the primary contact for local governments and through which federal funding for state and local partnerships passes.

The Act established a Certified Local Government (CLG) program. The main purpose was to provide a mechanism for local governments to carry out the purposes of the Act. Certification is delegated to the SHPOs along with the responsibility for transferring federal and state grant funds to local certified governments. The Town of Oro Valley (Town) was granted CLG status by the Arizona SHPO and U.S. Department of Interior in May 2009. To obtain, and retain, CLG status a local government must meet specific requirements including: an ordinance to ensure that there is local legislation for the designation and protection of historic properties; a qualified historic preservation commission; maintenance of a system for the survey and inventory of historic properties in accordance with the Act; and provisions for public participation in the local historic preservation program.

The Act established a consultation process (Section 106) whereby federal agencies, and other entities using federal funds, must consult with SHPOs on the potential impacts to historic properties and their significance before any federal undertaking. This process is standard at all levels of government and is clearly articulated at the state and national levels. It is described in various ways at the local level. In Oro Valley the process is acknowledged in zoning codes and the recently passed Environmentally Sensitive Lands Ordinance.

The Act also created the Advisory Council on Historic Preservation. As an independent federal agency, the Advisory Council deals with federal properties or those impacted by federally funded projects. It also carries out the *Preserve America* initiative whereby local communities can apply for funds for historic sites listed on the National Register of Historic Places.

Perhaps the best-known provision of the Act was the establishment of the National Register of Historic Places as the official list of the nation's historic districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, engineering, and culture. The National Park Service administers National Register listings. To date in 2011, almost 87,000 properties are listed on the National Register. Nominations can be made by individuals, organizations, local governments, state governments, or the federal government.

The criteria of significance for National Register nominations (specified in the Act) are the basis for determining the importance of historic properties at all levels of government and management. The State of Arizona adopted the National Register criteria for evaluating cultural resources in Arizona, and the Town includes consideration of these criteria in the General Plan, the Historic Preservation Ordinance, and the Environmentally Sensitive Lands Ordinance.

The criteria of significance are: A. association with historic events or activities; B. association with an important person in history; C. distinctive design or physical character; and D. potential to provide important information about prehistory or history. Significant properties must also possess integrity of location, design, setting, materials, workmanship, feeling, and association as defined in the Act, and generally be at least 50 years old. Determinations of significance are made by archaeologists, historians, historic architects, or other preservation professionals

depending upon the nature of the property being evaluated.

Determinations of historic significance do not necessarily dictate future treatment of cultural resources and they are distinct from the decision-making processes for treatment at the local, state, and national levels. Determining a course of action regarding historic properties frequently involves consideration of treatments ranging from preservation in place (preferred) to the mitigation of adverse impacts.

State of Arizona Preservation Planning

The Arizona SHPO prepared a comprehensive preservation plan for the state in 1996. The Plan was updated in 2000 and again in 2009 with the involvement of agencies, special interest groups, and citizens (Appendix A). Participants in the planning process identified, and have validated in updates, four principal needs to further the cause of preservation in Arizona:

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

The initial plan identified eight goals for historic preservation in Arizona that have been confirmed in the updates. The goals are grouped into two general categories: those related to the identification and management of cultural resources, and those related to preservation professionals, interested members of the public, and elected and appointed officials involved in historic preservation decision-making. The plan identifies objectives for each goal: (1) the preservation community; (2) the SHPO; and, (3) citizens at large. These are not repeated here but are an excellent reference as they relate to the action plan developed in Section 3.

The Arizona state goals are:

Category 1, Toward Effective Management of Historic Resources

Goal 1: Better Resource Management

Vision: Having a partnership of public and private programs that work together to identify, evaluate, nominate, and treat historic properties in an interdisciplinary and professional manner; and to use historic properties to meet contemporary needs and/or inform citizens with regard to history, architecture, archaeology, engineering, and culture.

Goal 2: Effective Information Management

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

Goal 3: Maximized Funding

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

Goal 4: Integrated Preservation Planning

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

Category 2, Toward an Informed and Supportive Constituency

Goal 5: Proactive Partnerships

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

Goal 6: Public Support

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

Goal 7: Policy Maker Support

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

Goal 8: Informed Professionals

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

Familiarity with these goals and the Arizona State Historic Preservation Plan Update 2009 is essential for Oro Valley in order to provide a broader framework for planning consistent with state priorities.

Local Preservation Planning

It is hereby declared as a matter of public policy that the Town of Oro Valley joins

with the United States of America and the State of Arizona in promoting the protection, enhancement, and perpetuation of properties, areas, documents, and artifacts of historic, cultural, archaeological, and aesthetic significance as being necessary for the economic, cultural, educational, and general welfare of the public. This is done pursuant to the provisions of the National Historic Preservation Act of 1966 as amended, the Arizona Revised Statutes, Section 9-462.01, and the establishment of this Historic Preservation Ordinance by the Oro Valley Town Council. (Purpose. Historic Preservation Ordinance Article 6-10).

Oro Valley is a relatively young town, created in response to the city of Tucson plans to annex much of northern Pima County along the Canada del Oro. At the time of its incorporation in 1974 the town encompassed 2.5 square miles and was home to about 800 residents. Today, the town encompasses more than 34 square miles and has a population of over 44,000. Ranching and homesteading traditions still exist in this modern dynamic community that provides full public services.

The Town currently has guidance for cultural resources and preservation planning in the Town's General Plan Focus 2020 (2005), the Town of Oro Valley Historic Preservation Ordinance, several zoning ordinances, and the recently approved Environmentally Sensitive Lands Ordinance. These policies and direction are integrated into the preservation plan and are available in Appendix A.

Because the Town only recently approved the Environmentally Sensitive Lands Ordinance (February 2011) the cultural resources section of this comprehensive ordinance is briefly summarized here. Cultural resources requirements in the Ordinance apply "to all development which requires a rezoning, preliminary plat, development plan or amendment to these items" (e(iii)). The Ordinance outlines conservation strategies for significant cultural resources in relation to other environmentally sensitive resources. It specifies the review process for inventory, evaluation, and treatment of significant resources. It also includes requirements for professional qualification standards for cultural resources specialists, requirements for treatment of discovery situations, and treatment of human remains.

One of the most important elements in relation to preservation planning is the identification of local community criteria to be applied in evaluations of cultural resources as well as use of the National Register criteria. Cultural resources are significant locally "if the resource is preserved in a condition of scientific integrity and the property or resources contribute to: a) the unique identity of the community; or b) the enhancement of community economic, educational, or recreational needs; or c) the understanding of the unique religious, mythological, or social character of a discrete population within or outside the community" (e(v)3(2)ii(a-c)).

Current Oro Valley preservation planning is based on the report from the Oro Valley Cultural Resources Inventory, *Rock Art, Ranch, and Residence: Cultural Resources in the Town of Oro Valley and Its Planning Area*, approved by the Town Council in May 2010 (Appendix A). The inventory consolidates available information on cultural resources, includes a review of archival records, and provides substantial data about prehistoric sites, historic neighborhoods, and

general historic patterns of occupation and use in the area. A series of historic contexts are defined for evaluating the significance of cultural resources in the Oro Valley area.

As stated in *Rock Art, Ranch, and Residence* (p. 132):

The Phase One inventory has brought together much valuable information about the cultural resources of Oro Valley and how these resources embody the history and cultural heritage of the Town. Using the results of the inventory and our general recommendations for additional cultural resources work, an effective preservation plan can now be assembled that will help the Town set priorities and make decisions about the documentation, evaluation, and preservation of resources as development projects in the Town are proposed and carried out.

The Town endorses the Sonoran Desert Conservation Plan (Town Council approval 2008) and has participated in planning for the proposed Santa Cruz Valley National Heritage Area designation currently being considered by Congress.

The Town lies within Pima County and coordinates as needed on historic preservation matters. The County's bond program has been instrumental in the Town's acquisition of the historic Steam Pump Ranch and in preserving a portion of the Honey Bee Village archaeological site in public ownership. Restoration of historic ranching sites and preservation of irreplaceable at-risk archaeological sites are priorities for County efforts to preserve the heritage of Pima County and southern Arizona.

The following sections build on the legal context for historic preservation by providing cultural resources strategies for effective management and action items for the local community. The underlying themes are an attempt to foster a community-wide commitment to preserving important places of our past, developing a comprehensive toolbox to engage and educate residents, and highlighting opportunities for sustainable cultural resources management.

SECTION 2. CURRENT STATUS OF ORO VALLEY CULTURAL RESOURCES AND TOOLS FOR THEIR MANAGEMENT

Rock Art, Ranch, and Residence: Cultural Resources in the Town of Oro Valley and Its Planning Area is a useful summary of previous efforts to document cultural resources in the Town and its planning area, but it also shows the substantial gaps in our knowledge of these resources. As an important example, only about 35 percent of the Oro Valley Planning Area has been systematically surveyed for archaeological sites, and much of that work took place more than 10 years ago. Because the Arizona SHPO considers any archaeological survey more than 10 years old to be inadequate for evaluating the current archaeological potential of a location (and this is echoed in the Town's Environmentally Sensitive Lands Ordinance), the actual total survey coverage in the Oro Valley Planning Area should be considered substantially less than 35 percent. Although many previously surveyed areas are now fully developed for residential or commercial use, which means they are unlikely to require archaeological survey in the future, a

significant portion of the Town and its planning area remain archaeologically unstudied.

Another obvious gap in our knowledge of Oro Valley's cultural resources is the general lack of information about potentially historic residential architecture in the Town. Although Oro Valley did not incorporate until 1974, its land base has a significant amount of residential architecture that is at least 50 years old and is therefore potentially historic. *Rock Art, Ranch, and Residence* included preliminary examination of seven of the earliest residential developments in the Town, four of which are considered potential candidates for nomination to the National Register as residential historic districts. Field documentation of these neighborhoods, along with more historical research, will be required to pursue formal evaluations of historical significance and possible nomination, but it is clear from the initial work that these (and soon other) early residential developments in Oro Valley are potentially valuable parts of the community's heritage.

Oro Valley can build on previous efforts to identify, evaluate, and protect cultural resources in the Town by using five basic tools: (1) archaeological inventories; (2) residential neighborhood surveys; (3) National Register nominations; (4) protection of historic properties; and (5) preservation incentives. Each of these tools is discussed briefly below. Further discussion of the ways these tools can be applied in Oro Valley is provided in Section 3, along with a list of specific preservation priorities in the Town.

Archaeological Inventories

To avoid unanticipated damage to archaeological resources, proposed ground-disturbing projects in Oro Valley should be preceded by an evaluation of the archaeological potential of the affected parcel by an archaeologist who meets the Secretary of Interior standards. The principal basis of an evaluation is an inventory of the archaeological sites either previously recorded or newly recorded in a survey conducted for the proposed project. In some cases, the inventory will be limited to a search of the records of previous archaeological surveys and previously recorded archaeological sites, along with a consideration of previous disturbances to the parcel. In other cases, the inventory will require a walking survey of the affected parcel. Archival research may also be necessary to evaluate the possibility that historic-period archaeological features are present on the parcel.

Archaeological evaluation is necessary both for projects on previously undeveloped parcels and for projects where the parcel has already seen development. In many cases, a previous development project, such as the construction of a building or a set of buildings, will have greatly reduced or eliminated the archaeological potential of a parcel, but even on parcels where the original ground surface has been completely altered or obscured, intact archaeological features may still exist below the level of construction impacts.

While the Town is often limited to evaluating the potential impacts of individual, relatively small development projects on archaeological resources, a more cost-effective way to ensure that significant resources are not compromised is to carry out a systematic archaeological inventory of a large area. Oro Valley and its planning area still hold substantial areas of

undeveloped land which are likely to become the focus of plans for large residential or commercial developments. The development of such areas presents an opportunity both to document an extensive area archaeologically and to incorporate a plan for the protection and interpretation of significant cultural resources into the overall plan of development.

In all cases, inventory and evaluation of archaeological and historic resources should include consideration of the historic contexts identified for Oro Valley in *Rock Art, Ranch, and Residence*. For prehistoric sites the contexts are cultural affiliation and interaction, chronology, diet and subsistence, and community organization. For historic sites the contexts include early transportation routes and the Canada del Oro crossing, cattle ranching and homesteading in the Canada del Oro area (1869–1962), and early residential development in the Canada del Oro area (1945–1974).

Residential Neighborhood Surveys

The initial survey of residential architecture carried out for *Rock Art, Ranch, and Residence* showed that four of the earliest subdivisions in the Town are potentially eligible for nomination to the National Register as residential historic districts and should be considered for historic district designation, consistent with the Town’s historic preservation ordinance. They are: Oro Valley Estates, Suffolk Hills, Campo Bello, and Shadow Mountain Estates. The report recommended that the Town consider nominating each of the four subdivisions to the National Register, with the consent and cooperation of the residents. Because of the preliminary nature of the inventory survey, it is not certain that the SHPO will agree that any of the four subdivisions is appropriate for a National Register nomination. Before deciding to pursue a nomination, which can be a significant expense, a determination of eligibility should be made for a selected subdivision by the SHPO. Obtaining a determination of eligibility involves contacting the SHPO, providing a minimal level of documentation about the selected subdivision, and arranging for the SHPO staff to visit and tour the subdivision. If the SHPO determines that the subdivision is eligible for listing on the National Register, a nomination is warranted. Local designations may also be pursued at this time.

The number of subdivisions in Oro Valley that are potentially eligible for listing on the National Register will only rise as other neighborhoods reach the minimum requirement for district eligibility—when at least 50 percent of the houses are at least 50 years old. Determining the National Register eligibility of a neighborhood beyond the simple age requirement requires a survey by an architectural historian, or by non-historians under the direction of an architectural historian. The survey for determining eligibility can consist of a “windshield” survey, or a preliminary pass to establish the range of architectural styles and landscape features present in the neighborhood as well as the general degree of integrity of both the architecture and the original subdivision plan.

National Register Nominations

There are a number of reasons for the Town to encourage the nomination of historic properties to the National Register, whether the property is an archaeological site, a historic district, or an individual building. First, when a historic property is listed on the National Register, it achieves a special recognition as a place of importance in local, state, or national history, thus strengthening the community's awareness of, and pride in, its unique heritage. Second, properties on the National Register are granted a degree of protection from impacts by federally funded or permitted projects, because all such impacts are subject to review and comment by the Advisory Council on Historic Preservation. Finally, there are significant tax incentives for the owners of properties listed on the National Register.

It is important to emphasize that listing a property on the National Register does not prevent the owner of the property from remodeling, repairing, altering, selling, or even demolishing the property, provided that the action does not involve federal or state funding or permitting. Neither is the owner obligated to make repairs or improvements to the property. It is equally important to emphasize that listing on the National Register does not ensure that a federal or state project will not adversely affect the listed property under every circumstance. It only ensures that any project with a potentially adverse effect, and that receives federal or state funding or permitting, will receive a federal- or state-level review.

Currently, only one property in Oro Valley is listed on the National Register—Steam Pump Ranch, a historic ranch complex established in the 1870s. Other properties have been determined eligible for listing (e.g., the Honey Bee Village archaeological site), and others have been identified as most likely eligible. As *Rock Art, Ranch, and Residence* made clear, this small number of listed properties belies the number of important archaeological and historic sites previously recorded in the Town and its planning area. Of the 185 previously recorded sites in the planning area, six others have been determined eligible for listing and another 29 have been recommended eligible for listing by their recorders. Many of the recorded sites have never been evaluated, and some have probably been destroyed by development since they were recorded. But there is little question that other sites in the Town and its planning area, both previously recorded sites and sites yet to be discovered, are eligible for listing on the National Register.

In the Oro Valley Cultural Resources Inventory, four neighborhoods in the Town were recommended for nomination to the National Register as residential historic districts, provided that the SHPO gave a determination of eligibility to each neighborhood. Given a determination of eligibility, the Town should approach the neighborhood association for the subdivision, or the residents themselves, and recommend that a nomination be prepared. The nomination process, which includes writing a detailed historic context for the subdivision and preparing SHPO historic building inventory forms for all of the houses, could be funded directly by the Town, by contributions from the neighborhood residents, or by a combination of these sources. When each resident contributes a portion of the nomination cost, individual contributions are usually smaller when the neighborhood is large, because much of the expense of a nomination is in the historic context, which is generally the same for any size of neighborhood. In other words, the per-house cost of a nomination declines as the number of houses increases.

There are also individual buildings in Oro Valley worthy of nomination. Two architect-designed residences—the Countess of Suffolk Forest Lodge and the Joseph E. McAdams house—predate planned developments in the Town and are important as individual architectural properties. Both residences merit nomination to the National Register. This would require the consent and cooperation of the separate private owners but would benefit the larger community by drawing attention to the presence of important historic architecture in the Town. The Town can also make an effort to identify and nominate other individual properties of distinction.

Protection of Historic Properties

Archaeological sites are the historic properties most vulnerable to unintentional damage through development or natural processes, or through intentional damage by vandalism. It is fortunate that Honey Bee Village, a major prehistoric site, is protected in public ownership and by physical barriers to access, but other important prehistoric and historic sites exist in the Town that also need protection. An important first step in protecting these sites would be to assess the potential threats to each site and establish a priority list for taking protective measures that can be made with the consent and cooperation of the property owners.

Historic architecture, especially if left unoccupied or unused for any length of time, is also subject to damage through natural processes and vandalism. As with archaeological sites, the Town can identify individual buildings that are or may soon be historic, assess the possible threats to the historic integrity of the buildings, and establish a priority list for taking protective measures, again with the consent and cooperation of the property owners.

Preservation Incentives

State and federal tax incentives are available for the owners of National Register-listed properties that meet certain criteria. Full information about the state and federal programs behind these incentives is available from the SHPO, but the main features are described in the following paragraphs adapted from the SHPO website (<http://azstateparks.com/SHPO/tax.html>).

Investment Tax Credit (ITC) Program

The ITC program permits owners and some lessees of historic buildings to take a 20 percent federal income tax credit on the cost of rehabilitating such buildings for industrial, commercial, or rental purposes. This program also permits depreciation of such improvements over 27.5 years for a rental residential property and 31.5 years for commercial property. The rehabilitated building must be a certified historic structure that is subject to depreciation, and the rehabilitation must be certified as meeting the Secretary of the Interior's Standards for Rehabilitation, established by the National Park Service (NPS).

Only projects involving certified historic structures are eligible for tax credits. According to

program rules, a certified historic structure is: a structure individually listed in the National Register of Historic Places, or; a structure certified by NPS as contributing to a registered district. A registered district is a designated area listed in the National Register, or listed under a state or local statute certified as substantially meeting the requirements for listing of districts in the National Register.

State Historic Property Tax Reclassification (SPT) for Owner-Occupied Homes

The State Historic Property Tax (SPT) program offers a substantial reduction in the state property tax assessment for eligible owners. This 15-year agreement requires maintenance of the property according to federal and Arizona State Parks Board standards and is limited to property used for non-income-producing activities. In order to qualify for the SPT program, the property must be listed on the National Register, either individually or as a contributor to a historic district. The program is managed by the SHPO in conjunction with Arizona's county assessor's offices. The SHPO determines program eligibility and monitors property maintenance, and the county assessor enacts tax classification changes, manages issues of property value, and tax calculation. Properties must meet the minimum maintenance standards established by the Arizona State Parks Board.

Achieving the goals of the Oro Valley historic preservation planning will require a sustained and systematic effort on the part of the Town to identify and evaluate its known and yet to be recorded cultural resources. The above items provide the broad parameters within which specific actions, described in the following section, can be carried out.

SECTION 3. A CONTEXT FOR MOVING FORWARD: ORO VALLEY CULTURAL HERITAGE PRESERVATION PLANNING

The context for implementing a cultural heritage program includes six major components designed to meet the needs of Oro Valley and to address the unique historic resources within the community. It also incorporates the goals of the Arizona State Historic Preservation Plan described in Section 1. The generalized strategies for preservation planning and management addressed in Section 2 are not necessarily specific items contained in this section. As examples, National Register nominations and large-scale archaeological inventories (not required for individual project development) require in-depth background research that can most effectively be considered after the Town moves forward with some of the more site-specific aspects of its heritage program. Residential neighborhood surveys and future preservation incentives are included below because they apply directly to residents and identified neighborhoods. As with all plans, this one should be seen as a flexible document that can be updated as warranted based on recommendations and involvement of the historic preservation commission, Town staff, Town council, and citizens.

The six components are: public participation and heritage education; historic Steam Pump

Ranch; historic neighborhoods, Town history and records, undeveloped areas of the town, and Honey Bee Village Archaeological Preserve. General responsibilities are identified below as Town staff (includes the Parks, Recreation, Library, and Cultural Resources Department, Development and Infrastructure Services, Communications Department, and the Town Manager's staff), Historic Preservation Commission (seven member volunteer advisory board), and volunteers (individuals and organizations). These responsibilities may shift among staff and volunteers depending upon a specific program or project and are intended here only to provide general guidelines for implementation.

The Historic Preservation Commission should review this plan annually. Appropriate timing could be after new members are appointed. Based on this review, the Commission may make recommendations to town staff and will coordinate this plan with the annual Historic Preservation Commission work plan. Town staff can review the plan and the commission's recommendations and provide a summary to the Town Council.

Many of the following components can be implemented in phases within the overall context of the town's cultural heritage program. Most are designed to require minimal expenditure of funds and maximum potential for partnerships.

1. Public Participation and Heritage Education

Preservation education and awareness are essential to a successful historic preservation program. These efforts should be ongoing and they need to target a wide variety of audiences including youth, adults, home owners, businesses, developers, government representatives, and visitors. The cultural heritage message must be presented in many ways to reach audiences throughout Oro Valley. The General Plan 2020 (Appendix A) includes guidance on "educating and enriching the community." Public participation and heritage education can be integrated into the Town's existing programs and facilities and, in most cases, implemented with limited funds. The "heritage" in the Town's motto, "caring for our heritage, our community, our future," must come to mean something personal for individual residents and for the community as a whole.

A. As recommended in *Rock Art, Ranch, and Residence* (p. 132):

The Phase One inventory included the preparation of a four-page brochure summarizing the goals and results of the inventory and geared to a general audience. The inventory also included an Open House held in the Town council chambers, with a slide show and large-format posters (text and photographs) focused on the various aspects of the inventory. All of these materials were intended to inform Oro Valley residents of the results of the inventory and to encourage their participation, but only a small number of the Town's residents have been able to take advantage of these opportunities. We recommend that an additional effort be made in Phase Two to involve the public in the results of the inventory and to encourage public participation in the preservation of the Town's cultural resources. This effort could include three items in particular:

a. publication of the Phase One brochure in a high-quality color format, slightly revised to reflect completion of the inventory, with 2,000–3,000 copies printed; the brochure could be distributed both by the Town at public locations and by the Oro Valley Historic Preservation Commission in its ongoing outreach efforts

b. making the Phase One inventory report easily available on CD (50–100 copies), and for download on the Town website; the Town should also consider having 100 perfect-bound hard copies of the inventory report printed for targeted distribution

c. hosting a public lecture series on the cultural resources of Oro Valley, sponsored by the Oro Valley Historic Preservation Commission in cooperation with the Oro Valley Historical Society.

The above three recommendations remain the priority actions for informing Town staff, residents, and community partners about the value of Oro Valley’s heritage resources.

B. The Historic Preservation Commission will periodically (co-)sponsor special events and participate in community events to highlight the cultural heritage of the “valley of gold” and further develop a cultural heritage constituency in the Town. Priorities for events include those currently in place at the local, state, and national levels. Examples are:

Celebrate National Historic Preservation Week each May with an information booth staffed by members of the Historic Preservation Commission at the Oro Valley Farmers Market (done only in 2006) or other appropriate venue.

Celebrate the Town’s anniversary each April with Town history exhibits at the Library and at Town Hall.

Celebrate Arizona Archaeological Awareness Month each March with Town-sponsored tours of Honey Bee Village Archaeological Preserve and the Honey Bee Canyon Ranching and Rock Art tour (fees for participation could apply), and Library exhibits. Participate with a booth/table at Southern Arizona Arts and Culture Alliance (SAACA) events in Oro Valley as appropriate.

C. Town staff, the Historic Preservation Commission, and consultants involved in Town projects will regularly prepare short articles about Oro Valley’s heritage for the *VISTA* magazine and for submission to the *Explorer* newspaper. A special series could be highlighted for 2012, Arizona’s centennial year.

D. Town staff, the Historic Preservation Commission, and consultants, as appropriate, will develop slide presentations about Oro Valley’s history and prehistory for use by community groups and individuals. Examples include the maps, documents, and photographs acquired as part of (1) the *Rock Art, Ranch and Residence* report, (2) historical records of the Pusch and Procter families at Steam Pump Ranch held by the Town and the Historical Society, (3) update of existing presentations developed by the Historical Society about Steam Pump Ranch and Town history, and (4) development of a digital video of excavations at the Honey Bee Village

Site (video documentation by Oro Valley Historical Society and Desert Archaeology in 2006).

E. Town staff, the Historic Preservation Commission, Oro Valley Historical Society and consultants, as appropriate, will develop and conduct on-site tours (fees may apply) of the Town's special heritage places:

Historic Steam Pump Ranch tour

Honey Bee Village Archaeological Preserve tour

Canyon of Gold walking tour along the CDO trail regarding the history of the Cañada del Oro.

Historic neighborhoods tour including James D. Kriegh Park, Canyon del Oro High School, and Catalina Shadows residential development, with a focus on their role in establishment of the Town of Oro Valley.

F. The Parks, Recreation, Library, and Cultural Resources Department will include programs on history and archaeology and hands-on sessions (e.g., heritage gardening, document preservation, adobe making).

G. Town staff and the Historic Preservation Commission will work with local schools to encourage hands-on learning about local archaeology and history and develop local cultural heritage curricula and lesson plans that coordinate with 4th grade Arizona history requirements.

H. Town staff will coordinate with the Oro Valley Library to develop a Cultural Heritage Preservation Resource Section. The library houses the Marjorie Kriegh collection of newspaper clippings related to establishment of the town, and the library is currently developing an "Oro Valley History and Cultural Heritage Preservation Special Collection" with grant funding. The Special Collection will include publications about prehistory, history, and Native Americans. The Cultural Heritage Preservation Section would include information about local preservation programs and resources for technical assistance by individual home owners and developers. Many federal and state guidelines and resource bulletins are free and would form a good reference collection for potentially historic neighborhood designations and historically compatible building developments and improvements. It is recommended that these collections be non-circulating ones.

I. Town staff and the Historic Preservation Commission, in conjunction with the Oro Valley Historical Society, will sponsor a systematic effort to collect information on Oro Valley history focusing on oral history interviews and transcriptions.

J. Town staff will contribute historic preservation information to the Town's internet website and regularly update the website.

K. The Town will establish and maintain partnerships with historic preservation organizations throughout southern Arizona. The Santa Cruz National Heritage Alliance is one organization

with which such a relationship could be very beneficial for all involved. Much of Oro Valley's heritage is interrelated with that of other modern jurisdictions and municipalities. The prehistoric Hohokam had wide-ranging boundaries, and the Apache, Pima, and Tohono O'odham nations had traditional territories that overlap current ones. Regional partnerships can greatly enhance the quality of local heritage programs and places.

2. Historic Steam Pump Ranch

The historic Steam Pump Ranch is an important part of the town's heritage. It is recognized nationally through listing on the National Register of Historic Places; it is recognized locally in that Pima County voters approved expenditure of \$5 million for its acquisition for historic preservation and public use. Successful development of the Ranch is dependent on the citizens of Oro Valley becoming aware of and supporting the vital role the site can play in the community with an emphasis on local involvement and public access. The property provides an excellent locale for developing a "sense of place" for Oro Valley and holds economic viability as an educational facility and heritage park. Partnerships will be a key element in maintenance of the property and providing public access. Documents pertaining to preservation and maintenance of the property include the Intergovernmental Agreement between Pima County and the Town of Oro Valley for Implementation of the 2004 Bond Issue Project for the Steam Pump Ranch Acquisition(2006), Steam Pump Ranch Master Plan (2007), and the Deed of Preservation Easement between the Town of Oro Valley and Pima County (2008) (all in Appendix A).

A. The Town will continue to actively pursue acquisition of funds to complete the Phase 1 opening of the Ranch for public visitation through budget allocations, grants, private donations, and potential bond funds.

B. Town staff will annually review the progress being made on carrying out the recommendations of the Master Plan and report to the Town Council and Historic Preservation Commission.

C. Town staff will plan and implement programs for visitation and use of the recently restored Pusch House in time for the Arizona Centennial in February 2012. Town staff will coordinate with the Oro Valley Historical Society on tour content and materials.

D. Town staff will remove the "No Trespassing Signs" on the Ranch property fences, particularly those visible from the Canada del Oro Trail and replace them with wording such as "Historic Steam Pump Ranch Restoration in Progress, Town of Oro Valley."

E. The Town Manager will appoint a Steam Pump Ranch Interpretive Planning Team composed of volunteers and Town staff to 1) outline historical themes for interpretation and exhibits, 2) investigate grant and other funding possibilities to fabricate exhibits for the Pusch House, and 3) develop tour programs for the site.

F. The Town Council will appoint a Board/Foundation of Directors for Steam Pump Ranch and

approve a charter for management of the Ranch. Board will be comprised of a diverse group of people with financial, legal, education, and historic preservation backgrounds. Board members should have the ability and commitment to make financial contributions to Steam Pump Ranch programs. Board will coordinate establishment of a permanent endowment for the Ranch that could be expanded to include oversight of Honey Bee Village Archaeological Preserve when acquisition is complete. Town staff, Board, and citizens will seek non-profit 501(c)3 status for the Foundation/Board.

3. Historic Neighborhoods

The Town of Oro Valley was incorporated in 1974. As such it does not have a lengthy history of use and residence. The first subdivision was platted in 1930, however construction of residential neighborhoods generally did not occur until the late 1950s. Nineteen subdivisions were platted before 1974 although actual development is not always associated with the plat date. Subdivisions that have reached or will be reaching the 50 year old threshold for consideration as historically significant are identified in *Rock Art, Ranch, and Residence*. Individual buildings with possible historical significance are also noted. The Oro Valley Historic Preservation Ordinance (Article 6-10) outlines the process for local landmark and neighborhood district designations.

A. The Historic Preservation Commission will concentrate some of its education efforts on focusing attention on the Town's historic neighborhoods. To date these include: Oro Valley Estates, Suffolk Hills, Campo Bello, and Shadow Mountain Estates. A flyer on each neighborhood can be prepared with information in *Rock Art, Ranch, and Residence*.

B. The Town will sponsor a seminar on economic incentives associated with both National Register and local designation to be held in 2012 for property owners, realtors, and developers. The federal Rehabilitation Investment Tax Credit and Non-Historic Tax Credit will be explained. Possible funding from SHPO, or other entities that support certified local governments, can be explored.

C. The Historic Preservation Commission and Town staff will participate in homeowners association meetings beginning in 2012 to highlight historic district and neighborhood preservation district recommendations made in *Rock Art, Ranch, and Residence* and explain the process/benefits of designation. Priorities are: Oro Valley Estates, Suffolk Hills, Campo Bello, and Shadow Mountain Estates.

D. The Historic Preservation Commission and other volunteers will pursue inventory of neighborhood historic districts as identified in *Rock Art, Ranch, and Residence*. "Windshield surveys" is a first step that could be done with volunteers and community organizations. The process should be initiated in 2012 as part of Arizona Centennial commemorations or as part of the Town's 38th anniversary.

E. Town staff, the Historic Preservation Commission, volunteers, and consultants as appropriate, will develop and conduct tours of specific historic neighborhoods or areas of the

Town to focus attention on its community heritage. These will be ready by the Town's 40th anniversary in 2014. An example would be a walking tour of James D. Kriegh Park, Canyon Del Oro High School, and Catalina Shadows development and their role in establishing the Town of Oro Valley.

F. Town staff will consider sponsoring a student intern who would be charged with completing nomination forms for identified historic neighborhood districts.

G. The Town will consider homeowner financial incentives related to historic preservation, heritage tourism, and heritage education as part of its annual budget process.

4. Town History Records and Reports

The Town has maintained records since it was incorporated in 1974. Newspaper clippings from the years prior to and following incorporation are available in the Oro Valley Library. Others are stored in Town facilities. These records form a unique and fascinating history of the lengthy effort to incorporate, associated controversies, efforts to dis-incorporate, and the establishment of a council form of government. The Town established a Historic Preservation Commission in 2005 to emphasize the importance of its history.

A. Town staff will create a centralized archive for cultural resources reports and maps acquired from individual development projects that are currently scattered in specific project files. This will improve the data base for cultural resources initiated in the Phase 1 inventory because numerous Town reports are not included in state and county cultural resources record. This archive, in contrast to the special collections at the Library, will not be available for public use only on a case-by-case basis because of sensitive site information.

B. The Environmentally Sensitive Lands Ordinance states that the Historic Preservation Commission shall maintain a list of known significant cultural resources for consideration in planning of current and future development. The Town will ensure development of this list, based on the Cultural Resources Inventory, in 2012.

C. Town staff will prepare an exhibit that can be used annually during the Town's anniversary month that depicts the challenges, controversies, legal battles, and jurisdictional boundary adjustments that were involved in the Town's establishment and expansion.

D. Town staff, the Historic Preservation Commission, and volunteers will Inventory the Town's records pertaining to establishment of the Town and its early history.

E. Town staff will conduct a curation-needs assessment for Town cultural assets and develop plans for a centralized repository for Town historical documents and materials. The *Town of Oro Valley Historical Document Preservation Plan* prepared in 2005 for the Library could be used as a basis for identifying repository needs.

F. The Town will ensure continuation of the Historic Preservation Commission, to meet requirements for maintaining certified local government status, and to carry out the provisions

of its historic preservation ordinance.

G. Town staff and Historic Preservation Commission will prepare an annual report on accomplishments for the prior year. This report will also serve as the required annual report to the Arizona State Historic Preservation Office to maintain certified local government status.

5. Undeveloped Areas of the Town

The Town's Environmentally Sensitive Lands Ordinance applies to cultural resources in undeveloped areas and to all developments that require a rezoning, preliminary plat, development plan, or amendment to these items. It provides for the conservation of significant cultural resources in concert with other sensitive resources. The cultural resources review process, which is the standard process followed in many ground-disturbing projects, is outlined in the Ordinance including evaluation of significance for sites and development of a treatment plan and appropriate consultation with the SHPO. Some areas available for development contain known archaeological sites as identified in *Rock Art, Ranch, and Residence*. The Ordinance provides a sound basis for moving forward with identification, evaluation, and treatment of known sites and ones that will be discovered in these undeveloped areas. The Historic Preservation Commission may review cultural resources reports and may be called upon to provide recommendations in the case of appeals of cultural resources stipulations.

A. Town Development Services staff should review existing cultural resources data pertaining to undeveloped areas compiled from AZSITE and Arizona State Museum data for the Phase 1 cultural resources inventory report (maps on file with Parks, Recreation, Library, and Cultural Resources Department). These, along with the report, will provide a preliminary knowledge base when future developments are proposed.

B. The Town will review cultural resources information obtained during the process of future site development within Town boundaries to determine the potential for public interpretation and education.

C. The Town will consider the value of prehistoric and historic resources in potential annexations. The Town and the Arizona State Land Department have been considering Oro Valley annexation of the Arroyo Grande parcel (9,000+ acres). The area is known to contain numerous significant archaeological sites and a portion of it has been recommended as a "Priority Archaeological Site Complex" by Pima County.

D. The Town will maintain consideration of acquisition of the Kelly Ranch Property. The 110-acre parcel was included in the 2004 Pima County Bond package for acquisition of historic open space. Funding was not sufficient to purchase it from private ownership. The property contains a Josias Joesler–designed house and prehistoric Hohokam sites.

6. Honey Bee Village Archaeological Preserve

The 13-acre Honey Bee Village Archaeological Preserve was donated to Pima County in 2008 with the intent it be transferred to the Town when agreements on management are reached. The Preserve is part of the 2004 Pima County Bond whereby the main area of this Hohokam site is to be preserved for public use. The Tohono O’odham Nation and Oro Valley funded construction of a protective wall around the Preserve. The area remains inaccessible and unused for quiet walking, education, and contemplation of past cultural traditions.

Many of the future needs for the Archaeological Preserve including interpretative trails and signage are described in the *Honey Bee Village Archaeological Preserve Conceptual Plan* of May 2005, and the *Honey Bee Village Preserve Implementation Plan* completed in 2006 (Appendix A).

A. Town staff will actively pursue transfer of ownership of the Preserve from Pima County to the Town and, with Pima County, identify any specific constraints to its acquisition.

B. In cooperation with Pima County, Town will maintain a regular program of inspection of the Preserve by Arizona Site Stewards (initiated in February 2011).

C. The Town will consult with the Arizona SHPO and Tohono O’odham Nation on activities planned in and around the Preserve.

A concluding general context is the relationship between historic preservation and heritage tourism. Among the most important aspects of historic preservation today is ensuring that it is relevant to the community and will attract visitors—to learn about special places of the past and to contribute to the overall economic sustainability of the community. Heritage tourism is increasing the viability of local historic preservation programs all across the country. Oro Valley has tremendous potential to showcase its heritage in ways that will be attractive to those far outside the Town’s boundaries. This is an opportunity that should not be wasted and a number of elements of heritage tourism are incorporated in the above six components. As stated by the National Trust for Historic Preservation:

Linking tourism and preservation can do more for local economies—and for tourism and preservation—than promoting them separately. That’s the core idea in heritage tourism: save your heritage, share it with visitors, and reap the economic benefits of tourism.

Oro Valley has authentic resources, can make places of the past come alive for visitors and residents, and has the potential to collaborate with many individuals, organizations, and interests to develop that “sense of place” which can be exceptionally special to the community.

**APPENDIX A:
REFERENCES FOR ORO VALLEY CULTURAL HERITAGE PRESERVATION PLANNING**

(DOCUMENTS INCLUDED ON CD)

1. *Rock Art, Ranch, and Residence: Cultural Resources in the Town of Oro Valley and its Planning Area*. Prepared by Scott O'Mack. William Self Associates Technical Report No. 2009-51, January 2010.

--Recommend inclusion on Town of Oro Valley website for Cultural Resources (excluding site listing tables).

2. Oro Valley Historic Preservation Ordinance—Historic Preservation Code (06/20) Article 6-10. Adopted 10/04/2006.

--<http://www.codepublishing.com/az/orovalley/>

3. Environmentally Sensitive Lands Ordinance, Section 27.10

--http://www.orovalleyaz.gov/Assets/_assets/DIS/Planning/pdf/ESL+Final+Draft.pdf

4. Focus 2020, The Future In Balance, Town of Oro Valley General Plan, 2005

--<http://www.orovalleyaz.gov/AssetFactory.aspx?did=4955>

5. Steam Pump Ranch Master Plan

--http://www.orovalleyaz.gov/Assets/_assets/parks_rec/PDF/SPR_Draft_April+7.pdf

6. Deed of Preservation Easement between the Town of Oro Valley, a municipal corporation (Grantor), and Pima County, a political subdivision of the State of Arizona (Grantee) for the Steam Pump Ranch property. 2008.

--Recommend adding Easement to Town's cultural resources website (18 pages).

7. Intergovernmental Agreement between Pima County and the Town of Oro Valley for the Implementation of the 2004 Pima County Bond Issue Project for the Steam Pump Ranch Acquisition. 2006.

--Recommend adding to Town's cultural resources website (16 pages)

8. National Register of Historic Places National Register Nomination.

9. Honey Bee Village Archaeological Preserve Implementation Plan. February 2007

--http://www.orovalleyaz.gov/Assets/_assets/residents/Culture_and_History/pdf/honeybee-plan.pdf

10. Arizona State Historic Preservation Plan. Update 2009.

--http://azstateparks.com/SHPO/downloads/SHPO_Plan_2009_Final.pdf

APPENDIX B: HELPFUL ONLINE HISTORIC PRESERVATION REFERENCES

Note. References on prehistory and history of the Oro Valley area can be found in *Rock Art, Ranch, and Residence* (2010).

1. Historical Archaeology Research Guide.

Compiled by James E. Ayres, Carol Griffith, and Teresita Majewski with contributions by the SHPO Advisory Committee on Historical Archaeology.

http://azstateparks.com/publications/downloads/SHPO_2008_Historical_Archy_Guide.pdf

2. Arizona Heritage Preservation Education Materials.

By Carol J. Ellick: An annotated bibliography of archaeological, architectural, and preservation education materials relating to Arizona for grades K–12.

http://azstateparks.com/SHPO/downloads/SHPO_Biblio_AHP.pdf

3. Arizona Historical Society educational materials.

http://www.arizonahistoricalociety.org/education/educators/t_resources/

4. Arizona Memory Project.

<http://azmemory.lib.az.us/>

5. Arizona State Historic Preservation Office

<http://azstateparks.com/SHPO/index.html>

6. Historic Context Study Guides.

These publications compile research and evaluation of several topics that are key to understanding Arizona history, prehistory, and resources. Topics include Homesteading, Commerce in Phoenix, Gold and Silver Mining, the Chinese in Arizona, the United States Military in Arizona, Transcontinental Railroad, Prehistoric Rock Art, Historic Trails, Prehistoric to Historic Transition Period, Paleoindian and Archaic Sites, and Prehistoric Water Utilization and Technology in Arizona. The guides are available from the SHPO. (<http://azstateparks.com/SHPO/index.html>)

7. National Register of Historic Places.

General information. <http://www.nps.gov/nr/>

8. National Register listings and nomination procedures.

<http://www.nationalregisterofhistoricplaces.com/>

9. National Register information bulletins.

<http://www.nps.gov/history/nr/publications/#bulletins>

Historic preservation laws and regulations. <http://www.nps.gov/history/laws.htm>

10. Sonoran Desert Conservation Plan

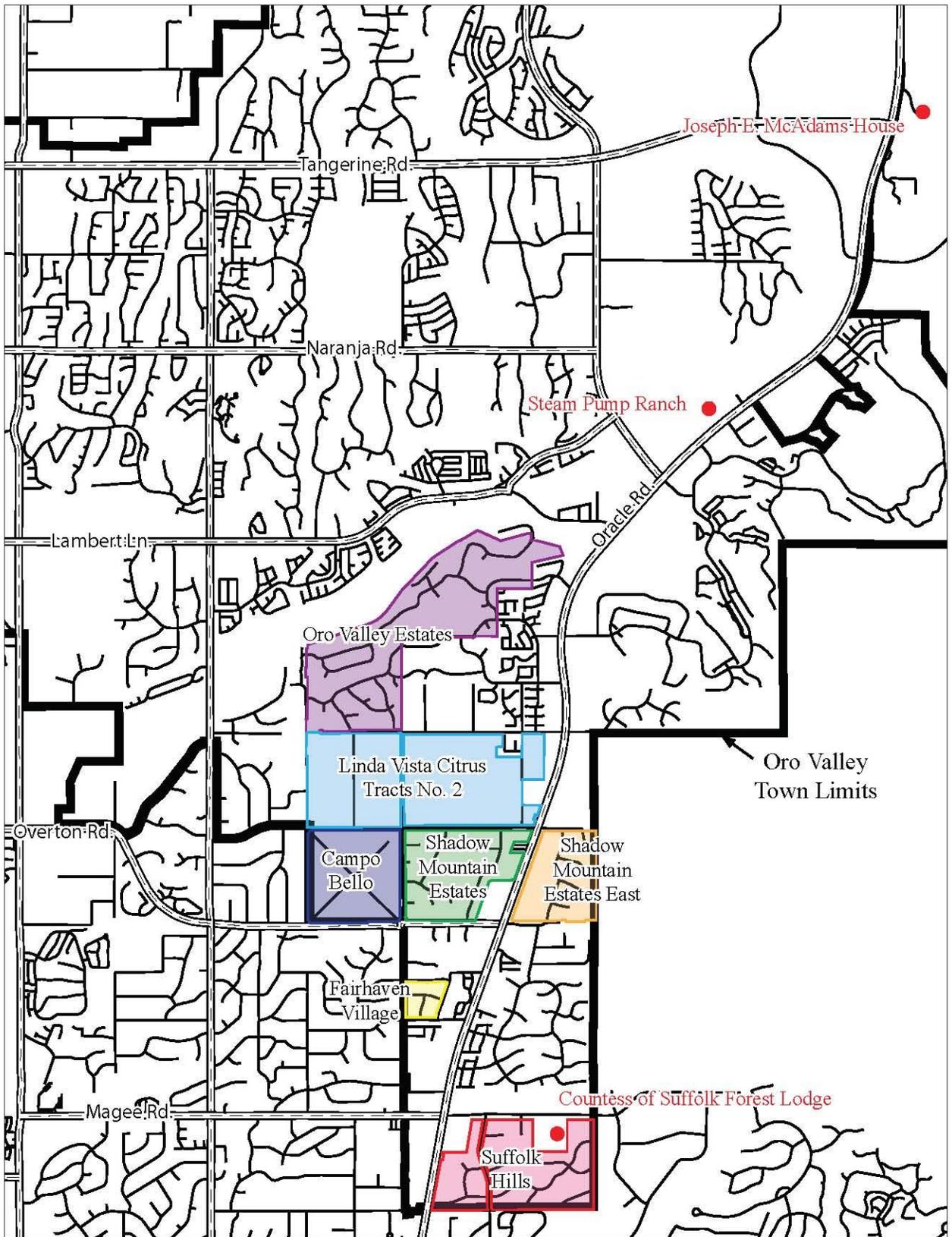
--<http://www.pima.gov/CMO/SDCP/>

2



Historic cattle brands on the Oracle Road (Hwy 77) sound wall as it crosses the Canada del Oro wash.

8



Locations of the seven pre-1974 subdivisions surveyed for the inventory, and the locations of the Countess of Suffolk Forest Lodge

Suffolk Forest Lodge and the Joseph E. McAdams house.



Pump House and Blacksmith shop at Steam Pump Ranch, ca 1928.



Public tour of the Honey Bee Village Hohokam site during archaeological excavations in 2006.



Founder of the Town of Oro Valley, Jim Kriegh, visits Steam Pump Ranch after Town acquisition of the property in 2007.

Historic Preservation Commission member Dan Zwiener examines an archaeological site in the Arroyo Grande parcel of Arizona state trust lands being considered for annexation by Oro Valley.



Tohono O'odham singers help celebrate the dedication of the Honey Bee Archaeological Preserve protective wall in 2006.



Historic Preservation Commission members visit the Steam Pump Ranch with Arizona Deputy State Historic Preservation Officer.