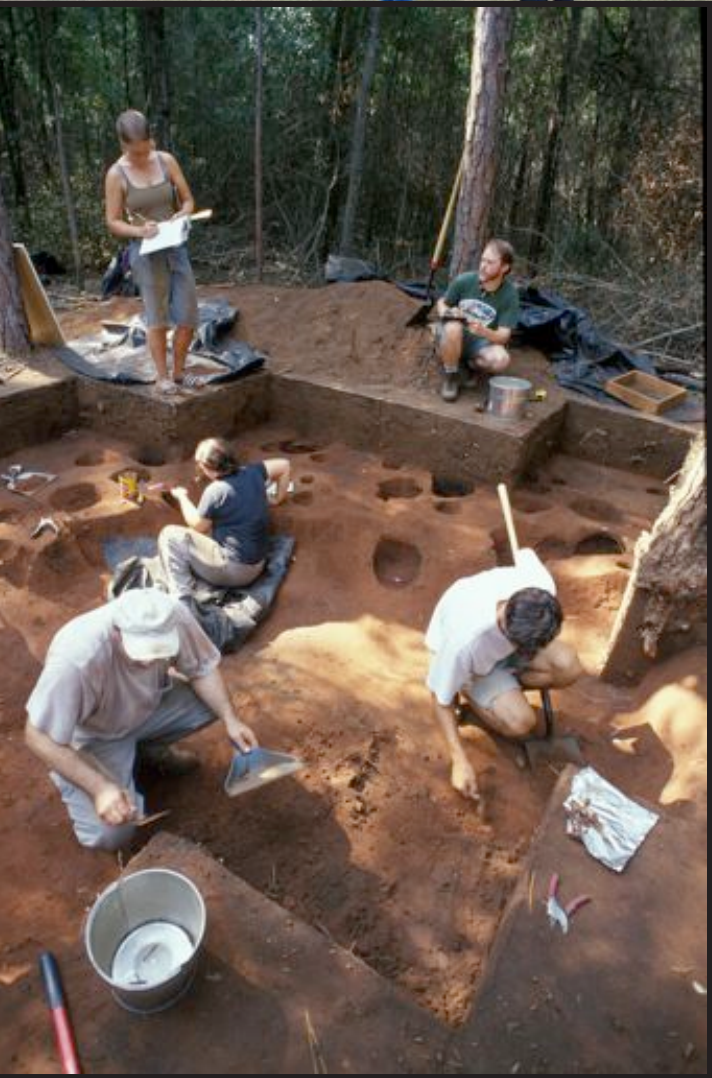
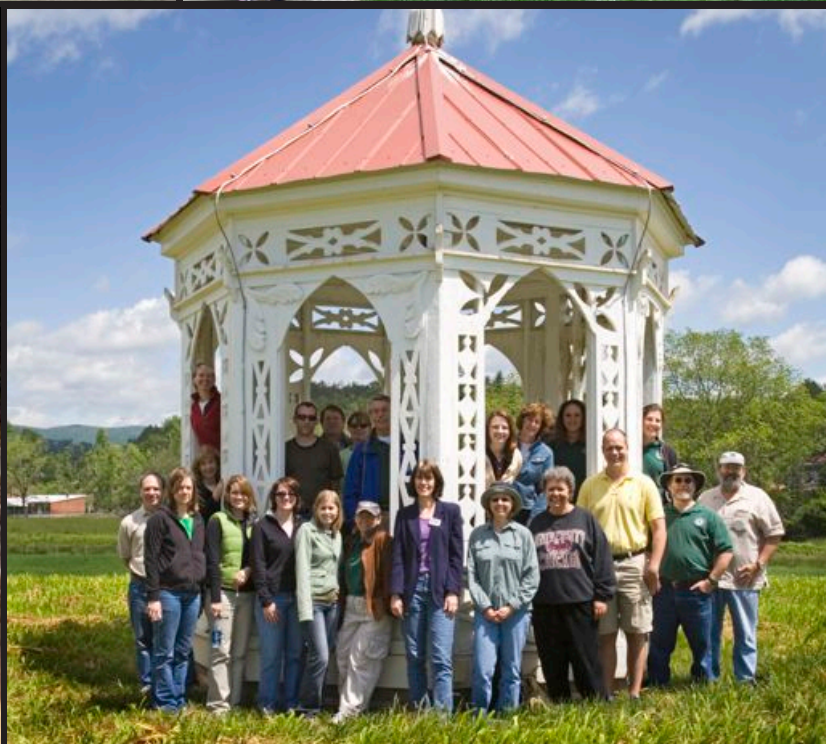
HISTORIC PRESERVATION DIVISION
Georgia Department of Natural Resources

GEORGIA'S STATE HISTORIC PRESERVATION PLAN 2007–2011:

BUILDING A PRESERVATION ETHIC





Historic Preservation Division, Georgia Department of Natural Resources, 2007

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2007

34 Peachtree Street, Suite 1600, Atlanta, Georgia, 30303, 404/656-2840

ON THE COVER:

Clockwise from top left: Architectural reviewer Bill Hover provides on-site assistance to Dudley's mayor, R. Delano Butler; Girl Scouts participate in History Day activities at the Atlanta History Center; HPD staff at gazebo, Hardman Farm; Historic Preservation Commission members tour Plum Orchard, Cumberland Island; 2006 GAAHPN Annual Conference participants tour African American sites at St. Simons; Fernbank Museum staff, HPD staff and volunteers work at early 1600s Spanish Contact Period site near the Ocmulgee River in Telfair County. (Photos by Jim Lockhart and HPD staff, except bottom right, courtesy of St. Marys Downtown Development Authority)

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INTRODUCTION

Georgia continues to be one of the fastest growing and changing states in the country. This fast pace of change shows no signs of diminishing. This makes it even more important for preservationists to once again assess where we are, to adjust our course, to take stock of the choices we have made, and to envision a better future. We need to reaffirm our vision of community, shared experiences, and shared heritage. It is a vision that blends treasuring our past with developing a new course for the future. It is a vision that includes people from all walks of life joining forces to protect and use historic places and make Georgia a better place to live, work and play.

Planning for our future must include planning for the preservation and protection of our heritage. Why? Because our historic places and cultural patterns tell the story of who we are, those who came before us and whom we are becoming. Historic places are tangible evidence of Georgia's history. They give us a sense of place and a compelling reason to protect this history and share it with others. Historic places enhance the quality of people's lives, they provide a continuous source of information about the past, and they can be studied, interpreted, rehabilitated and used to benefit present and future generations of Georgians and of people who visit our state.

Georgia's State Historic Preservation Plan 2007–2011: Building a Preservation Ethic is the guiding document for the state historic preservation program administered by the Historic Preservation Division (HPD) of the Georgia Department of Natural Resources (DNR). It covers the years 2007 through 2011. It follows the previous plan, *From the Ground Up: A Preservation Plan for Georgia, 2001–2006*, and builds on its firm foundations. It also draws from DNR's strategic planning initiative. This initiative is a department-wide vision to protect and enhance Georgia's natural and cultural resources as well as develop a statewide conservation ethic.

ACCOMPLISHMENTS FROM THE PREVIOUS PLAN

For the last five years, the goals and objectives of *From the Ground Up: A Preservation Plan* for Georgia served as a focus for many activities and initiatives that resulted in significant accomplishments. Many of these accomplishments took place with the contribution of HPD's preservation partners throughout the state:

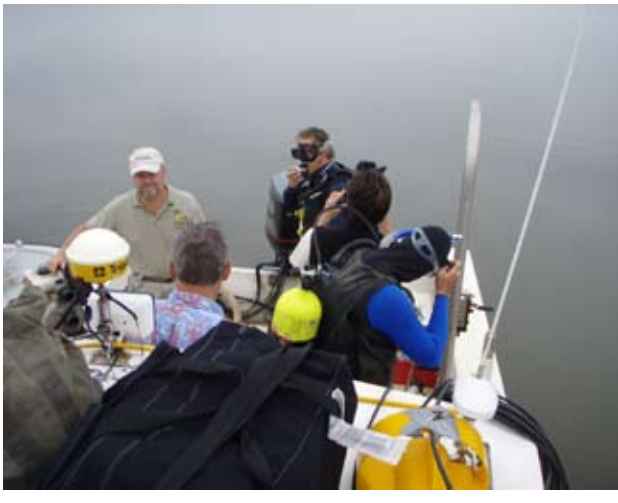
Archaeology

- The Archaeological Services Unit (ASU) and State Archaeologist Office expanded its scope and outreach considerably with the initiation of an underwater archaeology program to identify and protect submerged resources. Partnering with other professional archaeologists and divers, the ASU has made considerable progress toward the goal of surveying the state's submerged resources and documenting a number of archaeological sites.
- In 2001 HPD partnered with the National Park Service (NPS) to document the section of the Trail of Tears located within Georgia. An intensive documents review of military sites associated with the Cherokee removal along the trail in Georgia was conducted, followed by an archaeological investigation of those sites. In 2006 the report was submitted to the NPS; additionally ASU sponsored the Georgia Trail of Tears website at www.georgiatrailoftears.com.
- As part of its commitment to education, the ASU initiated The Georgia Archaeology Education Partnership with Fernbank Museum of Natural History. This initiative is designed to bring archaeology to Georgia citizens through a variety of programs, including active participation in excavations of archaeological sites important to the state's history. The inaugural program, conducted in the summer of 2006, featured a search for the lost Spanish mission of Santa Isabel de Utinahica in Telfair County.

Identification and Evaluation of Historic Properties

- Georgia remains one of the highest ranked states in the number of listings in the National Register of Historic Places. In 2001, Georgia had 1,726 National Register listings and 52,570 contributing resources. In 2006, Georgia National Register listings increased to 1,932 and 65,677 contributing resources.
- In 2002, HPD implemented a major expansion of its historic resource survey program. As a result of this program the number of surveyed properties in the computerized database increased from 51,467 in 2000 to 76,151 in 2006. This was possible through an agreement with the Georgia Transmission Corporation (GTC). As part of its Section 106 compliance responsibilities, GTC is providing 10-year funding for an expanded field survey program.

Underwater archaeology requires extensive logistical support. Here, underwater archaeologists with Tidewater Atlantic Research prepare to dive the wreck of the USS/CSS Water Witch as State Archaeologist Dave Crass observes.



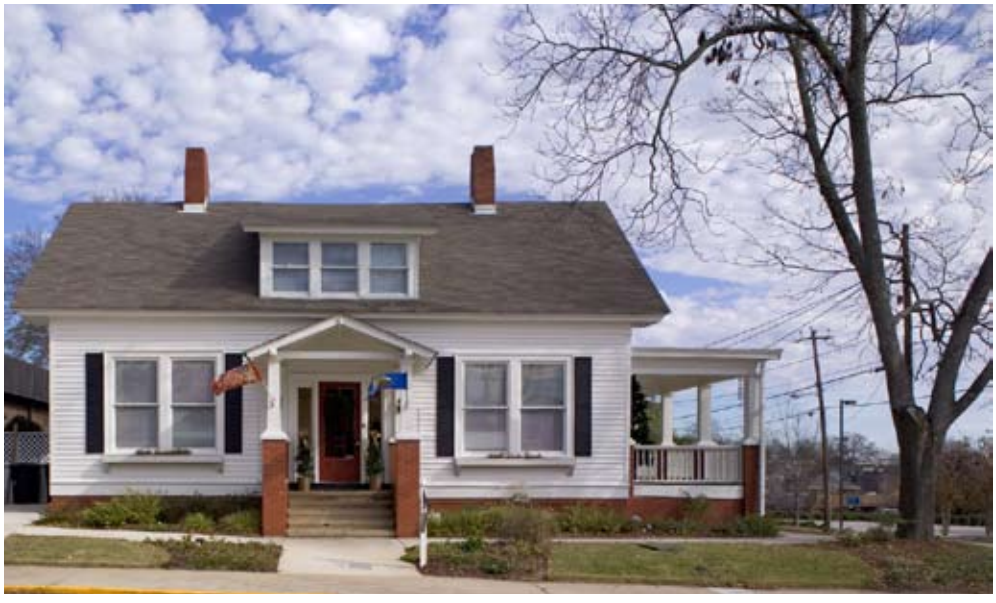
The Office of Public Service and Outreach at the University of Georgia's (UGA) College of Environment and Design, is carrying out the survey. Dubbed "FindIt," the project will continue through 2010 and is expected to double or triple the level of field survey activity for historic properties across the state.

- In cooperation with the Georgia Department of Transportation, the Department of Community Affairs and the University of Georgia, the web-based Natural, Archaeological and Historic Resources Geographic Information System (NAHRGIS) project was initiated in 2003 and the website was officially inaugurated to cultural and natural resources professionals and the public in 2005 (www.itos.uga.edu/nahrgis).
- In 2002, the Garden Club of Georgia, Inc. and HPD introduced the Historic Landscape Initiative, a project to identify, record, and promote Georgia's garden heritage. Completed in 2003, Phase I of the project surveyed colonial and antebellum gardens identified in *Garden History of Georgia: 1733–1933*.

Preservation Grants and Tax Incentives

- HPD's leadership in promoting federal and state tax incentives continued unabated. For the last five years, Georgia ranked in the top 10 states nationally in the number of certified tax projects. In addition, in May of 2002 Georgia's General Assembly passed a new State Income Tax Credit for Rehabilitated Historic Property. Administration of this new program began in 2004.
- In an effort to promote the new state tax credit as well as Georgia's other tax incentives programs, HPD partnered with the Georgia

The Bailey-Harper house, a late 19th century Georgian style craftsman cottage in Gainesville, was listed in the National Register in 2006.



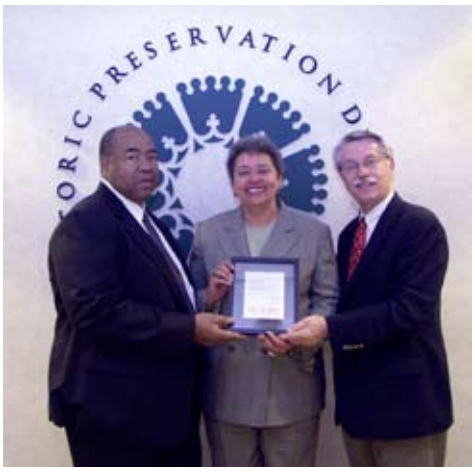
Department of Community Affairs to co-sponsor a series of eight training workshops throughout the state.

- In response to constituent requests for additional information on the financial aspects of structuring a rehabilitation project and using preservation tax incentives, HPD held the *Making Dollars and Sense* conference in September 2005 in Atlanta. This conference had a wide range of co-sponsors and drew over 100 participants.
- Georgia's preservation grants program continues to assist in the recognition and rehabilitation of the state's historic properties. Since 2001, 113 projects have been awarded almost $472,000 through the Georgia Heritage Grants Program; 59 projects have been awarded $425,000 through the Historic Preservation Fund/ Certified Local Government Grants.
- In 2005, the Georgia General Assembly passed legislation allowing the Historic Preservation Division to develop a historic preservation license tag, with proceeds from its sale benefiting the Georgia Heritage Grants program. This state funded program provides bricks-and-mortar grants to local governments and non-profits for rehabilitation of historic properties listed in the Georgia and National Register of Historic Places.

Publications and Outreach

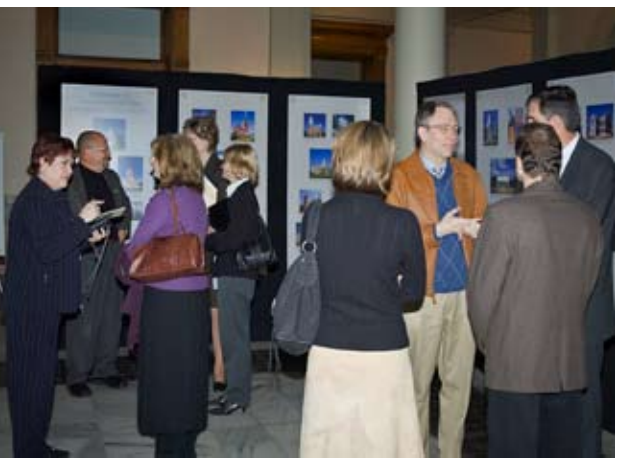
- An improved and expanded HPD website is now an increasingly important tool to facilitate public access to our programs and provide up-to-date information on a variety of preservation services. It is an important educational tool because it provides a wealth of easily accessible information. HPD instituted a weekly electronic newsletter to keep stakeholders informed of preservation activities.
- HPD's African American program made great strides in the past years. The Rosenwald school initiative documented 42 schools as part of a national effort to preserve these segregation-era resources. Georgia African American Historic Preservation Network's award winning quarterly publication *Reflections* is a very effective mechanism to provide information on African American preservation issues throughout Georgia and to broadcast the importance of African American resources to a wide audience.
- HPD's education and public assistance efforts increased to meet the public demand specifically for information on Georgia's historic cemeteries. By partnering with The Historic Chattahoochee Foundation, HPD published *Grave Intentions: A Comprehensive Guide to Preserving Historic Cemeteries in Georgia*. More than 1,000 copies have been sold, facilitating the dissemination of much-needed information and accruing sales proceeds that will fund future HPD cemetery preservation programs.

Top: *Participants at the 2005* Making Dollars and Sense *conference held at Georgia State University's Student Center.* **Bottom:** *GAAHPN steering committee chairman Isaac Johnson, HPD's African American programs coordinator Jeanne Cyriaque, and HPD's Division Director Ray Luce pose with the award received from the NCSHPO for Georgia's African American Programs, 2006.*



- HPD focused on preservation issues relating to historic courthouses and city halls. Various activities took place to highlight the importance of these properties as anchors of historic communities and the need to identify financial resources to ensure their protection. These included a study *Estimate of Cost to Rehabilitate the Historic County Courthouses and City Halls*, publication of a booklet *Preserving Georgia's Historic Courthouses* and a traveling exhibit *Georgia's Historic Courthouses: Celebrating a Legacy*, the latter funded by a grant from the Georgia Humanities Council.
- HPD worked with the South Georgia Regional Development Center on a historic rural schools initiative that surveyed 91 historic school buildings in the nine-county South Georgia RDC region. This project, which began as a regional project, developed into a context with statewide application. In addition, it served as inspiration for HPD's second historic resources booklet, entitled *Preserving Georgia's Historic Schools*.
- In 2005 and 2006, HPD partnered with the Georgia Trust and the Georgia Department of Economic Development's Tourism Division to produce a Heritage Tourism Seminar Series. The partnership resulted in five one and a half day workshops in various locations around the state as well as presentations at the 2005 Governor's Tourism Conference.
- More than 100 historic family farms were commemorated through the Centennial Farm program, bringing the total number of Centennial Farms in Georgia to 327.

Georgia's Historic Courthouses: Celebrating a Legacy *traveling exhibit, funded with a Georgia Humanities Council grant, was inaugurated at the Georgia State Capitol during the opening of the 2006 legislative session.*



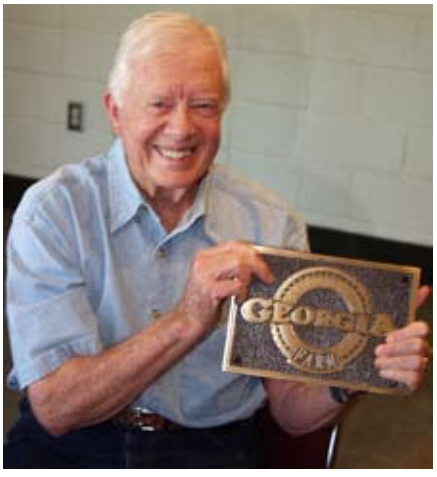
Preservation Planning

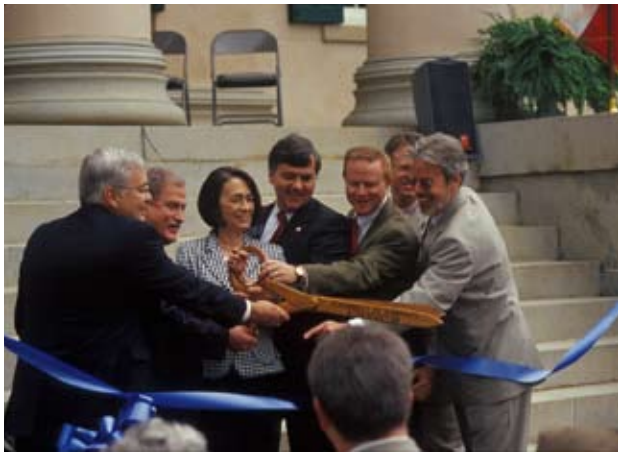
- HPD's Certified Government Program, coordinated through the University of Georgia's College of Environment and Design, continued to be very effective with 12 new communities gaining certification, for a statewide total of 75 certified local governments.
- The State Stewardship program, which requires state agencies to identify and protect state-owned and/or-administered historic properties, made great strides as well. Of special note is the historic preservation initiative of the Board of Regents, University System of Georgia. Bolstered by a generous grant from the Getty Foundation, the BOR developed a historic preservation template to be used by individual campuses in their master planning.
- Historic preservation is also an important component of county and city comprehensive plans. Georgia Department of Community Affairs regulations require all communities to include cultural resources (including archaeology, which had not been required in past regulations) as an integral part of their plans. Regional preservation planners throughout the state assisted many communities in this endeavor.

Georgia's State Historic Preservation Plan 2007–2011: Building a Preservation Ethic builds upon the accomplishments of its predecessor. Its guiding principle is the protection of all of Georgia's historic properties, from archaeological sites in the earth or underwater to the structures, houses, buildings, objects, landscapes and traditional cultural properties that encompass our built environment. It acknowledges the importance of a vision where all of Georgia's citizens are committed to the preservation of our shared heritage.

The Historic Preservation Division has adopted this plan as a statement of policy direction and as a commitment to action for the protection and use of Georgia's valuable historic properties. Because it represents the views and priorities of preservationists throughout Georgia who participated in its development, *Georgia's State Historic Preservation Plan 2007–2011: Building a Preservation Ethic* can provide common direction for all organizations and individuals who support the preservation of our historic places.

Top: *President Jimmy Carter received an honorary Centennial Farms award in 2003.*
Bottom: *Ribbon-cutting ceremony at Georgia College and State University, Milledgeville. Dorothy Leland, President of Georgia College and pictured at the center of this photograph, received the Governor's Award for Excellence in Historic Preservation in 2005.*





A SNAPSHOT OF GEORGIA

As the 21st century unfolds, historic preservation continues to be an integral part of the social, economic and political landscape of the nation as well as the state. The preservation of historic properties is one of many quality of life issues that Georgia faces. Historic resources are affected by developmental, social and financial trends. It is important to examine these issues to determine their impact.

Georgians from all walks of life are concerned about unplanned growth and the urban sprawl and shrinking of green areas that are its result. They know that change will happen and want a better future for their children. They look to historic preservation as a tool to help maintain sustainable communities and bring about sympathetic new development.

It is important to consider the trends that affect Georgia as a whole so that preservation programs can be geared to respond in the most effective manner. In this way, preservation will be ever more valuable as a tool that shapes Georgia's future. This chapter discusses the following trends and their effects on historic preservation: population, housing, transportation, agriculture, tourism and government. It also discusses planning and growth strategies that can help to address these trends and their effects on the preservation of Georgia's historic and archaeological resources.

POPULATION TRENDS

Statewide Trends

Changes in population are transforming the state's economic, political and social fabric. Georgia's population has continued to increase dramatically. By the year 2000, the state's population was 8.1 million, 10th overall in population size, representing an increase of 26.4 % since 1990. In 2004, the US Census Bureau estimated Georgia's population at 8.8 million, an increase of 7.8%. This was the fifth fastest growing rate in the nation. Georgia is currently the ninth largest state in the nation and is projected to be the eighth larg-

est by 2015. According to the Governor's Office of Planning and Budget (OPB), Georgia's population will grow substantially to 34% between 2000 and 2015 to 10,813,573.

Although Georgians are getting older, Georgia is still one of the youngest states in the nation. The elderly population in Georgia is estimated by the 2004 US Census Bureau to be 9.6%, compared to 12.4% of the overall population in the country. Over the next ten years, this percentage is expected to increase to 13.6%. Conversely, 26% of Georgia residents were estimated to be under the age of 20 in 2004, slightly higher than the national estimate of 25%. It is projected that in the next ten years, 34% of Georgia's residents will be under the age of 20.

The trend of increased cultural diversity in Georgia's population continues. In 2003, Georgia ranked 10th in the nation in the percentage of minority residents (38%). In the year 2000, the African American population ranked fifth in the nation, with 2.1 million residents, accounting for 28.4% of Georgia's population. In 2005, Georgia's African American population was the fourth largest in the nation. According to OPB projections, by 2015, only New York will have a significantly larger African American population than Georgia. The fastest growing segment of Georgia's population is Hispanics. Their numbers increased by 90% from 1990 to 1997, and in 2000 they represented 5.3% of Georgia's total population. Current projections indicate that Georgia's Hispanic population will increase 143% between 2000 and 2015, while the African American and non-Hispanic White populations are expected to increase 25% during this same time period. Projections for 2010 indicate that 60.3% of Georgia's population will be White, 30.7% will be African American and other minorities, and 9.0% will be Hispanic. Forty percent of Georgia residents are projected to be either non-White or Hispanic by the year 2015.

People continue to come to Georgia from other states and countries. According to OPB, from 2001–2005, only Arizona, Florida and Nevada gained more people from other states than Georgia. Georgia has also become an international gateway. OPB estimates that between 2001 and 2004, a yearly average of 37,500 people (four out of ten moving to Georgia) moved from another country. The majority (two out of three) of both domestic and international migrants to Georgia during 1995–2000 were Hispanics, African Americans and Asians.

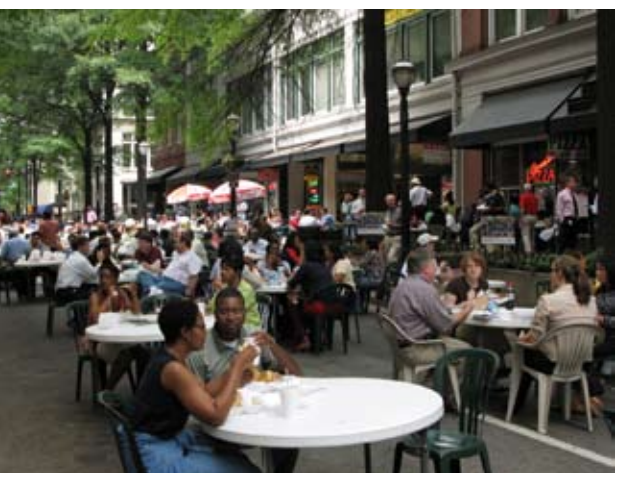
Continued Growth in Suburban and Urban Georgia

The vast majority of population growth continues to occur in suburban and ex-urban areas of the state. This is especially true around the city of Atlanta. Over two-thirds of the state's total pop-

ulation lives in the Greater Atlanta region. Eleven of the counties in the metropolitan area were estimated to be among the thirty fastest growing in the nation from 2004 to 2005. Forsyth County, located north of Atlanta, was the twelfth fastest growing county in the country, with an annual 6.4% growth rate. The other counties of the Greater Atlanta metropolitan region within the top-thirty growth rate were Newton, Paulding, Barrow, Henry, Jackson and Cherokee. OPB projections indicate that the residential population of many Greater Atlanta region counties will increase by 75% or more in the next 10 years: Forsyth 137%, Henry 135%, Newton 121%, Paulding 117%, Cherokee 91%, Pickens 90%, Butts 88%, Barrow 84%, Walton 75% and Gwinnett 75%.

Georgia has seen impressive growth and the distinctions between urban, suburban and rural areas are becoming blurred. More of the state is becoming metropolitan, and even smaller urban areas are expanding. Georgia currently has 15 metropolitan areas (70 counties). In addition, the US Census has identified 22 micropolitan statistical areas. These are areas centered on cities with populations between 10,000 and 50,000. The entire northwest quadrant of the state is experiencing rapid growth. This includes both cities and suburbs. The city of Atlanta continues to gain population. The US Census estimates that Atlanta added 54,214 residents from 2000 to 2005. Although this growth may be slowing down, all cities and suburbs within the region served by the Atlanta Regional Commission are projected to increase their population within the next five years. In the northeast and east, the Athens and Augusta metropolitan areas are growing. Other important growth areas are Coastal Georgia, the Columbus metropolitan area, and the counties surrounding Macon, Albany and Valdosta.

People enjoying their lunch hour in downtown Atlanta.



Growth in Rural Georgia

The northern rural areas of the state and the coastal counties along the Atlantic coast continue to experience major growth. These areas possess scenic beauty, are located near an expanding military installation such as Kings Bay Naval Base in Camden County or are a regional economic center. The north Georgia mountain counties of Pickens and Dawson are projected to experience more than 75% growth in the next ten years. Gilmer, Lumpkin, Towns, Union and White counties are expected to increase more than 30%. Growth pressures are also extreme along the Georgia coast. Camden County grew an amazing 227% between 1980 and 2000. Although Chatham County, the most populous county in the coastal area, only grew about 15% in this same time period, the adjacent counties of Bryan and Effingham experienced accelerated growth.

Rural Areas in Decline

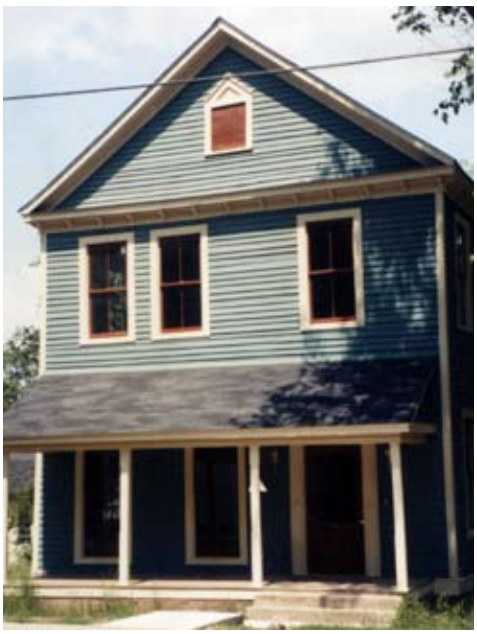
Although most counties in Georgia have experienced considerable growth in the past twenty years and are projected to continue to grow in the future, there are some areas of Georgia that are experiencing a decline in population. These areas are concentrated in the southwestern and central-eastern part of the state. These areas face an uncertain future because of lack of employment opportunities and low levels of services. As working-age people continue to leave, large numbers of older residents are left behind.

POPULATION CHANGES

Rapidly growing metropolitan areas create widespread changes in the landscape and pressure on existing infrastructure. Similar pressures exist in rural growth areas such as the north Georgia mountains and along the Atlantic coast. In these areas, the proliferation of strip commercial developments, residential subdivisions and suburban sprawl requires expansion of supporting infrastructure. Development of this kind and a growing population need clean water, sewers, new and wider roads and utilities. These changes often come at the expense of natural areas, open space, historic landscapes, buildings and archaeological sites. Recent estimates for the Atlanta metropolitan area suggest that thousands of archaeological sites are destroyed each year as more and more land is developed. The small town, community feeling that attracts many people to rural areas is threatened. Prime agricultural land

The High Shoals Historic District is an excellent example of an extant agricultural rural landscape. This rural crossroads community on both sides of the Apalachee River in Oconee, Morgan and Walton counties, is also significant in architecture and community planning and development, and was listed in the National Register in 2006.

1061 Ash Street. This successful 2006 tax incentives project is indicative of the Historic Macon Foundation's effort to revitalize entire historic neighborhoods by buying neglected homes near each other and rehabilitating them for resale. (Photos courtesy of the Historic Macon Foundation)



becomes scarce as more and more areas are converted to residential or commercial uses.

Urbanized areas, with higher concentrations of historic resources within central business districts and in-town neighborhoods, experience some of the same development pressures as rapidly growing suburbs, especially along their edges. Threats to historic resources come from deferred maintenance, abandonment, or new development at any cost.

Historic properties at the greatest long-term risk are those in declining rural areas. With little economic activity, historic buildings in these smaller communities or rural countryside face neglect, high vacancy rates and abandonment. If any interest is shown in these buildings, it is often for their salvage potential or for relocation. Looters that take advantage of the growing market for artifacts threaten archaeological sites in isolated areas.

In contrast, Georgia's larger cities, including Savannah, Atlanta and Macon, are attracting people who want to live in an urban setting. Many people are tired of the commute from the suburbs to jobs in the cities and want to experience an urban way of life. As the costs of commuting, both in terms of time spent commuting, energy costs and the lack of physical activity, increase, the trend toward urban living will continue. People are buying and rehabilitating historic housing and occupying adapted warehouses, offices and mill buildings. The use of existing historic resources is a major factor in this urban renaissance. Many developers of historic rehabilitation projects are taking advantage of the Federal Investment Tax Credit and State Property Tax Abatement programs. However, the tendency to transport the scale of suburban living to historic in-town communities can have the unintended consequence of destroying the historic character of these communities as new owners tear down existing housing stock to build larger houses.

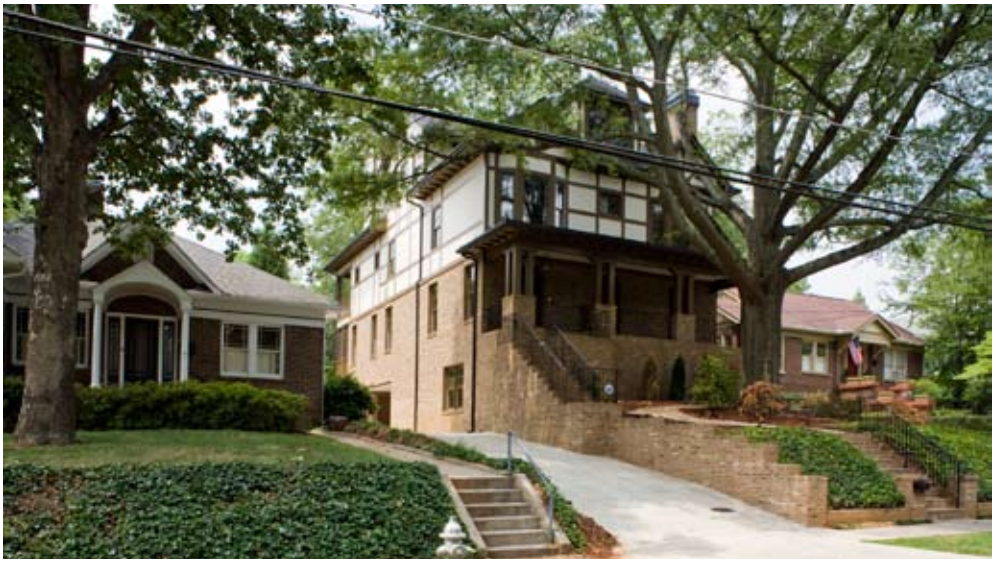
HOUSING TRENDS

The preservation issues related to housing must be divided into three areas, rural, suburban and urban. Each of these generalized areas throughout the state face similar problems on differing scales. The most apparent areas affected are urban and suburban most notable in and around the Atlanta metropolitan areas but also seen in Macon, Augusta, Albany, Columbus and Savannah. The change to rural residential environments is not nearly as dramatic but the changes made over the next five years will have long lasting effects to Georgia's natural and agrarian landscapes.

The continued growth of the Atlanta region, anticipated to absorb approximately 2.5 million residents over the next fifteen years, will see continued alteration of the surrounding region shifting from rural to suburban. The lack of new modes of transportation and continued escalation in fuel and energy prices will also have a major impact on development patterns with the continued densification of areas already considered urban and the introduction of urban development patterns into areas originally considered and constructed as suburban areas.

Urban Redevelopment

The desirability of intown areas will undoubtedly continue to see a shift in the development pattern that are affecting neighborhoods that had been originally developed from the 1920s to the early 1960s as bungalow and ranch house communities. Fifty or more years ago, the standard-sized home would have had a square footage range of approximately 1,100 to 1,500 square feet. The average home size today seems to have leveled at approximately 2,400 square feet. These established neighborhoods have seen their share of home demolition, but the more complex change is the evolution of a new hybrid type of home, where large additions, greatly increasing and often more than doubling the original square footage of these historic homes, are built atop and around the original house. The pressure for resale values of this intown redevelopment results in new homes that imitate the style of the original and surrounding homes, but not the original scale and context. The vast number of these changes to homes in historic areas obviously removes these established neighborhoods from consideration as



This new house on Lanier Boulevard, Atlanta is indicative of infill development of inappropriate scale occurring in many historic neighborhoods.

historic districts and threatens the integrity of existing National Register districts.

Suburban Development

Suburban development has shifted somewhat in style if not in pattern. The craftsman style originally seen in the 1920s has become popular for new developments throughout the state. Like the redeveloping intown neighborhoods, these houses share only an exterior appearance but certainly not scale or development pattern. There have been some attempts, most notably by the Atlanta Regional Commission, to develop focal points for the suburban Atlanta region through the Livable Centers Initiative. The improvement and redevelopments involved with this program have begun the process of creating more traditional downtown areas throughout the Atlanta region. However, the dominant car oriented development pattern does not necessitate a more compact transit oriented style of development. The major concern in areas converting from rural to suburban is keeping some context of the rural past by preserving historic resources that convey a sense of what the rural landscape was like before the greater metropolitan areas absorbed it.

Rural Development

The preservation of rural areas and landscapes is probably the most urgent in that the installation of a preservation ethic in less developed areas can help in shaping the onslaught of growth whether it is in the Atlanta region, surrounding Athens or moving inland from Savannah and the coast. Younger generations are moving away from rural areas and farming either by choice or the inability to make a living on the farm. Increased land values and taxes are also driving some sales. Once a property has been subdivided, it is extremely difficult to replace or improve upon the initial development placed there. Decisions made today will affect communities for decades or even centuries to come. It is difficult to foresee what changes are forthcoming that might significantly alter the existing development patterns in rural and suburbanizing areas. However, inefficient developments that consume huge chunks of rural and agrarian land, created without consideration of the natural and historic landscape, will be significantly less desirable in the near or distant future. Methods need to be developed to address the cumulative impacts of development. State and federal agencies are beginning to take these impacts into consideration.

Rehabilitation Issues

Aside from the larger considerations of development that threaten

historic resources with demolition or loss of integrity, the continued preservation of historic homes is complicated by trends that are not new but are currently receiving greater recognition. These include misconceptions about energy efficiency and "upgrading" of historic materials and the lack of practitioners of traditional building trades and skills. Issues related to the upgrading of historic homes to modern levels of energy use have been constant through recent decades but have been countered with little change in the education of laypersons. Often "drafty" historic wood windows are replaced with vinyl assemblies and plaster and lath walls are removed to enable the addition of insulation throughout a house. Historic features are sometimes perceived as being wastes of time and money rather than worthy of proper repair for their inherent durability and historical value. Wide advertising of new "maintenance-free" and super-efficient building products has furthered this perception. Some of these products, such as elastomeric and ceramic paints billed as low maintenance applications for historic wood siding, have not been adequately time-tested for potential negative effects to historic materials. In conjunction with these concerns is the shrinking number of skilled craftspeople able to repair historic features. As modern building techniques and materials have resulted in a different set of standard construction skills, the teaching and application of traditional skills have fallen by the wayside. If a homeowner or contractor cannot easily locate skilled craftsmen, it should be expected that easier, and perhaps inappropriate, methods of renovation will be undertaken.

TRANSPORTATION TRENDS

Transportation Enhancements

The continuation of the Transportation Enhancement program with the authorization of SAFETEA-LU (Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users), ensures that there will be funding for preservation-related transportation projects through 2009. The majority of funding for enhancements in Georgia occurs in areas that are either in historic districts or near resources that are eligible for listing on the National Register of Historic Places. Transportation Enhancement funding is the largest single financial resource for preservation and related activities in the nation.

Passenger Rail

It is possible that the next five years may see the return of regular commuter rail to the metro Atlanta region. The long planned line running from Atlanta to Lovejoy with the eventual planned exten-

The Toccoa depot was rehabilitated using transportation enhancement funds and is open as a transportation museum and welcome center.

sion to Macon may begin service. The other major rail line being discussed is the Atlanta-to-Athens Line, sometimes called the "Brain Train," as it would connect the campuses of Georgia State University, Georgia Tech, Emory University and the University of Georgia. The fact that the Atlanta-to-Athens line is seeing support in suburban areas bodes well for its possible implementation.

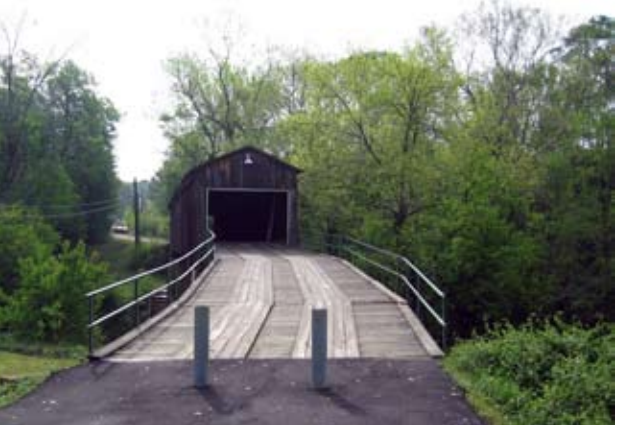
The Governor's Road Improvement Program (GRIP)

GRIP was initiated in 1989 by the governor and General Assembly as a network of developmental highways. When the network is completed, 95% of the state's cities with a population of 2,500 or more will be connected to an Interstate highway by at least one four-lane highway, and 98% of all areas within the state will be within 20 miles of a four-lane road. As of May 2006, more than half the proposed network has been completed and another quarter is under active design, engineering, or construction. The program is intended to encourage economic development throughout the state. The construction of the program's remaining highways plus the new development supported by them will continue to bring both challenges and opportunities for historic preservation.

Local Transportation Alternatives

As energy prices continue to rise the demand for alternatives to automobile transportation will continue to increase. One alternative already mentioned is passenger rail. Another option often discussed is tram, trolley, or fixed-lane bus service. While these may be similar to commuter rail, their development is oriented to a local scale with more frequent stops serving neighborhood areas rather than regional centers. These options differ in actual vehicle and hardware technology but are similar in their potential to reinforce the traditional development pattern of dense, walkable, commercial and residential districts linked by mass transportation. The development of these types of systems is a two edged sword for historic structures. The immediate benefit would be the reinvigoration of historic districts and areas developed before the post-World War II rise of the automobile and its effect on land planning and development. The potential drawback would then be that the land values in these areas would rise to the point that larger structures would replace historic buildings. Most likely, any of these effects would take longer than five years to surface, but if current economic trends continue, planners will probably propose these systems.

The Euharlee Shared-use Pathway leading to the Euharlee Covered Bridge was another transportation enhancement project that benefited a historic resource. The pathway connects the bridge to local parks and public schools.



AGRICULTURE TRENDS

Agriculture remains Georgia's largest industry, with the state's gross farm income over $6 billion. Crop diversification has increased; however, poultry, cotton and peanuts remain the state's chief agricultural products along with pecans, rye, peaches, and fresh market tomatoes.

As Georgia's population grows and urban centers sprawl into the countryside, the state's farmland is threatened. According to a report by the American Farmland Trust, Georgia ranked fourth among the states in the amount of prime farmland converted to urban use from 1982 to 1992. In its most recent study of the years 1992–1997, Georgia now ranks third with a loss of 184,000 prime acres. This reflects a 66% increase in the rate of loss from 1987–1992.

Farms comprise approximately 29% of Georgia's land area. With the loss of farmland (and the resulting impact to the food supply) also comes the loss of cultural landscapes and historic resources. Identification of these resources is crucial. In 2001 HPD and the Georgia Department of Transportation funded the context study *Georgia's Historic Agricultural Heritage*. This provided an overview of the importance of agriculture throughout the state's history and identified associated types of historic buildings, structures, landscapes, and archaeological sites. In addition to identifying these resources, tools are needed to assist in their preservation. Recent legislation, such as the Georgia Land Conservation program and the Georgia Land Conservation Tax Credit, should provide more assistance, but more incentives are needed.

Another area of concern is the sale of acreage used for timber production. Most of this land is in private ownership, and there is no assurance that cultural resources will be protected when property changes hands. Again, the importance of identification of resources, promotion of their significance to property owners, and development of incentives, such as easements, to encourage their preservation are critical steps in their long-term protection.

The Kenneth Boss farm in Walton County, received a centennial farm award in 2005.

TOURISM TRENDS

Economic Impact

Tourism is Georgia's second largest industry after agriculture, making it a very important part of our economy. The most recent data available from the Travel Industry Association of America (TIAA) ranked Georgia eighth among states in traveler spending in 2003. That year, visitors spent $15.65 billion in Georgia. According to TIAA's 2005 report, the total economic impact of visitors to

Georgia increased to $28.2 billion, $2 billion more than in 2004.

Heritage tourism communicates the lives, events and accomplishments of the past. In 2003, the Governor's Commission on Georgia History and Historic Tourism estimated that historic/cultural tourism throughout the state supported 26,521 jobs and generated $78,790,626 in state tax revenue.

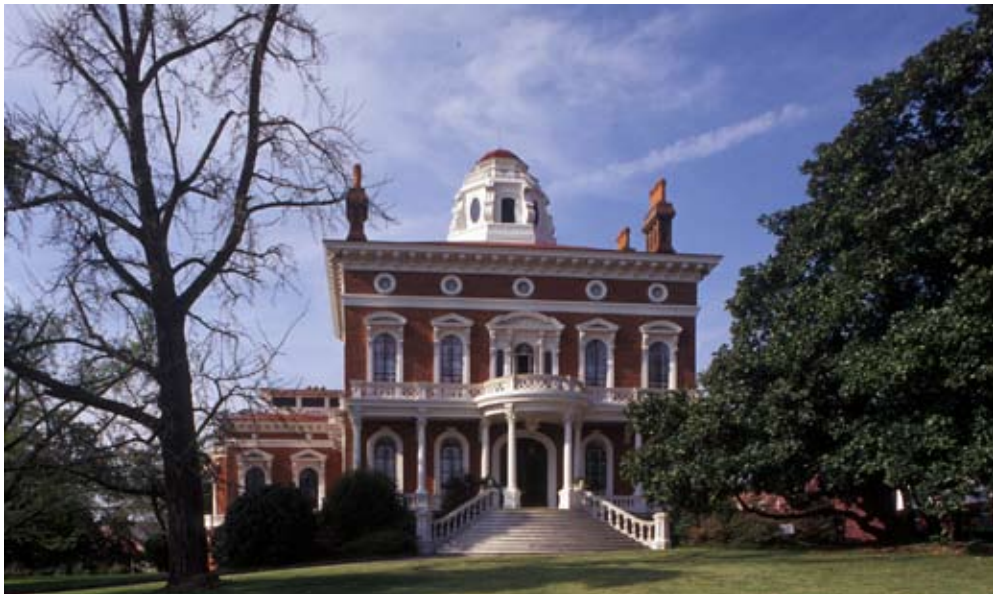
Historic/cultural tourists spend 36% more money on average and take longer trips, 5.2 nights versus 3.4 nights, than other tourists, according to the TIAA and *Smithsonian* magazine's 2003 study, *The Historic/Cultural Traveler*. The study also reports that 81 % of U.S. adults, 118.1 million people, who traveled in the preceding year, were considered historic/cultural travelers.

HERITAGE TOURISM TRENDS AND STRATEGIES

National Heritage Areas

The United States Congress designates national heritage areas. They are a regional collaborative effort that includes, residents, businesses, and government joining together to preserve, promote and celebrate the heritage and culture of a region. Heritage areas move beyond the boundaries of local governments and specific local identity to thematically link multiple cultural landscapes. Designation of national heritage areas comes with limited technical and financial assistance from the National Park Service (NPS).

Augusta Canal, Georgia's first National Heritage Area was authorized in 1996. In the Canal Interpretive Center at Enterprise Mill,



Hay House, Macon. This nationally significant residence, operated as a house museum by The Georgia Trust for Historic Preservation, is a Macon landmark that draws visitors from throughout Georgia and the United States.

visitors learn how the canal transformed Augusta into an important regional industrial area before the Civil War, and was instrumental in the relocation of much of the nation's textile industry to the south after the war. The development of the canal area for tourism has won national recognition and is now the city's top tourist attraction. Following this success, two additional National Heritage Areas were designated in Georgia in 2006.

Arabia Mountain National Heritage Area, located in DeKalb County, encompasses several thousand acres. This heritage area contains farmland, nature preserves and numerous archaeological and historic sites. The history of human settlement in this region is strongly connected to the quarrying and trading of soapstone, starting over 7,000 years ago. The Arabia Mountain Heritage Alliance is responsible for the management of this heritage area. The NPS will provide technical and financial assistance (up to $10 million as authorized by the US Congress) to develop and implement the management plan for the Arabia Mountain National Heritage Area.

The Gullah-Geechee Heritage Corridor stretches along the coast across multiple states, from northern Florida to North Carolina. This heritage corridor encompasses all of Georgia's coastline and barrier islands. The Gullah-Geechee descendants of enslaved West Africans retain much of their community's heritage and traditions because of geographic isolation. The designation of this corridor will assist state and local governments and public and private entities in interpreting and preserving Gullah Geechee culture. It will establish a commission to develop a management plan for the preservation of Gullah-Geechee culture.

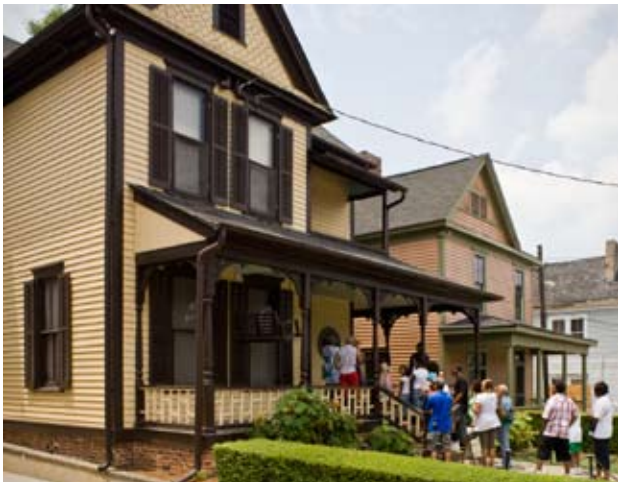
Civil Rights Movement Sites

The growing interest in African American tourism destinations has encouraged their preservation and development. An increasing number of Civil Rights Movement sites across Georgia are being developed for visitors. In addition to the Martin Luther King, Jr. Historic Site in Atlanta, the Mt. Zion Baptist Church in Albany and the Dorchester Academy in Midway, both listed in the National Register of Historic Places, are being further interpreted and developed.

Mt. Zion Albany Civil Rights Movement Museum is located in the former Mt. Zion Baptist Church that was listed in the National Register in 1995. Constructed in 1906, this Late Gothic style brick church served as a religious, educational and social center for Albany's African American community. The museum tells the story of the Albany Movement, a coalition of community groups that includes the a cappella singing style that became a trademark and unifying force of the civil rights movement.

In the 1960s, the Southern Christian Leadership Conference

Top: *Enterprise Mill, constructed in 1877–88, and part of the Augusta Canal NHL and heritage area, was rehabilitated using federal historic preservation tax credits. It now hosts businesses, apartments, and a state of the art museum and interpretive center that attract thousands of visitors a year.* **Bottom:** *MLK Birth Home, listed in the National Register of Historic Places and a National Historic Landmark, is visited by both national and international travelers because of its association with Martin Luther King, Jr., the pivotal figure of the 1960s civil rights movement.*



(SCLC) held citizenship education workshops in Dorchester Academy, a former Congregationalist missionary school in Midway. It was also the planning center for the SCLC's successful campaign in March 1963 to end segregation in Birmingham, Alabama. Dorchester Academy Boys' Dormitory was designated a National Historic Landmark in 2006.

TRENDS IN GOVERNMENT

Forty Years of Federal Preservation

The year 2006 marked the 40th anniversary of the National Historic Preservation Act of 1966. The impact of this act on the nation's historic landscape is monumental: a historic preservation program in every state of the union, hundreds of thousands of historic properties identified and protected, millions of private dollars invested in the adaptive reuse of historic properties, thousands of archaeological sites studied, and communities all across America invested in their downtowns and residential neighborhoods.

Since the passage of the National Historic Preservation Act of 1966, the federal government provides support for preservation through legal protection, creation of a national preservation system, educational programs, technical assistance, tax incentives and funding. This support is essential to preservation efforts throughout Georgia.

Federal Support for Preservation

Financial support from federal sources remains level in the face of increasing costs and demands for services. The increased funding for the Historic Preservation Fund allocated for FFY 2001 (46.6 million distributed among all fifty states and territories) has not happened again as other priorities tax the federal budget. Although its financial support for the Historic Preservation Fund is level (fluctuating between 39 and 33 million dollars), the federal government maintains support for historic preservation in other ways. Through the investment and low-income tax credit programs, the Internal Revenue Service allows investors to receive a tax credit on the rehabilitation of historic income-producing property and the creation of low-income housing. The National Park Service (NPS) provides technical information about preservation issues to the states and public. It also administers a system of national park units, many of which are historic sites. In Georgia, NPS administers ten national parks, eight of which were designated for their historic significance. The NPS also administers the Save America's Treasures Program, which provides matching grants for the rehabilitation or

restoration of nationally significant properties (National Historic Landmarks or nationally significant National Register properties). The Department of Housing and Urban Development, through its Community Development Block Grant program, provides millions of dollars to Georgia that can be used for rehabilitation of substandard housing units and other historic preservation projects. The federal Department of Transportation, through its recently reauthorized Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), includes funding for transportation enhancements that can include acquisition and rehabilitation of transportation-related historic properties. Previous transportation enhancements projects in Georgia resulted in a considerable investment in historic preservation and this trend is expected to continue under SAFETEA-LU.

Preserve America

The White House and the Advisory Council on Historic Preservation (an independent federal agency that advises the president and Congress on historic preservation issues) initiated the Preserve America program. Neighborhoods and cities throughout the country that are interested in historic preservation can apply to become a Preserve America community and receive recognition and grants for a variety of preservation and heritage tourism projects. By 2006, thirteen communities in Georgia received this recognition. As part of the Preserve America Initiative the president signed Executive Order 13287. The executive order directs federal agencies to report on their activities under Section 110 of the National Historic Preservation Act. This includes finding new uses for federally owned historic properties and partnering with state and local governments to find compatible uses for federal surplus properties.

In 2006, HPD received a Preserve America grant for a project titled Campaign to Preserve Georgia's Historic Cemeteries. *HPD Director Ray Luce accepted the award from First Lady Laura Bush and Gale Norton, then Secretary of the Interior. (Photo courtesy of the National Park Service)*

Military Base Redevelopment

In many cases, federal ownership of historic properties can result in their protection. When the federal government no longer needs these resources, new uses need to be identified to insure their future viability. The Department of Defense's Legacy Program helps to preserve historic resources located in military bases. The Base Realignment and Closure 2005 legislation will result in the closure of various military facilities in Georgia. Fort Gillem, the Naval Air Station Atlanta, the Naval Supply Corps School Athens, the U.S. Army Reserve Center Columbus, and Fort McPherson will be closed. Finding new uses for the historic properties in these military bases is a challenge that will require input from preservationists throughout the state. For example, the Athens-Clarke County

local development authority is working on a comprehensive reuse plan for the Naval Supply Corps School.

State Funding

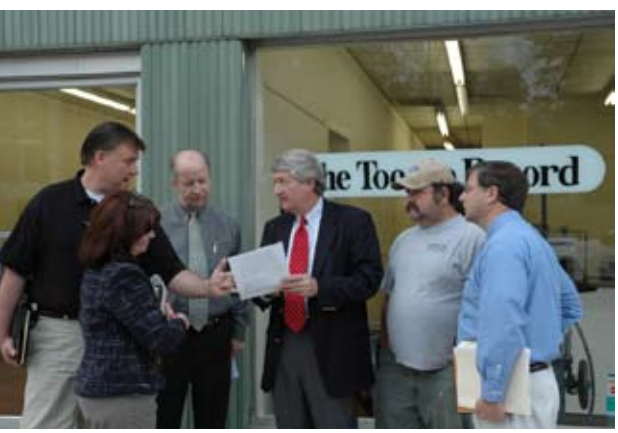
The economic and political trends that affected the nation since 2001 also affected state government. As a result, state government funds earmarked for historic preservation decreased, when compared to 1996–2000. The biggest impact is on the Georgia Heritage grant program, which provides matching funds for Georgia communities to rehabilitate their historic resources. From a high of $500,000 awarded in SFY2002, the Georgia Heritage grant program dropped to $100,000 for SFY2006. However, the recommendations of the 1997-1998 State Joint Study Commission on Historic Preservation remain vigorous and preservation programs maintained. As noted in the preface to this volume, the State Agency Historic Property Stewardship Program, created by the Georgia General Assembly in 1998, which directs state agencies to inventory their historic resources and create preservation plans outlining how they will protect those resources, made good progress. The General Assembly established a new state tax incentives tax credit. The state allocation to support the Regional Historic Preservation Planning Program at 14 of the state's 16 Regional Development Centers remains at the SFY2001 level of $238,000. This translates into $17,000 a year for each RDC region, which allows for part-time historic preservation planning services. Funds allocated to the University of Georgia for preservation assistance to local governments also remain level at $42,000 a year. In addition, legislation passed in 2006 authorized a new historic preservation license plate whose proceeds are earmarked for the Georgia Heritage Grant program. Funding for archaeology programs and for the African American historic preservation program remains level as well.

Other Preservation Related Initiatives

The Department of Community Affairs (DCA) assists local communities through its Better Hometown and Main Street programs. Historic preservation is an integral component of both programs. DCA also assists communities with numerous preservation projects through its Local Development Fund. DCA strengthened the historic preservation component of local comprehensive plans by requiring historic preservation to be addressed in a broader fashion through quality growth assessments and character areas. This results in better integration of historic preservation into the larger comprehensive planning process.

In 2005, the Georgia State Legislature passed Land Conservation legislation. Although its purpose is to acquire and protect sensitive

Historic preservation planner, Chip Wright, consults with city officials, business owners and building contractors on the correct approach to commercial building rehabilitations in Toccoa, Georgia's downtown historic district. Pictured left to right: *Chip Wright, Connie Tabor, Robert Rider, Dink Nesmith, Ronald Ivestor, and Tom Law. (Photo courtesy of the* Toccoa Record*)*



lands for conservation, historic properties and archaeological sites will also benefit under this initiative.

These and other state initiatives resulted in heightened awareness of the importance of historic resources and their active preservation, but preservation still has a long way to go. Preservation has come of age, but with this coming of age come added responsibilities. Federal and state agencies continue to grapple with balancing historic preservation issues with other priorities and economic realities.

GROWTH AND DEVELOPMENT STRATEGIES

Planning for the preservation of historic resources needs to take into consideration both the areas of growth in the state and the areas where growth has not happened. It also must consider the increasing diversity of Georgia's residents and ensure that the benefits of preservation are embraced and enjoyed by all.

Land Use and Zoning

Anticipating rapid growth and dealing with its effects requires time, planning and political will. In 2000, only 44% of Georgia's 159 counties had enacted any kind of zoning ordinance. In 2005, 104 (67.5%) of the 154 counties in Georgia responding to a government survey reported having zoning ordinances, a significant increase from the numbers reporting in 2000. Most counties experiencing rapid growth have some type of land use controls. Some are incorporating open space design provisions in their zoning ordinances. Major exceptions are the counties of the north Georgia mountains such as Fannin, Union, Lumpkin, Towns and White, which currently have no county zoning in place.

Comprehensive Land Use Planning

As required by the Georgia Planning Act of 1989 and the Georgia Department of Community Affairs' regulations, local governments have produced comprehensive plans that include existing and future land use maps. Statewide planning goals adopted by the DCA include the preservation and protection of Georgia's cultural resources. Comprehensive plans are required to include natural and historic resources and to integrate this information into future land use decisions. In addition, as pointed out previously, recently adopted DCA regulations for local planning emphasize the identification of character-rich areas and development patterns and an interest in how communities look and feel. Community visioning and involvement is stressed, and implementation measures are required.

Decatur Waterworks, located in DeKalb County and listed in the National Register in 2006, was completed in 1907, and became a park in 1942. It is significant in landscape architecture as a planned park.

Producing a comprehensive plan and implementing it is an important step for communities as they prepare to work for the type of future they want. It is important to understand that planning and zoning are not in conflict with growth but are tools for local governments to help them preserve and enhance their quality of life while guiding growth. Preparing and implementing a comprehensive land use plan can be an effective way to achieve both growth management and historic preservation goals.

Regional Planning

Under certain circumstances, rapid growth and development pressures are such that a regional perspective on planning becomes necessary. As discussed above, the Georgia coast is experiencing very rapid growth. It is also an area of scenic and natural beauty with a wealth of cultural and historic resources. The Georgia Department of Community Affairs is developing a Coastal Comprehensive Plan for the six coastal Georgia counties: Chatham, Bryan, Liberty, McIntosh, Glynn and Camden to be completed by September 2007. The plan will involve considerable community input and will strive to balance the preservation of natural and cultural assets with the growth pressures in the region.

Open Space Preservation

Setting aside significant natural areas is also an important planning tool. The Georgia Greenspace Program, instituted during the 2000 legislative session, has allowed 55 counties and 54 cities in Georgia

Hyde Farm (with the 1830s Power Cabin pictured here) a 134 acre farm in Cobb County, is threatened by development and could benefit from state programs promoting open space preservation.

to protect 10,936 acres of land as undeveloped open space. The 2005 General Assembly passed the Georgia Land Conservation Act. The act, administered by DNR's Wildlife Resources Division, encourages long-term conservation and protection of the state's natural and cultural resources through partnerships among local governments, the DNR, other state and federal agencies and the private sector. One of the results of the program can be the protection of historic resources, especially archaeological sites.

Archaeological sites can also be protected through state initiatives in wetland preservation and mitigation. The Georgia Department of Transportation and the DNR often partner to manage wetland mitigation sites. DNR currently manages and may manage in the future up to 20,000 wetland mitigation areas spread out over 20 different sites throughout the state. Although not all of these areas have been surveyed for archaeological sites, at least several hundred sites exist within these areas.

Main Street Approach

Underused historic buildings are sometimes mistakenly associated with a community in decline, while new construction seems to symbolize economic vitality. The underpinning for the successful use of historic preservation is education. Residents should be aware that historic resources are what help make their communities a special place. They need to know what makes their buildings, sites and places historically significant, worthy of preservation and important to the future of the community. They need to know that their historic resources are important assets that can help revitalize their community and attract new investment.

With declining population and few employment opportunities in rural areas, job creation is a major priority. Many rural communities use historic preservation as a basis for revitalization. Using the Main Street approach, developed by the National Trust for Historic Preservation and administered in Georgia by the Department of Community Affairs, with its emphasis on infrastructure and historic building stock, these communities have brought new businesses, promotions, residents and a sense of pride to once-declining downtown districts.

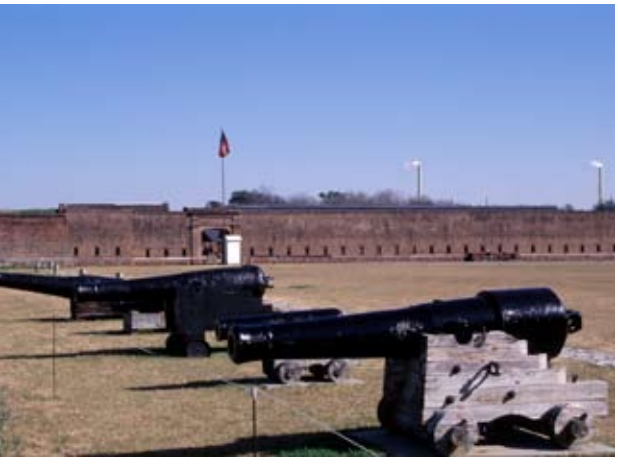
The Main Street program targets communities with a population of 5,000 to 50,000, and has been used in Georgia for twenty-five years. It has revitalized many historic communities across Georgia. The Better Hometown program focuses on communities of less than 5,000 inhabitants, and has extended the benefits of historic preservation to small downtown areas throughout the state. Currently in Georgia there are 105 Main Street and Better Hometown state designated cities in these programs.

Heritage Tourism Development

An important challenge in heritage tourism is protecting historic and archeological sites while giving tourists the authentic experience to understand the significance of historic places and sites. The National Trust for Historic Preservation has identified five basic principles that make heritage preservation programs successful: focus on authenticity and quality, preserve and protect resources, make sites come alive, find the fit between your community and tourism, collaborate and form partnerships.

Historic preservation makes heritage tourism possible. The National Register of Historic Places nominations offer the facts and documentation to tell the real story of a place's people and its past. Preservation tax incentives encourage private investment in historic properties that support heritage tourism, such as shops, restaurants, and bed and breakfast inns.

Ft. Jackson, a Civil War fort in Savannah, Chatham County, has been listed in the National Register since 1970, and became a National Historic Landmark in 2000. Owned by the state of Georgia and administered by the Coastal Heritage Society, it embodies the five principles that make heritage preservation successful.



PARTNERSHIPS

Georgia is fortunate to have strong state and local preservation partners that form the crucial links among the private, public and nonprofit sectors, the basis for Georgia's broad-based and widely respected preservation programs. Partnering with groups with common goals that can support preservation is fundamental to the way preservation takes place in Georgia. At the local level, preservation organizations, historical and archaeological societies, foundations, heritage museums, commissions, neighborhood associations, chambers of commerce, local governments and homeowners regularly join forces to champion preservation causes, to find new uses for historic properties and to develop innovative solutions to difficult challenges. More and more often, individuals, organizations and companies with non-traditional preservation interests—real estate agents, developers, architects, engineers, state and federal agencies, businesses—work hand-in-hand with preservationists to achieve a shared vision for enhancing a community's quality of life, creating jobs, and strengthening economic development.

Georgia's universities, many of which have historic preservation and/or public history programs, have trained many professionals and have assisted with preservation projects throughout the state. They are important partners in identifying and protecting historic resources and in the goal of enhancing the cause of preservation.

Statewide organizations such as HPD, the Georgia Trust for Historic Preservation, Georgians for Preservation Action,

the Society for Georgia Archaeology, the Georgia Council of Professional Archaeologists, the Georgia Civil War Commission and the Georgia African American Historic Preservation Network work hard to communicate and coordinate better with each other. They expanded their relationship with groups such as the Georgia Municipal Association, Association County Commissioners of Georgia, Legislative Black Caucus, the regional development centers, and the large number of smart growth, land conservation, natural area, transportation, recreation, planning, tourism and historical organizations. None of these objectives can be accomplished without broadening and nurturing preservation partnerships throughout the state.

CONCLUSION

Preservationists must constantly strive to strengthen both existing and newly formed partnerships, seek out new ones, and expand incentives for preservation. The recognition that preservation is a proven tool and basic component of smart growth initiatives requires reinforcement. Preservation's integral role in statewide and community comprehensive planning needs reinforcement and encouragement, with more thoughtful attention to historic property needs and potential. State grants and financial incentives at significantly higher levels are needed to address the increased demand for preservation assistance. Greater recognition is needed that archaeological sites are resources that offer benefits to communities in education, interpretation and tourism. Private homeowners and neighborhood groups must have the tools, technical assistance and information they need to preserve the historic houses that make up 80% of Georgia's historic buildings. Greater appreciation for African American resources and for resources of the Civil Rights era and the recent past is needed. Similarly, businesses, developers, bankers, and commercial associations must recognize the value of preservation, know how to take advantage of financial incentives, and be both sensitive and creative in the treatment of historic properties. Newcomers to the state of Georgia must be made aware of preservation and encouraged to support preservation. Preservationists must insist on good design and high preservation standards. They must also recognize the need to enhance education and training of skilled craftspeople to work on restoration and rehabilitation projects. They must continue to make the case that keeping and using Georgia's legacy of historic properties not only enhances the collective sense of place and the quality of life but also makes economic sense.

Recipients of HPD's 2006 historic preservation awards.

MISSION, VISION & GOALS

A plan is only useful if it is put into action. A vision of a better future is only a dream unless it is accompanied by ongoing commitment, strategic focus, and hard work to turn the vision into reality. Therefore the heart of *Georgia's State Historic Preservation Plan 2007–2011: Building a Preservation Ethic* is this set of goals, objectives and strategies that are designed to preserve, protect and use Georgia's historic resources so that they may exist into the future. They respond to the major trends affecting Georgia and their effects on the preservation of Georgia's historic resources and to preservation stakeholders' comments gathered through the plan's public participation process.

GOALS, OBJECTIVES AND STRATEGIES

The goals and objectives in this chapter are all considered important. They provide a statewide framework to focus preservation activities throughout Georgia. Specific HPD action items and time frames for implementing these objectives and strategies will be developed as part of HPD's annual work-plans. Many other preservation partners must plan their own set of actions in order for the goals for preservation to be fully realized. For example, building a preservation ethic across the state will require all of us to spread the word about the value of preservation and to encourage and actively seek participation of groups not traditionally members of preservation organizations. Educating the next generation of Georgians about history and preservation is also an endeavor that involves us all.

Mission Statement

The Historic Preservation Division's mission is to promote the preservation and use of historic places for a better Georgia.

A VISION FOR HISTORIC PRESERVATION IN GEORGIA

All Georgians will possess a greater understanding and appreciation of our shared heritage in all its variations. People and organizations throughout Georgia will work in partnership to preserve and use historic places. Georgia's communities, economy, and environment will be better because of the preservation of historic resources. Historic places will be widely valued as irreplaceable resources that contribute to our heritage, our economy, our neighborhoods, and our sense of who we are as Georgians. Communities and the state will plan for growth and change that respects and includes our historic places. Communities will possess the knowledge, the legal and financial tools, and the authority to decide how preservation and new development will relate to one another. There will still be distinctions between city and suburbs, developing areas and countryside. Georgia will be a better place tomorrow than it is today, providing quality communities in which to live, work, learn and play.

Top: *HPD's architectural reviewer, Bill Hover, visited the town of Milledgeville to provide technical assistance on rehabilitation issues and the use of the federal and state historic preservation tax credits.* **Bottom:** *Douglas County courthouse was listed in the National Register in 2002. Built in 1958, it is significant in architecture for its international style in rural Georgia.*

GOAL 1: PRESERVE GEORGIA'S HISTORIC RESOURCES

Objective 1.A: *Identify and evaluate historic resources and facilitate dissemination of information about them for planning and educational purposes*

Strategies:

- Identify and evaluate recent past resources (buildings, structures, landscapes and districts dating from World War II to the early 1960s) so that they can be appropriately integrated into the state's preservation programs
- Expand the use of new computer technology to provide better access to information about historic resources to a wider audience and promote a deeper understanding of Georgia's historic resources
- Improve the content and utility of the web-based NAHRGIS, including the integration of archaeological sites and historic structure locations
- Develop and implement ways of identifying rural and urban historic landscapes through field surveys
- Continue to prioritize surveys in areas experiencing rapid development and find new ways to provide representative statewide coverage
- Update the statewide historic context on residential properties (*Georgia's Living Places, Historic Houses and Landscapes* publication) and make it more widely available to the public
- Compile an inventory of historic places in Georgia associated with

the civil rights movement
- Complete and distribute the Georgia women's history context; publicize the findings and recommendations as they affect the preservation of historic buildings and places
- Enhance the identification and protection of underwater archaeological resources through maintaining and developing new partnerships
- Refine the sponsored research program on DNR lands that incorporates the best scholarship for interpretation and management purposes
- Develop additional context studies to better understand mid-20th-century buildings including the American Small House, ranch houses and subdivisions, split-level houses and Modern-style commercial, civic and institutional buildings, and resources associated with the Civil Rights Movement and the Cold War

Objective 1.B: *Enhance technical assistance about historic preservation techniques and programs to help communities preserve historic resources*

Strategies:
- Evaluate workshops and other training activities, publications and website and assess and strengthen for more effective delivery of preservation services
- Develop a preservation planning primer for communities
- Expand publication series on historic resource types
- Conduct a statewide cemetery conference, and develop cemetery workshops for local communities using the proceeds from the sale of *Grave Intentions: A Comprehensive Guide to Preserving Historic Cemeteries in Georgia*
- Provide enhanced guidance materials to expedite the preparation of applications and forms to nominate properties to the National Register

Hill Family farm historic photograph. The Hill Farm, located in Barrow County, received a Centennial Farms award in 2005.

Objective 1.C: *Increase the tools available to preserve historic resources*

Strategies:
- Identify and pursue additional sources of funding for preservation initiatives
- Promote the historic preservation license plate as an important source of revenue for the Georgia Heritage Grants program and as a means of delivering the preservation message throughout the state
- Develop incentives for the preservation of Georgia's Centennial Farms

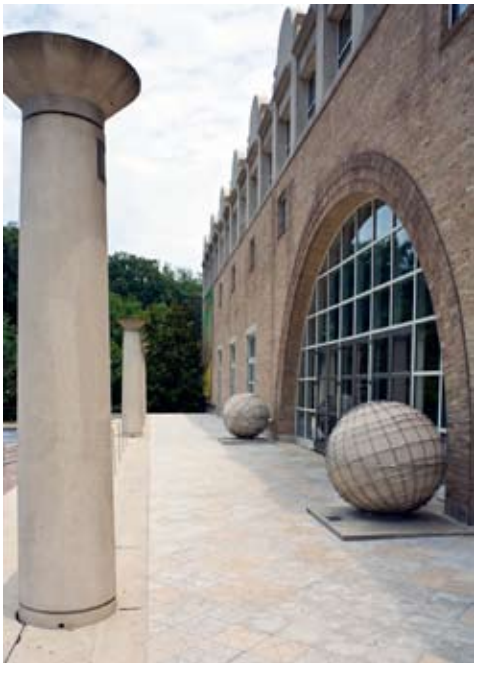
- Encourage the use of easements and covenants to protect historic and archaeological properties, and promote the use of the Georgia Land Conservation Act and how it can serve as an economic incentive to preserve both land and historic and archaeological resources
- Evaluate and strengthen state preservation tax incentives
- Find additional sources of funding for the statewide survey program
- Review tools available to preserve rural resources and historic schools and prioritize the development of new tools for the preservation of these resources
- Pursue funding for a Georgia Historic Courthouses initiative

Objective 1.D: *Strengthen historic preservation partnerships throughout Georgia*

Strategies:

- Spearhead interest in preservation of a variety of historic properties by collaborating with the Georgia Trust, certified local governments, regional development centers and organizations such as the Garden Club of Georgia, the Georgia Chapter of Documentation and Conservation of the Modern Movement (DOCOMOMO), the Society for Georgia Archaeology and other groups
- Formalize the Georgia Archaeological Education Partnership with the Fernbank Museum of Natural History
- Increase the visibility of historic preservation as a factor in sustainable development, tourism and conservation through partnerships with organizations with intersecting interests such as the Georgia Conservancy, the Sierra Club, the Trust for Public Land, and the Archaeological Conservancy
- Continue the heritage tourism partnership with the Georgia Department of Economic Development and the Georgia Trust and emphasize the importance of authenticity in marketing historic resources for tourism purposes
- Preserve rural farms and landscapes through partnerships

The Fernbank Museum and the HPD's archaeology unit have begun an educational partnership to develop programs that research and highlight Georgia's rich archaeological heritage.



Objective 1.E: *Encourage historic preservation planning at all levels of government*

Strategies:

- Target technical assistance to state agencies that own historic properties to promote the stewardship of these resources
- Provide guidance to communities about preservation planning through partnerships with the Department of Community Affairs,

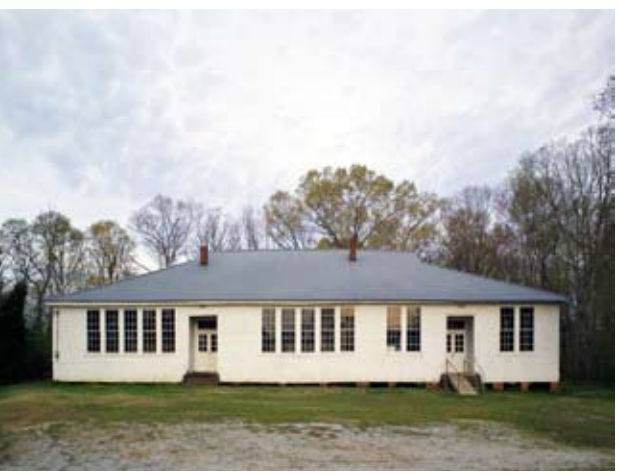
the Association County Commissioners of Georgia and the Georgia Municipal Association
- Enhance guidance to federal agencies on historic preservation planning
- Support the regional historic preservation planning program as an important and cost-effective way of delivering preservation services to all areas of Georgia
- Assist local governments with the development of historic preservation ordinances, where appropriate
- Promote historic preservation as an integral part of planning for development projects of significant, long-term impact
- Update HPD's emergency response plan, including establishing better contact and coordination with the Georgia Emergency Management Agency and Federal Emergency Management Agency, to ensure that historic and archaeological resources are adequately considered in agency emergency management plans

GOAL 2: BUILD A PRESERVATION ETHIC

Objective 2.A: *Increase public awareness of historic preservation and its benefits*

Strategies:
- Unify preservation message and develop and institute a plan to disseminate this message to the preservation community, other stakeholders and the general public
- Establish a dialogue among preservation partners to find ways to enhance the cause of preservation within the state
- Increase awareness about recent past resources and the preservation issues that affect them
- Develop web page, print media, and scholarly articles to communicate preservation programs and activities
- Encourage innovative public outreach and education as components of mitigation for projects that cannot avoid impacting historic properties
- Formalize the education partnership with the Fernbank Museum and develop educational components for archaeological research
- Encourage Georgia communities to become Preserve America communities and to become certified local governments
- Assist certified local governments to promote preservation to their constituents
- Raise awareness about Georgia's historic resources through PBS and other media outlets
- Strengthen and publicize preservation awards programs

Veal School was listed in the National Register in 2005. Located in the rural part of southwest Carroll County, it was constructed in 1900 and expanded and altered in 1929. It is significant in architecture as a good example of a rural one-room public school that evolved to a consolidated public school with four classrooms and an auditorium.



- Strengthen and publicize archaeological education and outreach activities
- Encourage diversity in preservation and expand participation of minorities in Georgia's historic preservation programs

Objective 2.B: *Encourage school districts and education professionals to incorporate historic preservation into school curriculum and activities and increase educational opportunities for preservation students and professionals*

Strategies:

- Identify specific educational programs developed by agencies or institutions such as the Georgia Trust and the Society for Georgia Archaeology and partner with them to support historic preservation and archaeology
- Support the NPS Fort Frederica Teacher's Workshop
- Develop paid internships for preservation students
- Encourage and support the development of a preservation ethic and disseminate information about preservation tools through presentations to colleges and universities
- Partner with Georgia universities that offer courses and/or degrees in public history and historic preservation to identify student projects that will enhance information about historic resources and help build a preservation ethic

Objective 2.C: *Educate public officials about the value of historic preservation*

Strategies:

- Reevaluate the structure of certified local government grants to consider training needs for commission members and other local staff
- Implement recommendations of the report *Historic Preservation in Georgia: Strategic Training Needs for Sustainable Community Economic Development*, to include training about historic preservation in current public officials training
- Explore the National Endowment for the Arts Mayors Design Institute concept and its application in Georgia
- Provide information to elected local, state and federal officials on the value of historic preservation through partnerships with Georgians for Preservation Action and their advocacy and education programs

Michael Miller, Project Manager at the Board of Regents, University System of Georgia, received the 2006 Governor's Award for Excellence in Historic Preservation. Seen presenting the award are Ray Luce, HPD's Division Director, and James A. "Jim" Walters, DNR Board Chairman.

HISTORIC PRESERVATION DIVISION
Georgia Department of Natural Resources

SECTION II:

GEORGIA'S HISTORIC AND ARCHAEOLOGICAL RESOURCES

GEORGIA'S HISTORIC PROPERTIES

Georgia was founded in 1733 as one of the thirteen original American colonies. Since then, its history has been shaped by the activities and interactions of three peoples: Americans of European decent, African Americans, and Native Americans. For two centuries prior to English colonization, the Spanish with their African servants and slaves explored what would later become Georgia. The presence of Europeans and Africans in the "New World" was preceded by thousands of years of Native American occupation.

The 12,000-year history of what we now know as Georgia has left its mark all across the state. Not only in metropolitan areas, where the signs of development are everywhere, but also in the most remote mountain valleys, along and in rivers and streams, across vast stretches of field and forest, deep in seemingly inaccessible swamps, on coastal marshes and islands, even underwater off the coast—there is hardly an acre of land in Georgia untouched by the past.

Physical evidence of Georgia's history takes the form of buildings, structures, and objects, historic and archaeological sites, historic landscapes, traditional cultural properties, and historic districts. These are Georgia's historic properties. Preserving these historic properties and the history associated with them is the goal of historic preservation.

AN OVERVIEW OF GEORGIA'S HISTORIC PROPERTIES

Buildings

Georgia's historic buildings include a wide variety of houses, stores and offices, factories and mills, outbuildings on farms and plantations, and community landmarks.

The Historic Preservation Division (HPD) estimates that approximately 175,000 historic buildings exist in Georgia today. One-third are located in the state's smaller cities and towns, and one-quarter are situated in urban areas. Another quarter are dispersed in rural areas. The remainder are located in suburbs.

Just 5% of Georgia's historic buildings date from the antebellum period (pre-1861). Fifteen percent were built prior to the 1880s when Georgia recovered from the Civil War; 25% date before 1900. Nearly two-thirds were built between 1900 and 1940. Overall, more than three-quarters of all the state's historic buildings were built during the half-century between the 1890s and the 1940s. Many of these buildings have been recorded in historic preservation surveys. Starting in the mid-1940s and continuing through the 1950s, tens of thousands of "new" buildings were built across Georgia, especially in the Atlanta metropolitan area, but relatively few of them have been surveyed.

Houses are the most prevalent type of historic building in Georgia. They make up approximately 80% of all existing historic buildings. Houses range from large, high style mansions to small, plain vernacular dwellings. The oldest documented house in Georgia is the Rock House in McDuffie County dating from 1786; the newest historic houses in Georgia are late-1940s prefabricated "Lustron" houses and early examples of ranch houses. White-columned antebellum plantation houses are quite rare; the most common type of historic house in Georgia is the early 20th-century front-gabled bungalow.

Houses with their landscaped yards and associated domestic archaeological resources form a special category of historic property known as "Georgia's Living Places." In rural areas, historic houses serve as the centerpieces of farms and plantations. In communities, houses grouped together create historic neighborhoods.

Commercial buildings including stores, offices, and other places of business are the second most numerous type of historic building in the state, but they constitute only about 7% of Georgia's historic buildings. Most tend to be concentrated in communities, often forming cohesive business districts or "downtowns," although some like the country store are found in sparsely settled rural areas and others like the corner store are situated in residential neighborhoods. Common commercial buildings include one- to three-story small-town "storefront" buildings, larger city business blocks, and urban skyscrapers.

Industrial buildings in Georgia are not numerous, constituting less than 1% of all surveyed buildings, yet they represent some of the largest, most highly engineered, and most economically important historic buildings in the state. They include factories, grist and saw mills, warehouses, cotton gins, ice and power plants, and loft-type manufacturing and warehousing buildings. A distinctive form of self-contained community, the mill village, grew up around some industrial buildings, usually late 19th-early 20th century tex-

Top: *Old Marion County Courthouse, built in 1847, is an example of Georgia's antebellum period. It was listed in the National Register in 1980 as part of the County Courthouses of Georgia multiple property listing.* **Bottom:** *Atco Goodyear Mill and Mill Village, Cartersville, Bartow County. An industrial mill complex and mill village developed by the American Textile Company in the early 20th century and by Goodyear in the mid-20th century, it was listed in the National Register in 2005.*

tile mills. Rural gristmills with their dams and millponds often are located in isolated areas near sources of waterpower.

Community landmark buildings are a small but diverse group of important historic buildings housing community institutions such as local governments, religious groups, civic organizations, and schools. Common examples include courthouses, city halls, post offices, churches, lodges, theaters, auditoriums, gymnasiums, libraries, jails, hospitals, fire stations, depots, and community centers. Although they account for only about 5% of all historic buildings, community landmark buildings are prominent due to their large size, architectural treatments, strategic locations, and historical associations. They serve as focal points for their communities.

Agricultural buildings are found in most areas of the state, usually grouped with other buildings, structures, and landscape features on farms or plantations. They typically include farmhouses, tenant farmhouses, barns and sheds, storage and processing buildings, detached kitchens, smokehouses, blacksmith shops, and offices. Historically, agriculture dominated land use in the state, and agricultural buildings were numerous across the entire state. Today they are relatively rare and in more urbanized areas of the state have virtually disappeared.

Structures

Structures are defined as "functional constructions made usually for purposes other than creating shelter." Common kinds of historic structures in Georgia include water towers, wells, agricultural

Greene County Courthouse, built in 1848–1849, with the wings added in 1938 and listed in the National Register in 1980 as part of the Georgia Courthouses multiple property nomination is an excellent example of a community landmark building. It is the only remaining 1840s Greek Revival courthouse in Georgia, and is also the only one that has a third floor built to be used as a Masonic Lodge.

outbuildings such as corncribs or silos, fortifications, bridges, icehouses, power plants, railroads, and roads. Other familiar structures include lighthouses, tunnels, and dams.

Another kind of historic structure, less commonly recognized, is the structured environment: the large-scale, two-dimensional plans or patterns that underlie historic development. Historic structured environments include city plans, courthouse squares, agricultural field patterns, land-lot lines, and the layout of parks, gardens, cemeteries, and yards.

Objects

Objects are similar to but smaller than structures. For historic preservation purposes, the term "object" applies to works that are primarily artistic or utilitarian in nature or are relatively small and simply constructed. Although it may be by nature or design movable, an object is associated with a specific setting or a type of environment. Works of outdoor sculpture, monuments, boundary markers, statuary, and fountains are examples of historic objects.

Sites

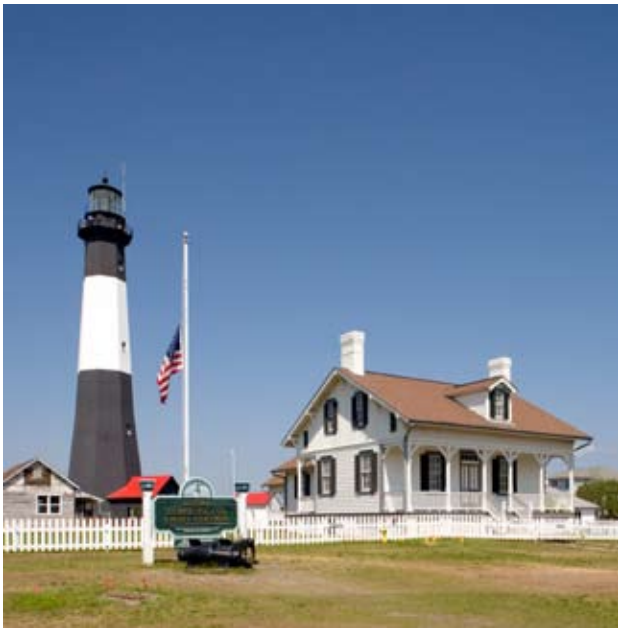
A site is defined as "the location of a significant event…occupation, or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value…." There are several different types of sites in Georgia.

Archaeological sites, both historic and prehistoric, are the most numerous if not the most familiar type of historic property in Georgia.

A wide variety of archaeological sites exist in Georgia. Some are complex "stratified" sites, with various layers representing different periods of occupation and use. Other complex sites are the "multi-component" locations of prehistoric villages and towns with distinct civic, religious, residential, and even industrial areas. Less complex sites may represent a single activity or use, such as hunting or fishing, manufacturing or quarrying, agriculture, or camping. Major river valleys, ridgelines, and the Fall Line have yielded the greatest numbers of archaeological sites. Less-well-known sites are being found underwater, on river bottoms, in coastal marshes, and off the coast on the continental shelf.

Prehistoric archaeological sites in Georgia include monumental earthen mounds and platforms separated by broad open plazas, low shell middens in the form of piles and rings, rock quarries, fishing weirs, rock piles, scattered stone chips and concentrations of broken pottery, house sites, and entire village sites. Historic archaeological sites include Revolutionary and Civil War earthworks, industrial sites,

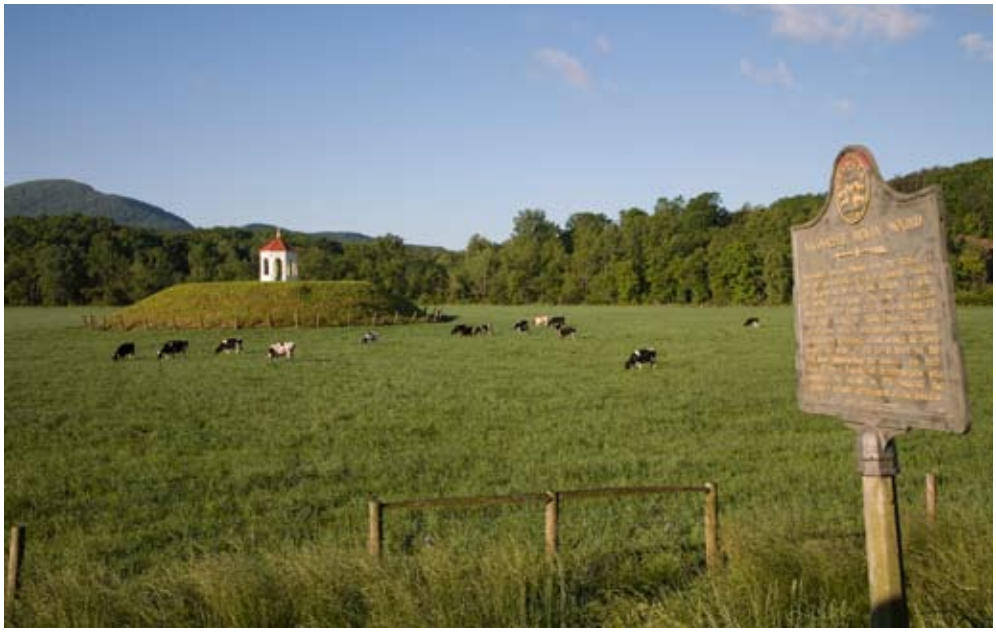
The Tybee Island Light was listed in the National Register in 1982 as a significant structure within the Fort Screven Historic District.



refuse dumps, "dead" towns, Spanish mission sites along the coast, agricultural sites including antebellum plantations and Depression-era tenant farms, and the subsurface evidence of former buildings, structures, and landscape features. Underwater archaeological sites include prehistoric fish weirs, American Indian dugout canoes, colonial wharf complexes along major rivers, ferry landings, and shipwrecks. Cemeteries and individual graves also can be considered as archaeological sites, although state and federal laws protecting burial sites severely restrict their archaeological investigation.

Historic sites are places where an event or activity took place but where there were no buildings or structures associated with the event or activity or where the associated buildings or structures no longer exist. Historic sites are important primarily for the events or activities that took place there, although significant archaeological resources also may be present. Historic sites may have distinctive natural features, such as a mountain or cave or tree, or they may simply be the place where something important happened, such as an open field where a military engagement took place.

Traditional cultural properties are sites that have pronounced historic value to a specific racial, ethnic, or cultural group and that continue to play a vital role in contemporary cultural life. Such sites may be distinctive natural places (such as a mountain top) or historic environments (such as an ethnic neighborhood), or they may be simply a revered spatial location—a special place. Their value is evidenced through tradition, oral history, continuing traditional uses or practices, or common cultural knowledge. An im-



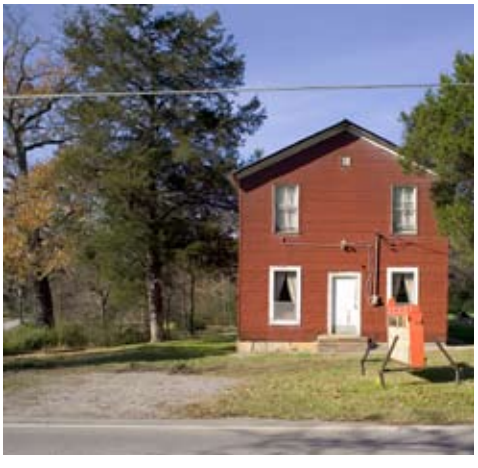
Nacoochee Valley, White County, listed in the National Register in 1980 is an excellent example of a historic landscape in North Georgia. The Nacoochee valley is important in the 19th and early 20th century history of the Georgia Mountains and is significant in archaeology, architecture, landscape architecture, agriculture, industry, and exploration and settlement.

portant difference between traditional cultural properties and other types of historic properties is that the traditional cultural property derives its primary significance not from its physical or structural or archaeological features but rather from its direct and continuing associations with important historic cultural beliefs, customs, or practices of a living community. Relatively few traditional cultural properties have been documented in Georgia—they include the Ocmulgee Old Fields in Macon and New Echota in Calhoun County—although it is likely that many exist; a good example of a possible traditional cultural property is the Hog Hammock community on Sapelo Island, a century-old African American rural community where Gullah-Geechee cultural traditions as well as historic buildings and structures survive.

Landscapes

Georgia's historic landscapes range from small formal gardens to vast expanses of agricultural countryside. Examples include courthouse squares (often the largest public landscape space in a community), city parks, streetscapes in neighborhoods with their street trees and sidewalks, cemeteries (ranging from the formal and park-like to the vernacular), landscaping at institutions like college campuses and vacation resorts, and state parks. A well-documented type of historic landscape is the house yard; nine major forms of historic "domestic" landscapes dating from the 18th century to the mid-20th-century have been identified through the "Georgia's Living Places" project. Farmsteads with their field systems, woodlands, orchards and groves, hedgerows, fences, field terraces, and dirt roadways are another important form of historic landscaping in Georgia. Many of the largest historic landscapes in the state are found in state parks and public and private conservation areas that were developed to reclaim worn-out agricultural and timberlands while providing opportunities for outdoor recreation.

The Chickamauga Masonic Lodge was listed in the National Register in 2006. The lodge is significant in architecture and in ethnic heritage and social history for being built as an African American Masonic lodge in 1924 and continuing in that purpose to the present day. It is the only remaining African American lodge hall in Walker County.



Historic Districts

Historic districts are combinations of buildings, structures, sites, objects, landscapes, and structured environments where the overall grouping, the ensemble, takes on an identity and significance greater than the individual components.

The most common type of historic district in Georgia is the residential neighborhood. Another common type is the downtown central business district. Other important but less numerous types of historic districts include industrial and warehousing areas, school campuses, military installations, parks, and waterfronts. Georgia has several extensive archaeological districts, such as the Etowah Valley district, and several vast rural historic districts

containing multiple farms, rural communities, and historic rural landscapes, such as McLemore Cove and the Sautee-Nacoochee Valleys. Its smallest historic district is a row of three shotgun houses along a street, all that remains of a once-extensive historic African American neighborhood.

African American Historic Properties

Historic properties associated with African Americans form an important subset of the state's historic properties. A large population of African Americans has lived in Georgia, making important contributions to the state's history and culture.

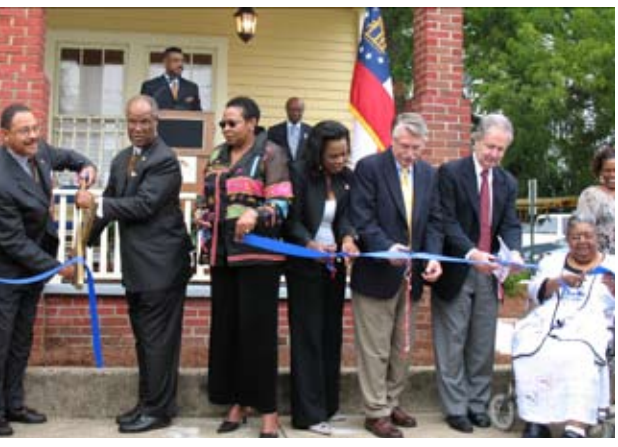
Overall, the pattern of historic properties associated with African Americans in Georgia is similar to the statewide profile in terms of types of buildings and periods of development. However, significant differences distinguish African American historic properties.

First and foremost, there are proportionally far fewer extant historic properties associated with African Americans. Although African Americans historically made up approximately one-third of the state's population, less than 5% of the state's historic properties are known to be directly associated with African Americans.

Second, there are differences in the relative numbers of different types of extant historic buildings. Houses constitute a smaller percentage, while community landmark buildings make up a much larger percentage. Two-thirds of the African American community landmark buildings are churches, compared with one-half statewide. Very few historic African American properties are directly associated with agriculture.

Third, the environmental setting of Georgia's African American historic properties differs from the statewide profile. Greater percentages are in urban areas including smaller cities and towns. Correspondingly smaller percentages are located in rural areas. Far fewer are in suburban areas.

Dedication ceremony at the "Ma" Rainey house, Columbus, August 31, 2006.



Another difference in the environmental setting is due to racially segregated settlement patterns. In many communities, all African American historic properties are situated in the same relatively small area. As a result, large and small houses, community landmarks and places of work, industries and recreational facilities, all are juxtaposed in a distinctive community amalgam that is different from white-occupied historic areas where "zoning," whether by ordinance or practice, tended to separate disparate land uses and building types. In rural areas, many African American houses are clustered in distinctive hamlets, sometimes with a small country store and occasionally a church and school.

Fourth, there are significant differences in the architectural characteristics of houses associated with African Americans. The

percentage of vernacular (or "no academic style") houses is much higher, and there is a greater prevalence of smaller house types and forms such as shotguns, hall-parlor houses, double pens, and saddlebag-type houses.

Finally, with regard to historic landscapes, African American associations are not well documented in existing surveys. Distinctive landscape traditions dating from the antebellum period through the mid-20th century, characterized by strong cultural associations and symbolic meanings rather than visual aesthetics, are just now being recognized. In other cases, documented African American landscapes like the swept yard have virtually disappeared.

HISTORIC PROPERTIES IN GEORGIA

How Many Historic Properties Are There in Georgia?

The Historic Preservation Division estimates that there are about 175,000 historic buildings in Georgia. This includes all buildings 50 years old or older that are architecturally or historically significant and have retained their historic integrity. More than 76,000 historic buildings have been recorded through computerized field surveys; another 50,000 or so are recorded in older paper files. Previously unsurveyed buildings are being added to the inventory at the rate of about 5,000 per year.

No one knows exactly how many archaeological sites exist in Georgia. Because they are mostly underground, or under water, they are difficult to locate without expert field investigation. At the present time, more than 40,000 archaeological sites have been identified and recorded in the University of Georgia's Archaeological Sites File. Only a very small percentage of the state's land area has been systematically surveyed for archaeological sites. Newly discovered archaeological sites are being reported at the rate of nearly 2,000 per year.

Why Do the Numbers of Historic Properties Keep Changing?

The numbers of known and predicted historic properties in Georgia change from time to time, with good reason. On the one hand, known historic properties are lost every year. A historic building may burn to the ground, or an archaeological site may be bulldozed. Each year nearly 1,000 historic buildings are lost statewide. On the other hand, with the passage of time, properties that formerly were not old enough to be considered historic come of age, so to speak, and the expanding scope of history and archaeology encompass properties not previously recognized as historic. In addition, ongoing field surveys identify more historic properties ev-

ery year and provide a better basis for counting and estimating the total number of historic properties in the state.

Why Are More Historic Properties Being Identified?

The process of identifying and evaluating historic properties lies at the very heart of historic preservation. By its very nature, it is a continuing process. Just as time marches on, so does history, and historic preservation with it.

The study of history and the practice of archaeology that underlie historic preservation are dynamic. Both are constantly expanding. For example, historians are now studying what is called the "recent past"—the period from World War II through the 1960s—while archaeologists are pushing back the dates of human occupation in Georgia to 12,000 years and more. Historians continue to expand on the achievements of Georgia's women and African Americans, while archaeologists and ethnologists are beginning to document traditional cultural properties associated with Native Americans overlooked in previous surveys.

An expanding historic preservation constituency is bringing with it a broader view of historic properties. For example, increased participation by African Americans has encouraged the broader recognition of African American historic properties from the earliest days of exploration and settlement to the mid-20th-century civil rights movement. Heightened interest by Native Americans has led to increased sensitivity to many types of prehistoric sites, particularly burials. The important role played by women in Georgia's history has created new interest in the preservation of associated historic properties. Support for the state's Centennial Farm program has re-kindled interest in the history of Georgia's farms. Sites associated with the Civil War continue to be of intense interest.

The Alcoa building in Atlanta, an International style building composed of an extensive aluminum panel system, was built in 1955 to showcase interior and exterior applications of aluminum. It was demolished in 2004.

How Many Historic Properties Have Been Lost?

No one knows how many archaeological sites have been destroyed over the years. But every time ground-disturbing activity takes place, there is the potential for additional loss. Artifacts are destroyed, physical relationships among archaeological features are lost, and along with them goes the potential of the site to yield useful information about our past. It is likely that more archaeological sites are destroyed each year than the approximately 2,000 newly identified sites that are added to the statewide inventory.

Based on continuing studies by HPD, it is clear that the vast majority of all the historic buildings that once existed in Georgia already have been lost. In just the last half-century, nearly 90% of the 810,000 buildings that existed in the state prior to World War II have been lost for historic preservation purposes through

outright destruction or drastic remodeling. And in some counties, in just the past 30 years, more than a third of the buildings that were included in the state's first historic preservation surveys in the mid-1970s have been lost. Losses include vernacular buildings of all kinds, modest houses all across the state, farmhouses including large plantation houses and smaller tenant farmhouses, entire lower- or working-class neighborhoods, many utilitarian agricultural and industrial buildings and structures, and many homes associated with African Americans.

Rural areas have been especially hard-hit, resulting in an oddly skewed impression today of Georgia's historic environment. Historically, Georgia was a predominantly rural state; as late as 1940, nearly two-thirds of the state's buildings and structures were rural. But today, nearly two-thirds of the properties identified in historic preservation surveys are located in towns and cities.

A recent trend in the loss of historic buildings involves houses in neighborhoods dating from the 1910s through the 1950s in growing urban areas which are being rebuilt to accommodate contemporary lifestyles or demolished and replaced with new, larger houses. In one Georgia county alone, the number of mid-20th-century houses being lost each year is equivalent to an entire medium-sized neighborhood subdivision. Another recent trend involves the remodeling or replacement of mid-20th-century "modern"-style commercial buildings in communities of all sizes.

What's on the Horizon in Terms of "New" Historic Properties?

During the next few years, buildings and structures dating from the post-World War II building boom will command attention: houses and subdivisions, schools, churches, and other community landmark buildings, and neighborhood and regional shopping centers. Most numerous will be houses: one-story American Small Houses and ranch houses, split-levels, and two-story "traditionals" and contemporaries. Most will be found in the suburbs around larger cities and in suburban-type subdivisions in smaller cities.

Buildings designed in the non-traditional mid-20th-century "modern" style of architecture will continue to draw attention as more and more of them become 50 years old. First appearing in Georgia in the early 1930s, modern architecture took hold in the 1940s and became pronounced across the state in the 1950s. It is most evident in community landmark buildings such as post offices, libraries, public health facilities, and courthouses. Public schools are the most familiar "modern" community landmark buildings. Other common examples of modern-style buildings are commercial buildings. A unique architectural phenomenon is represented by the mid-century updating of many older commercial buildings in

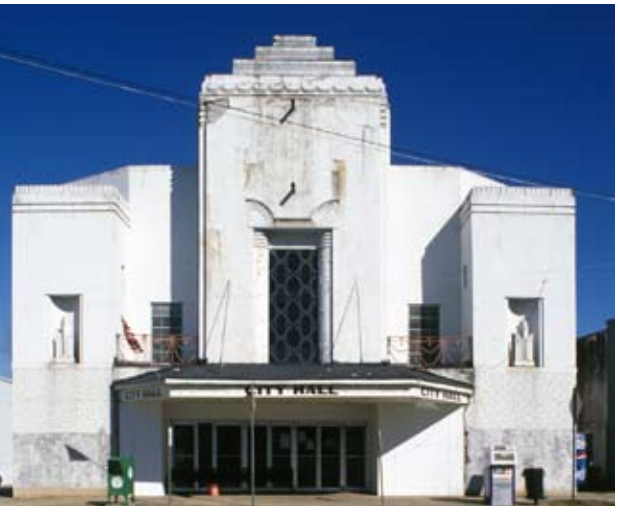
Ranch house on Jekyll Island.

traditional central business districts with new, modern facades.

During the shelf life of this plan, the numbers of potentially historic properties may increase as never before. The decade of the 1950s has the potential to nearly double the number of historic buildings and structures that historic preservation must address, from the current 175,000 to well over 300,000. Innovative ways of dealing with these must be developed if historic preservation is to successfully accommodate this first wave of "modern" historic buildings in historic preservation.

By 2010, another 10,000 archaeological sites will be documented. New kinds of archaeological sites will be investigated, and these as well as previously identified sites will be examined using new techniques and in light of new information. Archaeologists will expand current efforts to document underwater archaeological sites in an organized way. Rivers, tidal streams, and the seacoast can be expected to yield new information about historic maritime and riverine activities. Heightened awareness of traditional cultural knowledge will be brought to bear in cooperative ventures involving archaeological sites associated with Native Americans and African Americans. The modern archaeological record may be critically examined in several respects: World War II-era sites may expand upon current historical documentation and first-person accounts of wartime preparedness, and landfills may provide critical physical evidence of 20th-century material culture and associated lifestyles. On a broader scale, archaeological information derived from pollen, soils, animal bones, and other sources will inform environmental scientists on the scope and kinds of changes to the natural and human environments that occurred hundreds and thousands of years ago and that may affect us in the future.

The Royal Theater, located in Hogansville, Troup County was listed in the National Register in 2001. It is an outstanding example of the Art Deco-style and its monumental scale is unusual for a small-town theater in Georgia.



WHAT MAKES A PROPERTY "HISTORIC?"

To be considered "historic," a property must have three essential attributes: sufficient age, a relatively high degree of physical integrity, and historical significance.

Age: A property must be "old enough" to be considered historic. Generally speaking, this means that a property must be at least 50 years old, although this is just a general rule of thumb. Another way of looking at it is that a property must be old enough to have been studied by historians, architectural historians, or archaeologists so that its place in history is clear.

Integrity: In addition to having sufficient age, a property must retain its historic physical integrity. For a building, structure, landscape feature, historic site, or historic district, this means that the

property must be relatively unchanged. Its essential character-defining features relative to its significance must still be present. For an archaeological site, integrity means that the site must be relatively undisturbed, with its patterns and layers of artifacts and other archaeological evidence relatively intact. For a traditional cultural property, integrity means that the site must be recognizable to today's affiliated cultural group, evidenced through tradition, and still used or revered in some way.

Significance: Finally, and most importantly, a property must be significant to be considered historic. Significance is generally defined in three ways: (1) through direct association with individuals, events, activities, or developments that shaped our history or that reflect important aspects of our history; (2) by embodying the distinctive physical and spatial characteristics of an architectural style or type of building, structure, landscape, or planned environment, or a method of construction, or by embodying high artistic values or fine craftsmanship; or (3) by having the potential to yield information important to our understanding of the past through archaeological, architectural, or other physical investigation and analysis.

How Do We Decide What's Historic?

All of us may have our own personal opinions about what is historic and what is not. Similarly, different social and cultural groups may have different definitions of "historic." Other interest groups in our society may look at historic properties in entirely different ways or may not value them at all. An important part of historic preservation is the establishment of public processes through which determinations can be made as to what is historic and what is not. Once these determinations have been reached, they become public preservation policy. There are several established ways in Georgia of publicly determining whether properties are historic and worthy of being preserved.

National Register of Historic Places: One of the most important ways in which we determine which properties are historic and which are not is through the National Register of Historic Places. Since its creation by an act of Congress in 1966, the National Register has been one of the foundations of historic preservation in Georgia and across the country. It provides uniform standards, a public process, and a national perspective for determining the significance and preservation worthiness of properties. Although the criteria for determining National Register eligibility are essentially unchanged since 1966, their interpretation and application to properties are continuously clarified and updated through published guidance, bulletins, and precedent-setting National Register listings. Listing in the National Register or determining National

Interior detail from the Marsh-Warthen House, located in LaFayette, Walker County. This house, built by Spencer Marsh c. 1836, is significant as an excellent and intact example of a Georgian-type house with original Greek Revival-style and later Colonial Revival-style details. It is a very early example of the new Greek Revival style of architecture on what was at the time the Georgia frontier. It was listed in the National Register in 2005.

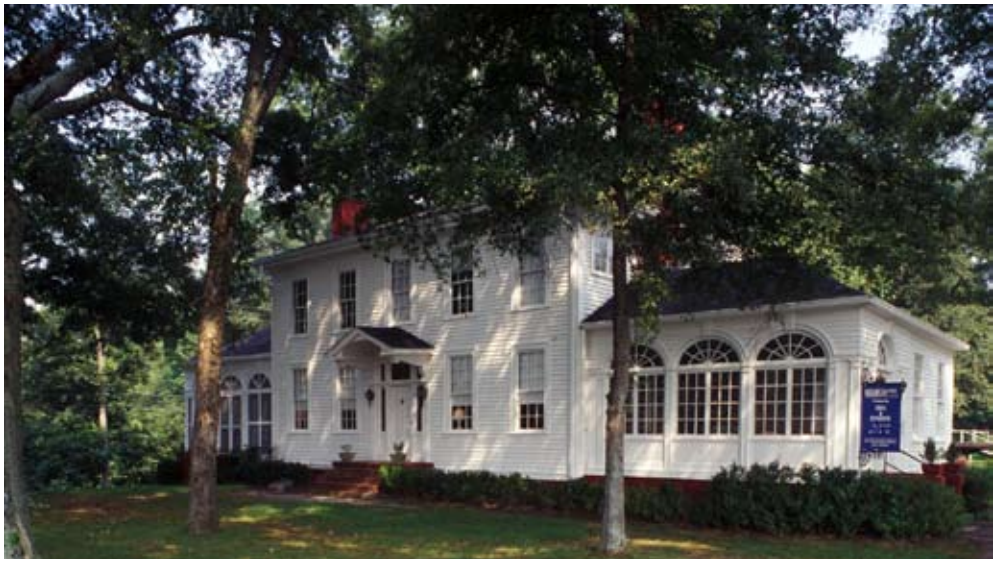
Register eligibility are among the clearest statements of public policy about what is historic and worthy of being preserved.

At the present time there are nearly 2,000 Georgia listings in the National Register encompassing nearly 66,000 historic properties in the state. Historic properties in Georgia are being added to the National Register at the rate of approximately 50 listings representing some 2,000 historic properties per year. Traditionally, Georgia has ranked in the top 10 states in the nation in the number of National Register-listed properties.

Georgia Register of Historic Places: Established in 1989, the Georgia Register of Historic Places is our state's companion to the National Register of Historic Places. Modeled closely after the National Register, the Georgia Register is Georgia's official statewide list of historic properties worthy of being preserved. Properties listed in the National Register are automatically listed in the Georgia Register.

Local Designations: Another important way of determining the significance and preservation worthiness of properties in Georgia is through local landmark or historic district designation. Under the provisions of the Georgia Historic Preservation Act of 1980, local governments can pass ordinances that specify standards and procedures for designating historic properties in their jurisdictions. Criteria and designations may vary from community to community, reflecting local conditions, needs, goals, and prerogatives. At the present time, more than 100 local governments in Georgia have established local historic preservation commissions or have designated local historic landmarks or districts

Planning: Yet another way that local communities can define their historic properties is through local comprehensive development



The Chieftains Museum/Major Ridge Home, located in Rome, Floyd County. A National Register site and National Historic Landmark, it is significant as the former home of prominent Cherokee leader Major Ridge and his family. The decision to accept the treaty that decreed the removal of the Cherokee was made here.

plans. As required by the 1989 Georgia Planning Act, local plans must include consideration of historic properties. These plans provide an opportunity for communities to make a public statement about what is locally considered historic and worthy of being preserved. Other local land-use tools, including zoning, sign, and tree ordinances, can be used to delineate or designate historic properties.

Historical Markers: The state historical marker program uses unique criteria and procedures to identify properties of statewide significance. The oldest of the many ways in which historic properties are identified in Georgia, the marker program dates back to the early 1950s. Originally operated by the Georgia Historical Commission, the program currently is administered by the Georgia Historical Society with assistance from the Department of Natural Resources. Through the marker program, former as well as extant historic properties are officially recognized. Currently there are approximately 2,000 state historical markers in Georgia. They are accompanied by uncounted numbers of local and regional historical markers.

How Are Properties Determined to Be Historic?

Although there are several different ways of determining whether properties are historic, all of these processes share certain essential steps.

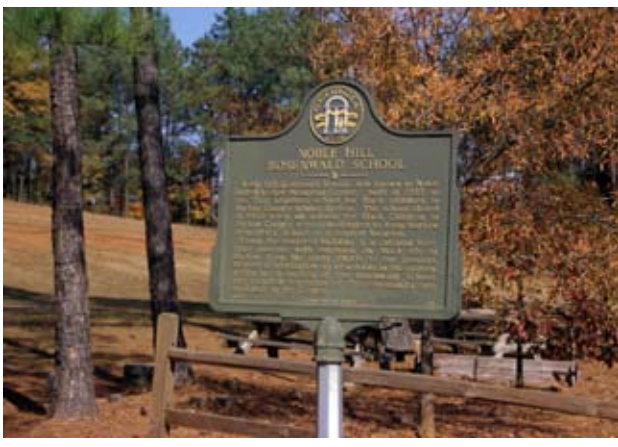
The first step consists of gathering information about a specific property—the facts, so to speak—including a physical description and historical documentation. Maps, plans, and photographs supplement this information.

The second step involves putting the individual property in its place in history, seeing how it "fits" into the larger scheme of things, or determining what role it played, historically speaking. Useful ways of doing this include comparing and contrasting it to similar properties, to historically related properties, or to other properties in the same vicinity. Another useful way is to determine how the property relates to the "distinctive aspects" of Georgia's history. Formal studies called "historic contexts" prepared according to National Park Service standards present contextual information in especially useful ways.

The third step consists of applying criteria for evaluation to the property and what is known about it—a yardstick for measuring its significance, so to speak—such as the National Register of Historic Places "Criteria for Evaluation" or the designation standards found in a local historic preservation ordinance.

Each step of the process involves public input and participation along with appropriate professional involvement. Taken together, these three steps constitute the basic methodology for determining the significance of properties.

This historical marker commemorates the Noble Hill Rosenwald School, now known as Noble Hill-Wheeler Memorial Center. Built in 1923, it now serves as a cultural heritage museum focusing on African American life in Bartow County.



ARCHAEOLOGY PROTECTION AND EDUCATION PROGRAM

Georgia's state archaeology program, based in the Archaeological Services Unit (ASU) of HPD, has expanded and gained experience over the eight years since its inception, so that it now provides a solid basis for identification and protection of archaeological resources all across Georgia. This is very important in the face of our state's considerable growth in the past decade and the projection for continued extensive development in the future. Rapidly growing areas create widespread changes in the landscape that can directly affect archaeological resources.

Why are archaeological sites so different from other historic resources that they warrant a separate unit within HPD? Archaeological sites are similar to historic buildings and landscapes in some ways. However, they are very different in terms of how their significance is determined.

This is best illustrated by examining the National Register of Historic Places criteria for eligibility. Most archaeological sites are determined eligible under Criterion D, which stipulates that for an archaeological site to be worthy of nomination, it must have yielded, or have the potential to yield, information important to understand the past.

How is this determined? The answer to this question lays in the way the scientific method works. Scientific method calls for first posing questions and then laying out what answers might be expected. These "if/then" statements make up what archaeologists call a research design, which guides the fieldwork undertaken. If the archaeological site investigated using these questions yields new information, then it meets the standard set by Criterion D of the National Register. However, what is "new" in archaeology is constantly evolving, as in any other science.

So determining whether an archaeological site is "significant" in terms of National Register eligibility is driven first by the research design. It might not be a site that is associated with an important person, it might not exemplify fine workmanship, or any of the other criteria that the National Register sets forth. In the end, a site's significance is determined in part by the questions that archaeologists ask and the way in which archaeologists go about

gathering data through excavation to answer those questions. This type of information is often included within archaeological context studies. This makes archaeological sites somewhat unique amongst the range of other resources HPD addresses.

An archaeological site's significance is also determined by the measure of its integrity, or how little it has been disturbed. Integrity refers to the relationship between artifacts, which are the objects archaeologists dig up and remove, and features, which are immovable artifacts such as hearths or storage pits, and the layers of soil in which they are found.

Any archaeological site in which the soil layers have been severely disturbed may have lost so much of the spatial relationships among the artifacts, features, and soils themselves that it no longer contains the information necessary to answer valuable questions. If Georgians are to have the benefit of the heritage significant archaeological resources can reveal, we must have an effective program for the identification, preservation, and interpretation of these resources. The ASU is strongly committed to providing the state with such a program.

After its inauguration in 1998, the ASU immediately began focusing on identifying the range and magnitude of archaeology-related issues in the state. The enormous need in the state could have resulted in our racing from crisis to crisis, trying to address priorities "on the fly." To avoid that, however, the ASU organized its most critical responsibilities and activities under several broad themes, to provide a structure within which to work but one that also allows sufficient flexibility for the addition or deletion of projects as priorities shift over time. These themes include topics discussed in the archaeology section of HPD's previous plan, *From the Ground Up: A Preservation Plan for Georgia 2001–2006*, but they also reflect progress made in identifying priorities not yet set at that time and refining others already in place.

The current Archaeology Protection and Education Program is now organized around these six thematic areas:

- DNR service
- Section 106 compliance review
- Cemetery preservation
- Sponsored archaeological research
- Underwater archaeology
- Education

The short description of each theme given below will provide an understanding of how the ASU has and will continue in the future to demonstrate its commitment to the preservation of Georgia's archaeological resources.

DNR Service

The original impetus for incorporating the State Archaeologist position into DNR was to provide a higher level of service to the agency, and so this area, in common with Section 106 compliance review, has been consistently emphasized. DNR service incorporates two broad needs within the agency: first, a need for desk reviews and field investigations required prior to disturbance on lands the agency manages; and second, the enhanced management and interpretation of sites located on DNR-managed lands.

In order to meet these two needs while staying within budget, the Archaeological Services Unit has adopted a two-pronged strategy. First, the Staff Archaeologist carries out small-scale surveys in-house with assistance from other members as needed. On average, the Staff Archaeologist conducts approximately 75 desk reviews or field investigations annually. Desk reviews generally take place in instances where a facility is being replaced, is being built in a previously disturbed area, or where the disturbance is of such small scale (for instance, installing fence posts along a road) as to have no significant effect on any resources potentially eligible for listing on the National Register of Historic Places. Field investigations take place in the event of larger-magnitude activities such as the construction of a trail or cabin or when the landform or other data indicate a high probability for cultural resources to be pres-

CASE STUDY

Spring Place Cemetery and the Chief Vann House

In the early 1800s, Chief James Vann was one of the most powerful leaders of the Cherokee Nation. His house, now a DNR Historic Site, also included extensive fields that were not originally obtained as part of the historic site. Just east of the house, Chief Vann allowed Moravian missionaries from Salem, N.C. to establish a church and school. The Spring Place mission cemetery, referred to as a "God's Acre" in the Moravian Church, was established in 1812. The Georgia Militia closed the Mission in 1833 during the Cherokee removal, and "God's Acre" was all but lost to history.

It had long been speculated that the tiny cemetery was located in a small field at the corner of Highway 52A and Ellijay Street in Spring Place. For this reason, the "Spring Place Mission" historic marker was placed near the site in 1953. It was difficult to find the exact spot of "God's Acre" because the Moravians use flat stones to mark gravesites instead of upright headstones. A traveler in the 1850s was the last to note reading the stones in the cemetery. The exact Spring Place mission cemetery site had been lost for over a century until DNR became involved in the effort to pinpoint the burial ground. With landowner permission, the ASU brought in ground penetrating radar (GPR) to identify the location of the burials. As a result of this archaeological research, the owner of the property donated the tract to DNR. This is a historically significant and sacred place to the history of the Cherokee Nation, the Moravian Church, and the state of Georgia.

ent. When larger-scale investigations are required, the archaeology staff develops a research design to guide the needed work and arranges for it to be contracted out through the appropriate land-managing division.

The second agency need relates to enhancing management and interpretation of archaeological sites under the jurisdiction of DNR. Just as natural resource protection strategies are updated to reflect advances in knowledge or methods, the protection and interpretation of our agency's historic sites are improved using information from archaeological investigations. The following case study illustrates how the Archaeology Protection and Education Program contributed significant new information to the interpretation of DNR's Chief Vann House property, which will also result in better management of this valuable resource.

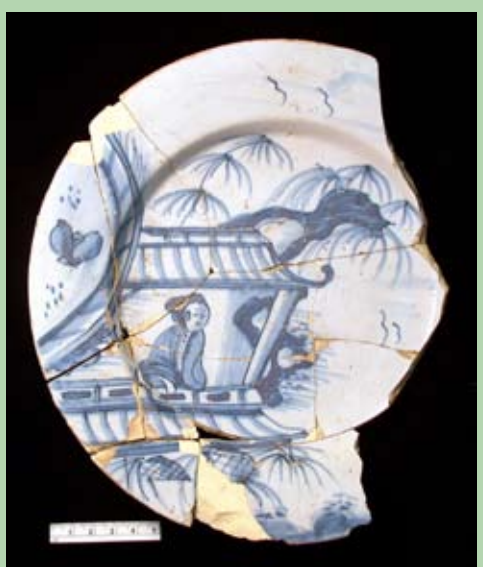
CASE STUDY

Port of Savannah Mitigation

The Georgia Ports Authority (GPA) sponsored an archaeological survey prior to the expansion of a container berth complex. The archaeologists, Southeastern Archeological Services, knew from historical documents there had been a late 18th century plantation on the site that burned during the Civil War. However, investigations turned up artifacts from the early part of the 18th century as well. Further work led to the conclusion that the archaeologists had discovered a trading post associated with one of the most important women in Georgia colonial history—a woman of Creek Indian descent commonly known by her English name of Mary Musgrove.

Musgrove was the daughter of an English trader and a Creek mother and was known as Coosaponakeesa among the Creeks. She is famous in Georgia history textbooks for her part in working with James Oglethorpe to insure peaceful relations between the Indians and the English settlers. As one author has noted, what Pocahontas was to Jamestown and Sacagawea was to Lewis and Clark, Coosaponakeesa was to Oglethorpe. She was also an entrepreneur; her lucrative deerskin trade business lasted from the late 1730s into the 1750s and was based for a number of years out of the post discovered on GPA property.

The work of analyzing the over one ton of artifacts is still ongoing. GPA has financed a new display at the nearby Georgia Coastal Heritage Society museum in Savannah that will be seen by thousands of tourists every year. Lesson plans for area schools and a book on the excavations written for a lay audience will be developed. Numerous talks about the excavations have been given around the state, and the research has been the subject of extensive print and electronic media coverage. The work at Mary Musgrove's trading post has garnered significant favorable press coverage for the Georgia Ports Authority, which has demonstrated good stewardship through its public outreach efforts.



Left*: Early 18th century ceramics from Mary Musgrove's trading post.* (*Photograph courtesy Southeastern Archeological Research*)

Section 106 Compliance Review

When the United States Congress passes a legislative act, it first sets forth its reasons for taking action in a section of the act called "Purpose." The second clause in the Purpose of the National Historic Preservation Act (NHPA) of 1966 as Amended reads: "The historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people."

This clause has an important implication with reference to archaeological sites. The vast majority of sites that are excavated as a result of compliance with Section 106 of the NHPA are described in technical reports that are reviewed and used by the federal agency, the SHPO, and other professionals in the field. While many sites are worthy of excavation solely because of their scientific data and are of interest primarily to archaeologists and historians, others have the potential to speak to the wider community. The question is how to use the archaeological information gleaned from sites to speak to the public and impart that sense of orientation. One answer to this is to persuade federal agencies to consider additional ways of reporting the results of archaeological investigations, such as an informative brochure, museum display, or lesson plans for schools. Permit applicants can see the value of taking archaeological research they have sponsored, to the public. The following case study attests to the success of such an approach.

Cemetery Preservation

Interest in historic cemetery preservation has reached new heights in Georgia in the last several years and likely will continue as development moves into agricultural and forest lands on the margins of the metropolitan areas. Local governments are being called on to meet citizens' concerns for protecting cemeteries. However, the ins and outs of cemetery protection, including legal responsibilities and rights, are often unknown by all the interested parties, which generates numerous requests to HPD for guidance.

Recognizing the growing need for information on a wide variety of cemetery-related topics, and as mentioned in the introductory section of this plan, HPD published a guidebook entitled *Grave Intentions: A Comprehensive Guide to Preserving Historic Cemeteries in Georgia*. Archaeology unit staff answers a steady stream of phone calls and offers recommendations on specific activities such as marker cleaning, providing the text of applicable laws, and suggestions on ways the community can protect a cemetery.

While there are state laws to protect burials from disturbance, the real power for preserving cemeteries rests with local govern-

Christine Neal, HPD archaeological outreach staff, and Brad Cunningham of Augusta, at the Coleman-Leigh-Warren cemetery, Augusta.

ment officials who make land-use decisions. They can implement the state laws but perhaps more importantly, can also enact local ordinances or regulations to preserve cemeteries. Cobb and Newton counties are examples of two local governments that are exemplary in stepping up to the challenge of protecting cemeteries.

Cobb County's Cemetery Preservation Committee is authorized to identify all the cemeteries in the county, record them and provide location information as an overlay on the Cobb County Land Use map. The committee also facilitates the protection of all county cemeteries through periodic inspections and an Adopt-A-Cemetery program.

More recently, Newton County has appointed a cemetery committee and taken to the roads and fields to locate all the county cemeteries with the help of county residents. Cemetery locations are pinpointed using GPS equipment, the cemetery is recorded in a database, and these data are added to a GIS layer for county land use planning. A county ordinance has been passed directing that all cemeteries must be identified on site development plans, a

CASE STUDY

Chocolate Plantation, Sapelo Island

Chocolate Plantation is the subject of research by Dr. Nick Honerkamp of the University of Tennessee-Chattanooga. Dr. Honerkamp directed an archaeology field school there during the summer of 2006 in order to define the nature and boundaries of the site, which dates from 1789 to 1875. Guided by a research design and using a systematic approach, students excavated a total of 117 pits on a 20-meter grid constructed over the entire site, recovering more than 2100 artifacts. Even more surprising was the discovery of more than a dozen structural features, including several historic postholes, two possible cellars or trash pits, and a prehistoric pit of undetermined function.

The work revealed a pattern of artifact distribution across the site that could be used to generate GIS-based artifact density maps. Analysis of these data and the production of GIS layers will be essential to developing interpretations of how the site was structured and used. Given the relatively small area investigated in this particular project, Chocolate Plantation appears to posses an impressively rich archaeological potential.

A highlight of the Chocolate Plantation investigations was an "Archaeology Day" celebration, in cooperation with the Sapelo Island Cultural and Revitalization Society that was open to the public. Approximately 35 residents of Hog Hammock and about 25 other visitors viewed the excavations, field lab, interpretive presentations, and displays that explained the archaeology work and the artifacts that were found at the site.

Left: *Residents of Hog Hammock, descended from enslaved Africans at Chocolate Plantation, visit during Archaeology Day in 2006*. (*Photo courtesy of Dr. Nick Honerkamp, University of Tennessee, Chattanooga*)

professional archaeologist must delineate unclear boundaries, and the cemetery must be bounded by fencing and a buffer.

These two counties illustrate positive local government endeavors to protect cemeteries. Many individuals are putting extraordinary effort as well, and the ASU has provided technical assistance on an array of specific issues. For example, the Coleman-Leigh-Warren cemetery is a one-acre private cemetery near Augusta National Golf Club in Augusta. A local citizen who grew up near the burial ground has spearheaded an effort to save the cemetery and has called on the ASU for guidance a number of times over the last two years.

ASU staff has answered inquires from concerned people in more than 120 Georgia counties between 2001 and 2006, and has given more than 40 presentations about cemetery issues to a variety of groups around the state. ASU staff will continue to offer this type of assistance, along with planning cemetery workshops and additional publications to support cemetery preservation.

Sponsored Research

One of the ways that DNR acquires knowledge necessary for management and interpretation of archaeological resources is by hosting and supporting visiting researchers. Through sponsoring research projects, ASU makes a significant contribution to DNR's ability to interpret and preserve its archaeological resources for the benefit of the public. The ASU will continue its efforts to select worthwhile research projects, such as the work recently completed at Chocolate Plantation on Sapelo Island.

Underwater Archaeology

Underwater archaeology is a new thematic area for the Archaeological Services Unit that was initiated in 2003. From the start it was recognized that due to budget and staff constraints, partners would be critical to the launch of the program. After examining several possibilities, HPD partnered with the Georgia Southern University (GSU) Applied Coastal Research Laboratory, located at the Skidaway Institute of Oceanography on Skidaway Island, just southeast of Savannah, Georgia.

The partnership is administered through a $10,000 contract, under which the GSU lab provides office space for the ASU's underwater archaeology staff. GSU also furnishes typical office functions as well as GIS expertise, IT support, a graphic illustrator, boat mechanics, dockage, and many other things that go into underwater archaeology.

To begin the work of documenting and protecting Georgia's underwater archaeological resources, ASU also partnered with

CASE STUDY

West Point

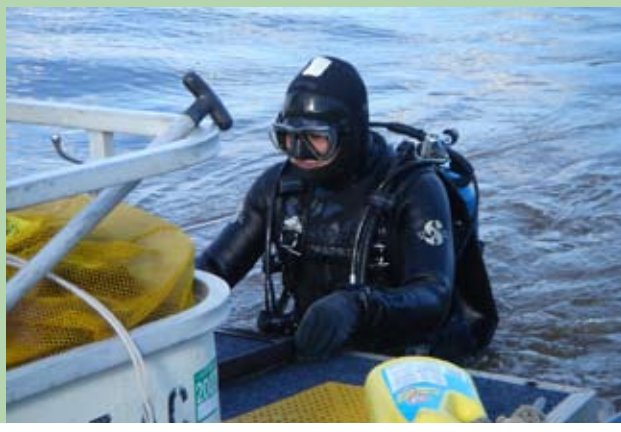
West Point flourished as a cotton market and collecting point, relying on its railroads for supplies and communications from the time of Indian Removal in the 1830s until the Civil War. During the closing days of the Civil War, the Battle of West Point was fought as the town, its bridges and infrastructure were burned. As the town rebuilt after the war, cotton again ruled the economy as two textile mills began production by 1869, utilizing the Chattahoochee River for power. The textile industry grew and by 1880, the West Point Manufacturing Company, which is today's West Point Stevens, expanded its mills and began to employ steamboats.

Local sport divers in the West Point area, aware of their community's numerous archaeological sites, approached the ASU in September 2002, and offered to volunteer their time to map the resources in the Chattahoochee River. Concerned about uncontrolled artifact collecting and seeking an outlet for local diving, the divers formed the West Georgia Underwater Archaeology Society and took the lead in the archaeological investigation and protection effort. ASU arranged for the group to be trained through the South Carolina Institute of Archaeology and Anthropology's Sport Diver Archaeology Management Program.

Sport divers, ASU staff, and other DNR personnel completed side scan sonar and dive operations that resulted in the identification and mapping of numerous submerged resources, among which were two stern wheel steamships, a 1930s racing boat, wagons associated with the Civil War destruction of the town, and the remains of an 1838 covered bridge (possibly the oldest structure in West Point still partially extant).

Early in 2002, in cooperation with the University of Georgia's College of Environment and Design and the Georgia Department of Community Affairs, the city of West Point held an intensive planning session involving city leaders, planners and citizens to "provide a fresh viewpoint on revitalization opportunities." Key recommendations included visitor and resident activities along the Chattahoochee River with overlooks, river walks, informational plaques and educational materials centering on the new riverfront Civic Plaza. This new plaza is at the center of the primary underwater archaeology site adjacent to West Point's public buildings. In August of 2004, the City of West Point acted on these recommendations by accepting the donation of 178 acres of riverfront land from the Trust for Public Land. This donation will form the basis of a walking trail system connecting West Point Lake to downtown West Point. Integrating the city's revitalization efforts with the ASU's underwater archaeology project was a natural progression.

The ASU is planning Georgia's first underwater archaeology trail or underwater park in this community, to encourage the community of West Point to take a more active role in the management of their submerged cultural resources while hopefully boosting the local tourist and allied businesses economies. The archaeology work is also providing the basis for interpretive signage along the planned walking trail and the exhibits for a future transportation museum in West Point.



Right: *DNR underwater archaeologists work with volunteers across the state to document submerged resources.*

CASE STUDY

Ft. Frederica Teachers' Workshop

Each summer ASU staff participates in teaching the Archaeology Education Program at the Fort Frederica Teachers' Workshop. This workshop is an exciting way for fourth grade teachers in Glynn County to help students learn the required state quality core curriculum objectives through hands-on and innovative activities relating to archaeology. A partnership between the Glynn County School System and the National Park Service at Fort Frederica National Monument has made this workshop possible. The Glynn County School Board incorporated the program into the school system's fourth grade curriculum in 1994.

Students become active participants in learning through this program. Once the students have completed background lessons in the classroom, they participate in an actual archaeological excavation, where they practice the skills they have learned. Students then spend a full day in the archaeology lab analyzing the artifacts. Through the study of archaeology, students learn facts and methods in science, language arts, social studies, and mathematics in a practical, hands-on approach. This program fosters a high degree of interest and the students are enthusiastic learners, enabling them to learn about the importance of their historical and cultural resources.

neighboring state archaeology offices such as the South Carolina Institute of Archaeology and Anthropology, and with avocational dive groups like the West Georgia Underwater Archaeology Society (WGUAS). In fact, organizations like WGUAS and its sister group, the North Georgia Underwater Archaeological Society are increasingly important to the ASU's underwater program, not just in getting field projects done but also in reaching out to divers and the public across the state. One such example of a current project comes from the town of West Point, on the lower Chattahoochee River in Troup County.

Education

For the statewide Archaeology Protection and Education Program to be successful in the long term, an archaeology conservation message has to reach citizens—especially young citizens. Partnering with other organizations that have educational expertise provides the ASU with short-term assistance and long-term models on which to build in the coming years.

CONCLUSION

Predicting the emergence of resource management needs is difficult for any new program, and the Archaeology Protection and Education Program is no exception. This is especially true in the context of recent state and federal budgets, which mandate very

careful allocation of time and money. The ASU organized its most critical responsibilities and activities under the broad themes discussed above. These provide a structure within which to work and allow sufficient flexibility for the addition or deletion of projects as priorities shift over time.

In order to extend the reach of the archaeology program, the ASU has identified partners both within and outside of the Georgia DNR over the last several years. These partners are drawn from a range of institutions, including state agencies, federal agencies, universities, and various constituent groups. The overriding goal over the coming several years will be to systematize those relationships and identify ways to expand the most critical thematic activities by working with partners.

SECTION III:

THE PLANNING PROCESS

HISTORIC PRESERVATION AND HOW IT WORKS

As the state grows and changes, there is an increased desire and need to preserve Georgia's historic places. Fortunately, the preservation constituency is also expanding. It includes owners of historic properties and activists, planners and developers, elected officials and volunteer commissioners, African Americans and American Indians, archaeologists, architects and landscape architects, Civil War enthusiasts and Civil Rights activists, nonprofit organizations and government agencies, academic institutions, environmentalists and business owners, farmers and suburbanites, open space supporters and economic development specialists, children in classrooms and graduate students, affordable housing advocates and museum curators. They support preservation for different reasons and see its value from different perspectives. Yet they are all preservationists.

Preservation comprises an ever-widening field of interest and influence. It includes tourism, economic development, open space protection, heritage education, rehabilitation of historic buildings, community quality of life, affordable housing, smart growth, downtown revitalization, cultural celebration, archaeology, and design and craftsmanship. The challenge is to meet the needs of and provide services to this diverse constituency at a time when demand for preservation is growing and resources to meet demands are shrinking. The answer to this challenge lies in strategic planning and strong partnerships.

The preservation of historic resources occurs primarily at the local level through the commitment and actions of citizens and organizations. Support, training, technical assistance, funding and guidance are provided at the state level, with reliance on the federal infrastructure of laws, standards, criteria and funding.

PRESERVATION AT THE LOCAL LEVEL

Historic preservation at the local level ranges from individual preservation of a local landmark to the revitalization of a historic neighborhood or downtown. It may take the form of

a preservation component in a comprehensive plan or the passage by a city council or county commission of a preservation ordinance and the creation of a preservation commission. All these activities are initiated within the local community but are encouraged and assisted by regional and state organizations.

Local Historic Preservation Planning

Since passage of the Georgia Planning Act of 1989, communities have had the opportunity to integrate preservation into their overall comprehensive planning process. Historic preservation is considered as communities plan for economic development, determine future land use, formulate a housing strategy or plan transportation improvements.

Local Historic Preservation Review Commissions

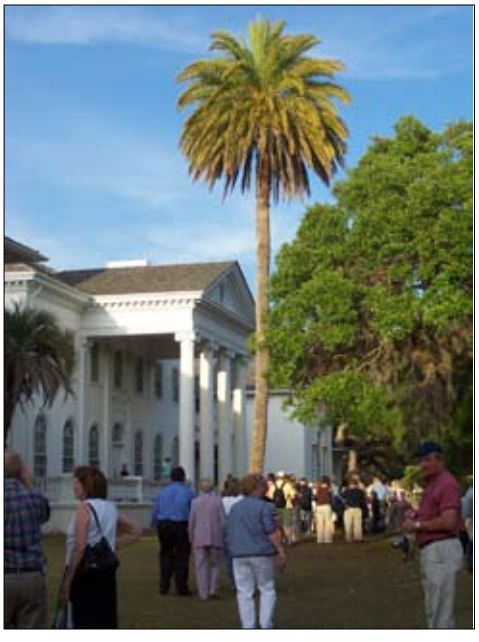
The Georgia Historic Preservation Act of 1980 (OCGA 22-10-40) is the state's enabling legislation that gives local governments the authority to designate properties and establish a design review process for their protection. Through the process of review and approval, a local commission ensures that changes respect the historic character of designated districts. The design review board makes citizen-based decisions about the appropriateness of new design and changes to historic buildings. This process protects the visual character of a district as well as its economic value.

The number of historic preservation commissions in Georgia and the nation has increased rapidly over the past 26 years. These commissions designate and regulate historic properties under a local historic preservation ordinance. They also provide a focus for local preservation activities. Georgia had only seven preservation commissions in 1976, but grew to 90 by the year 2000, an increase of 900%. By 2006 the state had 126, an increase of an additional 25%. Responding to the diverse and growing needs of preservation commissions in Georgia continues to be a challenge.

Certified Local Governments (CLGs)

Seventy-five Georgia communities participate in the CLG program, choosing to enter into a preservation partnership with HPD and the National Park Service (NPS). By passing a preservation ordinance and establishing a local commission that complies with the Georgia Historic Preservation Act, these communities have made a commitment to actively protect their historic resources. This partnership establishes a relationship among these local governments and the state and federal agencies carrying out historic preservation programs. CLGs benefit from this status by receiving technical assistance and by being eligible for grant funds passed through HPD from NPS.

Top: *Historic Preservation Commission members from across the state gather in St. Marys to attend training, 2007.* **Bottom:** *Local commission members visit Plum Orchard at Cumberland Island National Seashore, administered by the National Park Service, during their commission training in St. Marys. (Photos courtesy of St. Marys Downtown Development Authority)*



Grants have helped fund local design guidelines, tourism brochures, educational materials, historic resources surveys and National Register nominations, building rehabilitation plans, community preservation plans and actual rehabilitation costs. Local recipients must match these grants either with comparable dollars or in kind services. In Georgia, almost 60% of preservation commissions are also CLGs.

Other Local Preservation Efforts

Locally based nonprofit organizations lead local preservation efforts in all of Georgia's major metropolitan areas. Their functions and services vary, but all are leaders in advocating preservation. Main Street and the Georgia Better Hometown programs, encouraged through the Georgia Department of Community Affairs, promote downtown and community revitalization through economic development, local organization, promotion and good design. These programs are bringing historic communities back to life in over 100 cities across the state. Downtown development authorities, merchant and neighborhood associations, and façade improvement programs are having a positive effect on historic buildings in downtowns and neighborhoods.

Local museums house archival collections and genealogical resources and present exhibits on local history. Countless individuals are active in local issues that impact historic resources. Owners of historic buildings maintain and rehabilitate their property, often without realizing that they are the backbone of the preservation movement.

Needs at the Local Level

State and regional organizations must provide local governments with tools necessary to accomplish preservation, which is most effective at the local level. The most requested assistance is funding for preservation of historic structures. In addition, more technical assistance about current preservation techniques is needed.

Local governments also need more funding to undertake comprehensive historic resource surveys. They want assistance in the correct procedures to enact and enforce a local historic preservation ordinance and to create a preservation commission. Communities that already have commissions are in need of ongoing training for their members. Training also should be designed for mayors and city council members.

Communities need current publications about preservation issues and computer technology to map historic resources and exchange information. They need to take advantage of recent advances in web and GIS technology to increase their access to information about preservation tools and resources.

Many preservation activities span municipal boundaries. It is often necessary for local governments to work together on a regional level to accomplish their goals. Georgia has in place a network of 16 regional development centers (RDCs) to provide planning assistance throughout the state. Since 1978, planners have been on staff at most of these RDCs to assist local governments, groups and individuals with preservation activities. Currently, 14 of the 16 regions employ a preservation planner.

This program has been extremely effective in bringing HPD programs and other preservation related activities to regional and local constituents. With the passage of the Georgia Planning Act of 1989, the state mandated that all communities produce a comprehensive plan. Since RDCs provide staff to produce many of these, the preservation planners have had the opportunity to integrate the preservation of historic resources into the planning process.

With the large size of the state and the growing number of requests for assistance, it is virtually impossible for HPD to provide all the technical assistance, site visits and project oversight necessary. It is essential to the future success of preservation efforts that there is continued support for the regional preservation planning program and its expansion to cover the entire state.

The Old Athens Cemetery is located at the University of Georgia campus.

Statewide Historic Preservation Network

Georgia enjoys a strong statewide preservation network. Organizations include HPD, the Georgia Trust for Historic Preservation, the Georgia Alliance of Preservation Commissions; Georgians for Preservation Action; the Office of Public Service and Outreach at the School of Environmental Design, University of Georgia; the Georgia Civil War Commission; the Georgia African American Preservation Network; the Society for Georgia Archaeology; the Georgia Planning Association; the three colleges and universities that offer degrees in historic preservation, and many others.

The majority of preservation services statewide are provided by HPD, The Georgia Trust, historic preservation planners at the RDCs, and the Office of Service and Outreach at the University of Georgia with the help and cooperation of other groups. The Georgia Trust for Historic Preservation administers several house museums and offers services that include heritage education, Main Street design assistance, training, advocacy, a statewide revolving fund, scholarships, preservation awards and general information about preservation. The University of Georgia Office of Service

and Outreach provides hands-on assistance and training to local governments, information and education services, community planning and design assistance and advocacy.

The Georgia Trust also coordinates advocacy groups and local non-profit historic preservation organizations on issues that relate to preservation. Georgians for Preservation Action (GaPA) is a grass-roots alliance coordinated by the Georgia Trust that brings together all the major preservation interests to advocate the protection of and funding for historic resources. The Georgia Trust effectively represents 8,000 members through advocacy activities at the local, state and national levels.

The African American Historic Preservation Network, housed at HPD, coordinates preservation issues related to African American resources through a network of more than 2300 members, the award-winning newsletter Reflections, conferences, lectures and technical assistance throughout the state.

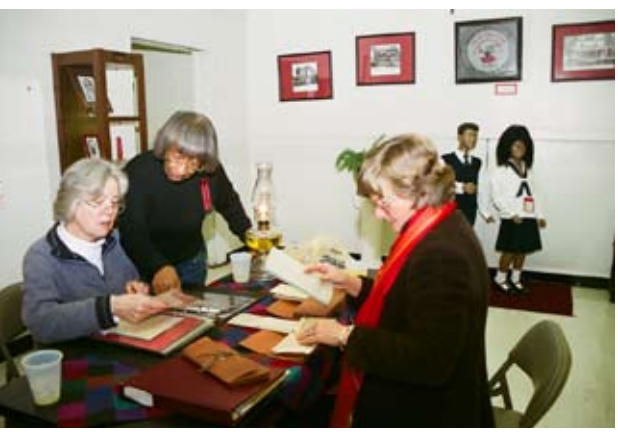
Other state agencies and statewide organizations such as the Georgia Department of Community Affairs, the Georgia Department of Transportation, Association County Commissioners of Georgia, Georgia State Archives, Georgia Municipal Association, and the University System of Georgia, among others, also contribute to preservation efforts across the state.

FEDERAL AND NATIONAL SUPPORT FOR PRESERVATION

Since passage of the National Historic Preservation Act in 1966, and amendments in 1980 and 1992, the federal government has taken a leading role in the creation of national policies for preservation. These policies form the foundation for preservation on the state and local levels. The 1966 Act established the National Register of Historic Places, created the Advisory Council on Historic Preservation, and created the nationwide system of state historic preservation offices through which preservation funds and services are provided. Sections 106 and 110 of the Act establish the responsibility of all federal agencies to inventory, designate and protect historic properties that they own or affect.

The National Park Service (NPS) is the lead federal agency relating to historic preservation. NPS establishes standards and policies as well as administers the Historic Preservation Fund, which helps support state historic preservation offices nationwide. NPS administers the National Register of Historic Places and numerous other programs and activities essential to preservation. The National Register criteria, the *Secretary of the Interior's Standards for the Treatment of Historic Properties* and the *Secretary of the*

Participants examine historic memorabilia at Cauley-Wheeler Building, Haines Alumni Association. GAAHPN annual conference held in Augusta, 2007.



Interior's Standards and Guidelines for Archaeology and Historic Preservation have become benchmarks by which historic resources and preservation activities are measured. In addition, NPS develops technical information and distributes it nationwide.

The National Trust for Historic Preservation is the national non-profit preservation organization chartered by Congress in 1949. The National Trust operates house museums, provides funding for projects, advocates for preservation, provides information and publications, and works in cooperation with state and local organizations to help preserve historic places. The Trust's Southern Regional Office in Charleston, South Carolina, serves the state of Georgia.

Other national organizations that promote the preservation of historic resources include the National Conference of State Historic Preservation Officers, the Advisory Council on Historic Preservation, Preservation Action, the Society for American Archaeology, the Association for Preservation Technology, and many others. The Association for Preservation Technology has local chapters as well. The Georgia chapter was established in 2003. The international organization DOCOMOMO (Documentation and Conservation of Buildings, Sites and Neighborhoods of the Modern Movement) has a United States chapter and a local Georgia chapter as well.

Society for Georgia Archaeology members visiting Ocmulgee National Monument, in Macon. (Photos courtesy of Michael Shirk)

THE PLANNING PROCESS AND PUBLIC PARTICIPATION

An effective historic preservation plan must do many things. It must represent views of those who will implement it and those who will be affected by its implementation. It must consolidate the myriad of issues confronting preservation and anticipate how those issues will evolve in the future. The plan should focus on the highest priorities, effectively addressing threats to historic resources, yet it must also be practical and present visions and goals that reach beyond the present practices and ways of thinking.

Creation of a preservation plan is just one part of a larger, ongoing planning process. The teamwork of the Historic Preservation Division (HPD) staff, with the assistance and input of other Georgia preservationists, is the foundation of the process as well as the strength and force behind the continuing evolution of Georgia's preservation goals and activities. The implementation and success of a statewide plan is impossible unless those in the state's preservation community share these common goals and objectives.

This plan was developed as the successor to *From the Ground Up: A Preservation Plan for Georgia, 2001–2006*, published in 2001. The preparation and implementation of a statewide comprehensive plan for historic preservation is required by the National Park Service (NPS) for the participation of a state historic preservation office (SHPO) in the national historic preservation program. In Georgia, HPD, a division of the Department of Natural Resources (DNR), administers the SHPO programs.

PUBLIC PARTICIPATION

Initiation

The planning process began in 2005 when a HPD state plan committee was formed and continued to meet regularly to ensure that the planning process was well focused. HPD's annual staff planning retreats analyzed and discussed the vision, mission statement, and goals and gathered further input from the people responsible for the new plan's imple-

mentation. In addition to discussions about historic resources, contexts and changes in Georgia's physical environment over the last five years, staff voiced the need for a more efficient delivery of preservation services and a concerted effort to identify innovative funding sources and partnerships to enhance the preservation cause.

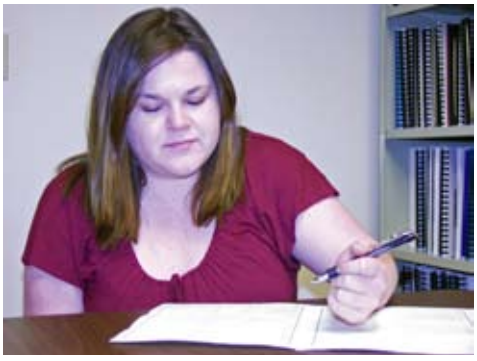
HPD also targeted other groups. The regional preservation planners' retreats in April 2005 in Thomasville and October 2006 in Atlanta and various meetings with the Steering Committee of the Georgia African American Historic Preservation Network included presentations and discussions about the state plan.

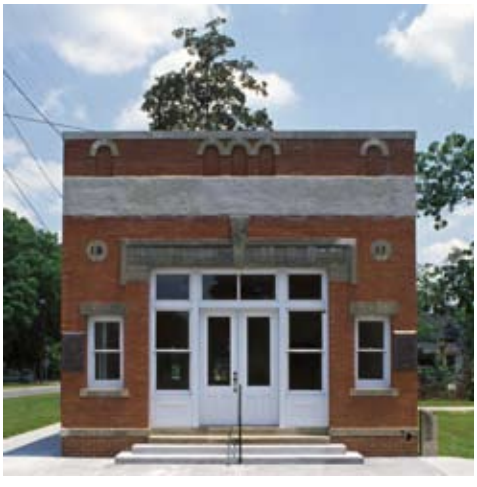
Public Planning Forums

In October of 2005, HPD held two planning forums in Athens and Tifton. The forums were advertised through HPD's electronic newsletter, press releases to the print media, and local cable television. The Athens forum was organized in partnership with the Northeast Regional Development Center, the Unified Government of Athens-Clarke County and Athens-Clarke Heritage Foundation. The Tifton forum was organized in partnership with the South Georgia Regional Development Center and the city of Tifton. These forums first provided information to the audience on HPD's vision, goals, and priorities and then elicited, through discussion, views from the audience. Forum participants included owners of historic properties, members of local non-profits or historic preservation commissions, members of city councils and regional development centers' staff. The audience at both forums provided valuable suggestions on what they considered to be the most important preservation issues facing the state and what preservationists' priorities should be. The main concerns centered around the need to preserve rural resources, to do a better job of promoting preservation successes, the need for advocacy at the local level, the need to

Historic downtown Athens. Athens hosted one of the preservation planning forums held in October 2005.

Top: *More than 500 persons completed HPD's planning questionnaire, providing valuable input for the state historic preservation plan.* **Bottom:** *The Bank of Surrency, located in Surrency, Appling County. The City of Surrency received a 2001 Georgia Heritage grant for exterior restoration work. Built in 1911 and listed in the National Register in 2003, it is now used as a welcome center and a local history museum.*





increase public awareness and education about historic preservation, the need to document and emphasize the short and long term economic benefits of preservation versus new construction and to emphasize that a preservation ethic makes economic sense. Forum participants indicated that rural resources, historic downtowns and historic schools were especially threatened and should be considered planning priorities.

Questionnaire Results

In a further effort to seek the input of as many people as possible, HPD distributed a questionnaire through mailings, site visits, meetings and public forums and posted it on its website for a two month period from September to November 2005. This effort proved to be a success, with over 500 questionnaires completed and returned.

Respondents identified the following preservation activities as the most important: historic preservation grants (Georgia Heritage grants, Certified Local Government grants), partnering with local organizations to enhance historic downtowns and rural areas, heritage tourism, survey of historic buildings and structures, and historic preservation tax incentives. Respondents considered the five most important resources to be main streets and downtowns, public buildings, residential neighborhoods, cemeteries and African American resources.

Respondents felt that HPD should focus on grants to communities, historic preservation planning, tax incentives, technical assistance for local and community preservation planning and on the Georgia and National Register of Historic Places. They also indicated the desire for more preservation training and on-site assistance, as well as preservation information provided through HPD's website, publications, lectures and presentations.

These results seem to indicate that, at least among those who responded, the importance of historic preservation is clear and that there is a constituency that acknowledges the need to expand existing resources and identify new ones to better preserve and use Georgia's historic properties.

Why Is the Preservation of Georgia's Heritage Important to You?

The questionnaire also included two open-ended questions intended to elicit a more personal response. Although not as many respondents chose to answer these questions, an analysis of these revealed some important themes. The first open-ended question asked "Why is the preservation of Georgia's heritage important to you?" The most prevalent response to this question had to do with the themes of history, education, understanding and culture. Comments in this category reflect people's understanding that education about preservation is important, and that history is im-

portant to Georgia's future and vital to future development. Several had the quote "you don't know where you are going if you don't know where you've been."

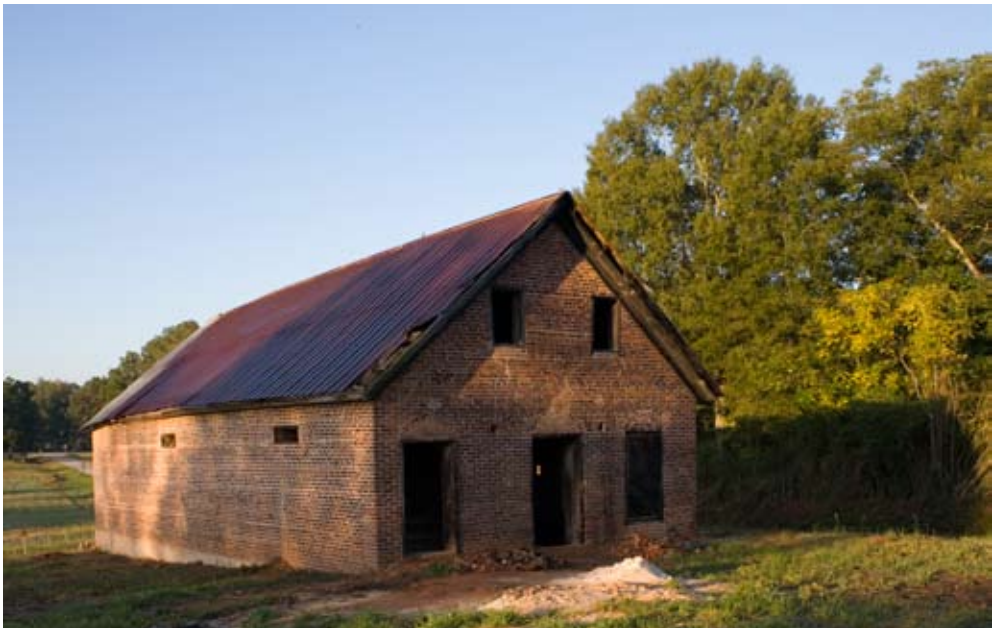
Another theme expressed was that of Family and Heritage. Comments in this category seemed to come from Georgia natives that are proud of their state and heritage and want to pass that heritage on to their children, grandchildren and future generations. Another important theme was Pride and Sense of Place. Comments reflected the importance of local community and preserving the things they are proud.

The theme of Identity was also expressed. People need to know who they are and how they relate to one another, the landscape and other resources. People want to identify with Georgia and how they relate to its history and heritage. Several responses mentioned wanting to see and learn more about Georgia's resources, while others mentioned the richness of these resources.

Another important theme was "Once It's Gone It's Gone." Many voiced concern that when historic resources are destroyed, rebuilt or demolished they are gone forever. History is fragile at best, and people expressed a great sense of stewardship. Other respondents saw preservation of Georgia's heritage as important for tourism and economic development. People realized that tourists want to see historic sites and that Georgia has a rich history and can position itself to attract tourists.

Respondents also indicated the need to plan for the future. They are concerned about uncontrolled development and its dam-

The Whiskey Bonding Barn, located in Pike County, near Molena, is a Georgia Register listed property. Pike Historic Preservation, Inc. benefited from a 2007 Georgia Heritage grant for floor repair and replacement.



age to historic resources, including residential and rural areas. They believe that controls are needed and a choice must be made on how much development communities will allow and what kind of development they want. There seemed to be a feeling among respondents that not every community wanted to be or feel like Atlanta, that there are advantages to every local area, whether large or small and that people value the unique character of their communities.

What do you consider to be the most important preservation issues facing Georgia now and in the next five years?

The second open-ended question asked "What do you consider are the most important preservation issues facing Georgia now and in the next five years?" The prevalent theme in the responses to this question was public education. Respondents emphasized the need to educate the public, from school children to local leaders, about historic preservation. Second, the lack of federal and state funding for historic preservation was an issue of concern. The respondents indicated that rehabilitation projects require adequate financial resources, that the state historic preservation office needs more resources to run its programs and that grant funding should be increased.

Another important theme was the need to curb urban sprawl and its encroachment on neighborhoods. Sprawl has long been thought of as a problem only in large cities. Respondents are realizing that the problem extends to residential neighborhoods as well as rural areas. Respondents saw this as an issue that preservation planning should focus. Respondents considered the preservation of historic landscapes, gardens, rural areas and farmlands as very important. The identification of historic resources by conducting surveys and keeping an accurate and up-to-date inventory is also considered crucial in preservation.

The Fitzgerald hotel, is located in the City of Washington's Commercial Historic District, Wilkes County. Built at the turn of the 20th century, it was recently rehabilitated using federal historic preservation tax incentives, at a cost of 1.8 million dollars.

Many respondents described the loss of historic properties as a major concern. Some respondents pointed out that historic resources are becoming eligible to the National Register every day and an effort should be made to identify these resources before it is too late to preserve them. The destruction of Civil War battlefields and historic cemeteries were mentioned as issues as well.

The need to provide better tax incentives for the preservation of residential properties was a concern, as well as the documentation and preservation of mid-20th century properties.

Some respondents were concerned about recent efforts to weaken Section 106 and NEPA. Many respondents perceive development interests to be out of control and mentioned the need for legislation that will curb unplanned growth. Respondents recognized that legislative support is essential for the future of pres-

ervation and mentioned the need to educate local public officials about the value of preservation. Respondents also pointed out that although growth is important, it should not be at the expense of historic buildings. They were aware that local character and sense of place is lost if there is no historic built environment. Respondents feel that growth can be accomplished, but that it needs to be compatible with historic resources and should be planned.

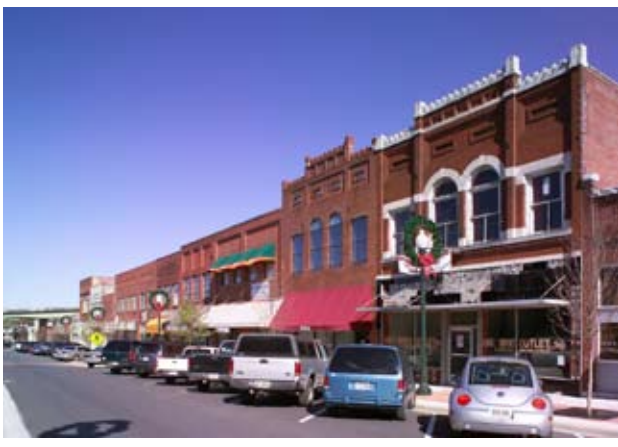
The Peer Review Process

The written plan *Georgia's State Historic Preservation Plan 2007–2011; Building a Preservation Ethic* was developed throughout the second half of 2006, based on public input, historic resource data, economic and growth trends, and HPD's own experiences. The draft was posted on HPD's website and reviewed by peer reviewers selected to represent a broad cross-section of opinions, regions, professional expertise, and areas of interest in preservation. The reviewers offered constructive comments and ideas, many of which are incorporated in this Plan.

Among the comments received were those that suggested more information on how the Plan goals, objectives and strategies were to be implemented. Although new objectives that relate to public education about preservation and more specifics concerning the need to focus on surveys and on developing innovative preservation tools were added to the Plan, specific implementation items were omitted in favor of developing these as part of HPD's annual work plans. Another comment noted the lack of disaster planning in this document. Although detailed disaster planning is beyond the scope of this document, the comments were addressed by incorporating strategies that focus on better coordination with agencies charged with disaster planning, the need for comprehensive surveys of historic and archaeological resources and the need to provide better tools to assist communities in the event of a disaster that affects historic properties.

Lastly, various reviewers commented that the Plan lacked a discussion of the universities' role in preservation, as well as the role of local preservation organizations, certified local governments and regional development centers. Information about these has been included in various sections of the Plan, and a chapter that discusses preservation and how it works in Georgia was added as well.

Historic downtown Dalton streetscape. Dalton, a certified local government and Preserve America community, has benefited from various state and federal programs to revitalize its downtown area.



CONCLUSION

The public participation process carried out for this plan revision reveals that Georgians have a strong sense and feel for why preservation is important to them and have definite opinions on what needs to be done to protect the state's heritage. Citizens believe that preservation is important and it is up to all of us to be better stewards of the state's resources and for federal, state and local officials to be more accountable to constituents. It is evident that the foundations of a strong preservation ethic are present in Georgia and that working together to realize the goals and objectives outlined in this Plan will bring us closer to realizing our vision of making Georgia a better place to live, work, learn and play.

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