

From the Ground Up:  
A Preservation Plan for Georgia  
2001-2006



Historic Preservation Division  
Georgia Department of Natural Resources

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### **Cover Photo: Sapelo Island Lighthouse**

After standing dark for almost 100 years, the Sapelo Island Lighthouse once again guides captains and fishermen along the Georgia coast. Built in 1820 by the U.S. government, the lighthouse was restored in 1998 at a cost of \$500,000. Funding was provided through private and corporate sources, as well as \$100,000 from the Georgia General Assembly and a federal TEA grant through the Georgia Department of Transportation. The restoration was directed by the Georgia Department of Natural Resources. Fifteen lighthouses once dotted Georgia's 100 miles of coastline, but only five remain. Three of the five—Sapelo, Tybee and St. Simons—are still operating as lighthouses. Sapelo Island is located six miles from mainland McIntosh County and features a visitor's center, guided tours, the University of Georgia Marine Institute, the Reynolds Mansion, and the African American community of Hog Hammock.

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Historic Preservation Division  
Georgia Department of Natural Resources  
2001

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### **Acknowledgement**

*This publication has been financed in part with federal funds from the National Park Service, Department of the Interior, through the Historic Preservation Division, Georgia Department of Natural Resources. The contents and opinions do not necessarily reflect the views or policies of the Department of the Interior; nor does the mention of trade names, commercial products or consultants constitute endorsement or recommendation by the Department of the Interior or the Georgia Department of Natural Resources. The Department of the Interior prohibits discrimination on the basis of race, color, national origin, or disability in its federally assisted programs. If you believe you have been discriminated against in any program, activity, or facility, or if you desire more information, write to:*

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**T**he 20th century has ended, and a new century and millennium have begun. We are already looking ahead. As we move into the future, it is time to reaffirm our vision. It is a vision of community, shared experiences and shared heritage. It is a vision that blends what we treasure from our past accomplishments and experiences with what we create from new ideas.

Georgia begins the 21st century as one of the fastest growing and changing states in the country. And there is every indication that this growth will continue. Despite the rapid pace of our lives, we have begun to assess, to adjust our course, to decide if our choices have been wise, and to envision a better future.

Planning for our future must include planning for the preservation and protection of our heritage—our historic places and cultural patterns that tell the story of who we have been and who we are becoming.

*From the Ground Up: A Preservation Plan for Georgia* is the plan for the state historic preservation program administered by the Historic Preservation Division (HPD) of the Georgia Department of Natural Resources. It covers the beginning years of the 21st century, specifically the years 2001 through 2006. It incorporates many of the elements of HPD's previous plan, *New Vision: The Preservation Plan for Georgia's Heritage*, and builds on its firm foundations.

For the last five years, the goals and objectives of the *New Vision* preservation plan served as a focus for both short- and long-term activities and initiatives that resulted in many accomplishments for HPD:

- The establishment of the historic preservation office as a division within the Georgia Department of Natural Resources created new challenges and opportunities. State funding for the Georgia Heritage grant projects in-

creased HPD's ability to promote preservation across the state and provide funding for the use and protection of historic resources.

- One of the most exciting accomplishments of the past few years was the creation of the Archaeological Services Unit and the appointment of the State Archaeologist within HPD. The reorganization of archaeological staff and creation of new positions have allowed HPD to expand its activities in management of archaeological resources within the Department of Natural Resources, public outreach, and the management and protection of Georgia's rich archaeological heritage.
- Another important accomplishment was the creation of HPD's web site. The use of web technology to provide almost instant information about preservation to a wide audience has great potential to

# Preface





*Georgia's state capitol with its prominent gold-plated dome, is located in Atlanta and currently is undergoing an extensive restoration.*

facilitate HPD's goals of achieving widespread public awareness and involvement in preservation and of making information about Georgia's historic resources, their use and preservation accessible to the public.

- HPD continues to be a leader in promoting federal and state tax incentive projects, reviewing Section 106 projects and encouraging local governments to participate in the Certified Local Governments program. For the last five years, Georgia has ranked in the top three states nationally in the number of certified federal tax projects. The number of certified local governments in Georgia has increased from 42 in 1995 to 63 in 2001. The number of projects reviewed through HPD's environmental review program increased by 20% a year during the last five years, more than doubling the number of projects over this time period.
- Georgia remains one of the highest ranked states in the number of listings in the National Register of Historic Places. In 1995, Georgia had 1,535 listings with 36,500 contributing resources. In 2001, Georgia National Register listings increased to 1,958 and 52,000 contributing resources.
- HPD's survey program for historic buildings and districts is one of the most active in the country. The number of surveyed properties in the computerized database increased from 26,326 properties in 1995 to 51,467 in 2000. The rate of survey activity increased by almost 50%, from 2,800 to 5,000 surveyed properties per year.
- Another new initiative, the State Agency Historic Property Stewardship Program, has begun to have a significant impact on state owned historic resources. In addition, the establishment of the State Capitol Commission has had a great impact on the long term planning and preservation of this landmark building in Atlanta.

- HPD has also made great strides in computer applications. The development and use of Geographic Information Systems (GIS), using the National Park Service’s MAPIT model, expedited the review of survey projects, the response to requests for information concerning historic resources, and, most importantly, allowed survey data to be used for a variety of statistical and quantitative purposes as well as for long-term planning. As a result, HPD has been able to document the rate of loss of historic buildings and structures across Georgia, which confirms the need to plan more effective strategies for the long-term preservation of existing resources.
- Another important accomplishment was the creation of an African American Programs Coordinator position within HPD. Now HPD will be better able to strengthen and

expand the African American Historic Preservation Network and ensure that the African American community is an active partner in the statewide preservation network.

- There are also a number of special projects that HPD has been actively involved in that merit special attention. One was the publication *Profiting From The Past: The Economic Impact of Historic Preservation in Georgia*, which clearly documents how investment in historic preservation is good business and makes economic sense. The women’s history project initiative, historic garden pilgrimages and resulting Garden Club grant program, and the project *Conservation and Preservation of Tabby: A Symposium on Historic Building Material in the Coastal Southeast* are other noteworthy initiatives.

*From the Ground Up: A Preservation Plan for Georgia*, builds upon the

solid foundations of its predecessor. Its guiding principle is the protection of all of Georgia’s historic resources, from archaeological sites buried under the earth or submerged under water to the structures, houses, buildings, objects, landscapes and traditional cultural properties that encompass our built environment. It engages a vision that includes Georgia citizens from all walks of life contributing 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 resources. Because it represents the views and priorities of preservationists throughout Georgia who participated in its development, *From the Ground Up: A Preservation Plan for Georgia* can provide common direction for all organizations and individuals who support the preservation of our historic places.



# The Planning Process



**A**n effective historic 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 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 state plan revision process, as well as the strength and force behind the continuing evolution of Georgia's preservation activities and goals. The implementation and success of

a statewide plan would be impossible unless many in the state's preservation community shared common goals and objectives.

This plan was developed as the successor to *New Vision: The Preservation Plan for Georgia's Heritage*, published in 1995. Preparation and implementation of a statewide comprehensive plan for historic preservation is required by the National Park Service (NPS) for a state historic preservation office's (SHPO) participation in the national historic preservation program. In Georgia, the SHPO programs are administered by HPD, a division of the Department of Natural Resources (DNR).

## Public Participation Phase I

The planning process began in earnest in April 1999 when HPD held its first meeting with various staff involved in the revision. Staff

continued to meet regularly to ensure that the planning process stayed focused and on-track.

In October and November of 1999, a series of five planning forums were held in Americus, Brunswick, Dalton, Gainesville and Rome. Forums were advertised throughout the print media and constituents contacted. Forums were structured first to provide information to the audience on HPD's vision, goals, and priorities, then to elicit, through discussion, the audiences' views. Of special interest were suggestions on resources that HPD and other preservation organizations should be targeting as most threatened or of the highest preservation priority. Forum audiences were articulate and enthusiastic in voicing their opinions. They brought into focus the widely varying needs for preservation services throughout Georgia.

Other groups were also targeted. Presentations and discussions were held at the National Register



*In May 2001, HPD staff gathered for its annual planning retreat at Hard Labor Creek State Park in Walton County.*

Review Board meeting in May 1999. Two Preservation Roundtable sessions were held at the Statewide Preservation Conference in February 2000 for Georgians for Preservation Action (GaPA) and Georgia's African American Historic Preservation Network (GAAHPN) to discuss preservation goals and issues that emerged from the public forums and to gather further information

from two primarily urban based organizations.

HPD's planning team also used the annual staff retreats in May 1999 and 2000 to analyze and discuss the vision, mission statement, and goals and to gather further input from the people who would be responsible for the new plan's implementation. Discussions were lively and constructive. Data on historic resources, historic contexts, and distinctive aspects of Georgia history covered in *New Vision* were reviewed and updated to reflect changes in Georgia's physical environment over the last five years. This data formed the basis for summary information on historic resources and for the resource-based goals and objectives in the new plan.

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. The objective was to gather comments and concerns not previously raised

from the general public and preservation community. Over 150 questionnaires were completed and returned. This input was incorporated into HPD's growing information base.

## Public Participation Phase II

The written plan *From the Ground Up: A Preservation Plan for Georgia* was developed throughout the second half of 2000, based on public input, historic resource data, economic and growth trends, and HPD's own experiences. The draft was 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 the Plan.

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Among the comments received were those that suggested more emphasis and better integration of archaeology into the overall state plan. The terms used to refer to historic resources were clarified to achieve this, and plan objectives were modified to address HPD's commitment to the protection of all kinds of historic resources, including archaeological properties. A new objective for the development of a statewide archaeological survey initiative is now part of the Plan, as well as increased outreach efforts to the archaeological preservation community as a whole to better communicate the important role that archaeology plays in the interpretation of Georgia's history. Chapter 4 on archaeology and historic preservation was also added to the Plan.

*From the Ground Up: A Preservation Plan for Georgia* is designed to be a working reference, guideline and tool for HPD and preservationists throughout the state. A five-year action plan has been developed by HPD outlining specific activities

that HPD will undertake in order to achieve the plan's goals and objectives. This action plan is available on HPD's website. In addition, *From the Ground Up: A Preservation Plan for Georgia* will be distributed to interest groups and the public.

*From the Ground Up: A Preservation Plan for Georgia* is designed to guide HPD's preservation programs, policies, and services through the year 2006. The effectiveness of the plan will be continuously monitored, and the annual action plan will allow for adjustments or changes required by new circumstances.





**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 *From the Ground Up: A Preservation Plan for Georgia* is this set of goals and objectives that are designed to preserve, protect and use Georgia's historic resources so that they may exist into the future.

Many other preservation partners must plan their own set of actions in order for the goals for preservation to be fully realized. Some suggestions for these actions are contained in Chapter 7, A Call for Action. The goals and objectives in this chapter are not listed in order of priority. All six goals are considered equally important. Specific action items that detail how HPD proposes to accomplish each objective are available and will be placed annually on HPD's website.

## **Goal 1** **Achieve widespread public awareness and involvement in historic preservation in Georgia.**

### **Objectives:**

- 1.a** Keep the statewide preservation community, the general public and decision makers informed about historic preservation issues and initiatives and facilitate public access to this information.
- 1.b** Increase public knowledge about preservation programs and practices and how they may be used to preserve historic properties and enhance our quality of life.
- 1.c** Promote public participation in the environmental review process.
- 1.d** Inform the public and preservation community about archaeological resources and their importance for historic preservation.

**1.e** Expand public involvement in historic preservation through the National Register program by making it easier for applicants and consultants to prepare National Register nominations.

## **Goal 2** **Identify and evaluate historic resources in Georgia, and make information about them accessible for preservation, planning, advocacy and educational purposes.**

### **Objectives:**

- 2.a** Improve programs and activities that collect and compile information about historic properties to make them more efficient and to make the information more readily accessible for historic preservation.

## Chapter 2

# Vision, Mission & Goals



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## 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

*Georgia will be a better place tomorrow than it is today, providing quality communities in which to live, work, learn and play. 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. 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.*

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**2.b** Significantly increase the scope and rate of archaeological resource identification and evaluation and open new avenues of communication among HPD staff and the preservation community concerning the significance of Georgia's archaeological heritage.

**2.c** Carry out surveys and/or compile inventories of information about historic resources to support preservation initiatives and activities.

**2.d** Prepare historic contexts to support historic preservation initiatives and activities.

**2.e** Initiate a statewide archaeology survey program.

### Goal 3

**Gather, produce, and distribute information about historic preservation techniques.**

#### Objective:

**3.a** Provide opportunities for training and prepare written guidelines and publications that focus on preservation techniques.

### Goal 4

**Secure technological, financial, and legal tools sufficient to preserve Georgia's historic resources.**

#### Objectives:

**4.a** Acquire adequate computer technology and programming to support expanding historic preservation programs and activities.

**4.b** Acquire additional funds to adequately support existing programs and secure staff to meet expanding demands for preservation services.

**4.c** Obtain additional financial incentives that will encourage the rehabilitation of owner-occupied historic properties and implement incentives programs requirements, if incentives are secured.

**4.d** Develop strategies to fund and implement a historic courthouse and city hall program.

**4.e** Develop ways to protect terrestrial and submerged archaeological sites against looting activities.

**4.f** Ensure that Georgia's archaeological and historical artifacts and associated records are appropriately cared for in perpetuity.



*To celebrate Georgia's Preservation Month 1997, HPD and the Georgia Trust for Historic Preservation spent a day clearing the overgrown Brant House Trail at Pickett's Mill Battlefield Historic Site.*

## Goal 5

Strengthen and expand the coordinated network of historic preservation organizations throughout Georgia.

### Objectives:

- 5.a Cultivate relationships among preservation partners to create an environment in which preservation happens.
- 5.b Expand the preservation partnership network to include new partners and broaden the scope of preservation concerns.
- 5.c Increase the participation of the Georgia African American community in Georgia's preservation initiatives.

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## Goal 6

Effectively use historic preservation programs, strategies, techniques, laws, and information to preserve historic resources.

### Objectives:

**6.a** Provide to the divisions of the Department of Natural Resources' (DNR) ongoing training and information to ensure that historic and cultural properties owned and managed by DNR are maintained and treated according to currently accepted historic preservation laws, regulations, and standards.

**6.b** Work more closely with the Civil War Commission to ensure that Civil War related properties are identified, preserved and interpreted

**6.c** Provide timely and up-to-date technical assistance on a variety of issues relating to the treatment, preservation and design of historic and architectural resources.

**6.d** Assess the effectiveness of archaeology-related state laws.

**6.e** Establish procedures to increase the effectiveness of the federal and state tax incentives programs.

**6.f** Ensure that all state agencies in Georgia identify, evaluate and protect the historic resources under their stewardship.

**6.g** Establish a planning process that will ensure that historic preservation planning is an active component of HPD's annual preservation activities and that will encourage historic preservation planning at the local, regional and state level.

**6.h** Enhance the effectiveness of the National Register program in preserving historic properties by making the nomination process more responsive to preservation needs and more inclusive of archaeological resources.

**6.i** Expand the Centennial Farm program to draw attention to and

propose solutions to the preservation needs of rural-agricultural resources.

**6.j** Enhance the effectiveness of HPD's Environmental Review program in providing timely comments and technical assistance to all applicants/sponsors of federal and state undertakings that may affect historic properties.

**6.k** Evaluate HPD information and programs related to residential buildings and develop an overall strategy to provide greater assistance to owners of historic homes.

**6.l** Secure permanent office space for HPD that utilizes historic buildings, sound preservation practices and public interpretation.

**6.m** Enhance the CLG program to provide more assistance for local preservation efforts that include all types of historic resources.



**G**eorgia was founded in 1733 as one of the thirteen original American colonies. Since that time, its history has been shaped by the activities and interactions of three peoples: Americans of European descent intent on creating a “New World” in America, African Americans largely caught up in the creation of this new world, and American Indians who ultimately were dispossessed of it. For two centuries prior to English colonization, the Spanish, with their African servants and slaves, explored what would later become Georgia. This European and African presence was preceded by thousands of years of American Indian occupation.

Human settlement of what is now known as Georgia has a 12,000-year-history that 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 apparently undeveloped rivers and streams,

across vast stretches of field and forest, deep in seemingly inaccessible swamps, and 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 and structures and objects, historic and archaeological sites, historic landscapes and 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.

## Georgia’s Historic Buildings

For many people, buildings are the most familiar type of historic property in Georgia. Certainly they are the most obvious. The Historic

Preservation Division (HPD) estimates that there are approximately 175,000 historic buildings in Georgia today. These include a wide variety of houses, stores and offices, factories and mills, out-buildings on farms and plantations, and community landmarks.

One-third of Georgia’s historic buildings are located in smaller cities and towns and one-quarter are in urban areas. Another quarter are dispersed in rural areas. The rest are located in suburbs.

Less than 5% of Georgia’s historic buildings date from the antebellum period (pre-1861). Only 15% were built prior to the 1880s when Georgia recovered from the Civil War, and only 25% date before 1900. Nearly two-thirds of all the extant historic buildings in Georgia were built between 1900 and 1940, and more than three-quarters 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 late 1940s

### Chapter 3

# Georgia’s Historic Properties







*The Old Rock House, built between 1783–1785 and located in McDuffie County, near Thomson, is the only surviving structure associated with Georgia’s small Quaker community of Wrightsboro. It is the oldest house in Georgia listed in the National Register of Historic Places.*



*Between 1946-1950, the Lustron Company shipped at least 22 prefabricated homes to Georgia. Most of those homes have survived, although not all are eligible for the National Register. The typical, ranch-style house above is located in Atlanta.*

and continuing through the 1950s, tens of thousands of buildings were built across Georgia, especially in the Atlanta metropolitan area, but relatively few of them have been surveyed.

**Houses** are Georgia’s most prevalent type of historic building. They make up approximately 80% of all existing historic buildings.

Most historic houses in Georgia are one-story-high with wood frames and siding. A few are built of brick; even fewer are constructed of stone or modern industrial materials such as concrete and steel. They range from large, “high-style” mansions to small, plain vernacular dwellings. The oldest documented standing house in Georgia is the Rock House in McDuffie County dating from 1786; the most recent historic houses in Georgia are late-1940s prefabricated “Lustron” houses. White-columned antebellum plantation houses are quite rare; the most common type of historic house in Georgia is the early 20<sup>th</sup> century front-gabled

bungalow. The single-family detached house is by far the most common form of residential building in the state, comprising over 90% of all residential buildings, although duplexes and apartment buildings are found in most larger communities and rowhouses highlight Savannah.

Important as individual buildings, 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 and offices constitute only about 7% of Georgia’s historic buildings, but they are the second most numerous type of historic building in the state. 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; others like the corner store are situated in residential neighborhoods.

Other examples of commercial buildings include one- to three-story small-town storefront buildings, larger city business blocks, and urban skyscrapers. Brick is the most common building material, although stone and iron are used, especially in front facades; wood is used in some rural and small-town commercial buildings, while big-city buildings employ a variety of materials such as terracotta, steel and concrete. Three-quarters of all extant historic commercial buildings in Georgia date from the late 19<sup>th</sup> through the early 20<sup>th</sup> centuries, with a pronounced peak of construction in the first decade of the 20<sup>th</sup> century, similar to that for industrial buildings and slightly ahead of that for houses. Fewer than 5% date from the antebellum period.

**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.

Georgia's industrial buildings include factories, grist and saw mills, warehouses, cotton gins, ice and power plants, and loft-type manufacturing and warehousing buildings. They usually are located in or adjacent to communities, often along rivers or railroads, sometimes grouped in industrial areas or districts. A distinct form of self-contained community, the mill village, grew up around industrial buildings, usually late 19<sup>th</sup> to early 20<sup>th</sup> century textile mills. In contrast, rural grist mills with their dams and millponds often are located in isolated areas near sources of waterpower.

Most rural mills are constructed of wood with heavy mortised-and-tenoned wood frames, although a few are built of brick or stone.

Most larger factories are constructed of brick with large windows and “slow burning” heavy timber interior frames. Many 20<sup>th</sup>-century industrial buildings are constructed with steel or concrete frames and concrete, brick, or tile-block walls, for strength and durability, and to make them relatively fireproof.

Two-thirds of Georgia's surveyed historic industrial buildings were built in the half-century starting with Henry Grady's promotion of the “New South” in the mid-1880s. Almost 10% of Georgia's known industrial buildings are antebellum; most are rural grist mills. Relatively few of Georgia's World War II-era and post-war industrial buildings have been surveyed.

**Community landmark buildings** are a small but diverse group of important historic buildings housing community institutions. Although they account for only about 5% of all historic buildings, community landmarks are prominent due to their large size, architec-

## Why Preserve Historic Properties?

*Above and beyond their historical significance, why are Georgia's historic properties valuable resources? Why should they be preserved? The answers are many, and varied.*

*Historic properties are tangible evidence of Georgia's history. They bring history to life in ways that no written or even audio-visual materials can do. In doing so, they help people better understand who they are, as individuals and as a people, and how things got to be the way they are.*

*Historic properties contribute to a sense of place. They help make one place different from another in unique and tangible ways. They reinforce the lessons of history while strengthening cultural identity. They provide a framework for new development and add variety to everyday surroundings.*

*Historic properties also represent an enormous investment of time, energy, and materials—resources that should be wisely used and conserved. Additionally, historic properties can continue in productive service in everyday life, either for the use for which they were originally intended or adapted to new uses.*

*Historic properties enrich the quality of people's lives by presenting for their benefit a variety of architectural styles, construction materials, and craftsmanship that appears nowhere else in their physical environment. They provide a link with the past and serve to remind and educate the present generation about those who came before. Historic properties are a continuous source of inspiration for interpreting and reinterpreting the past. They literally embody historical data—knowledge—about people and their past, as well as themselves— which can be recovered for the benefit of all through careful archaeological or architectural investigation and conservation.*



*The Douglass Theatre was listed in the National Register of Historic Places in 1974. Charles H. Douglass, an African American entrepreneur, founded the theater in 1921. Extensive rehabilitation of the Douglas Theatre was completed in 1997.*

tural treatments, strategic locations, and historical associations. They serve as focal points, literally and figuratively, for their communities.

Examples include courthouses, city halls, post offices, churches, lodges, theaters, auditoriums, gymnasiums, libraries, jails, hospitals, fire stations, depots, and community centers. Related landmark buildings with a broader community orientation

include academic buildings on college campuses and buildings in large complexes such as hospitals and prisons.

Churches make up one-half of all the community landmark buildings. Schools comprise another one-quarter. Governmental buildings account for approximately 10%, with county courthouses representing half of these and post offices one-third. Clubhouses and headquarters for civic organizations constitute about 5%.

Nearly 50% of the state's community landmark buildings are situated in cities and towns; nearly 50% in rural areas. With the exception of farmhouses and agricultural buildings, no other types of historic buildings are represented in such high proportions in the state's rural areas.

Like most of Georgia's historic buildings, the vast majority of community landmark buildings were built in the half-century between 1890 and 1940, although a

relatively high number (7%), mostly churches, date from the antebellum period. However, unlike virtually all other kinds of historic buildings, community landmark buildings were built in record-high numbers during the 1930s. Indeed, nearly one-quarter of community landmark buildings in Georgia were built during this one decade, and virtually all were associated with the federal government's Depression-era public building campaigns.

**Agricultural buildings** reflect the major role played by agriculture throughout Georgia's history. Historically, agriculture dominated land use in the state, and agricultural buildings were numerous, indeed ubiquitous, and dispersed across the entire state. As late as 1940, two-thirds of all housing in the state was associated with agriculture or situated in a rural environment. Yet today only about 5% of the state's extant historic houses are directly associated with farming, and only 10% are situated in an agricultural or rural environment.

Agricultural buildings are found in most areas of the state, usually in complexes along with other structures and landscape features comprising farmsteads or plantations. The typical historic Georgia farm consists of a late 19<sup>th</sup>– or early 20<sup>th</sup>–century farmhouse, half a dozen outbuildings, a yard, and agricultural land. Associated buildings typically include tenant farmhouses, barns and sheds, detached kitchens, smokehouses, blacksmith shops, and offices. Archaeological resources associated with agriculture and rural life are found on virtually every historic farm and plantation in the state. Relatively few intact antebellum plantations and postbellum tenant farms remain.

Most extant historic farms in Georgia date from the late 19<sup>th</sup> century through the early 20<sup>th</sup> century. However, compared to other kinds of historic buildings, there are a relatively high number (7%) of antebellum agricultural resources, mostly plantation houses and slave quarters. Also, agricul-

tural buildings are represented in slightly higher numbers relative to other kinds of historic buildings in the period 1860-1890, again reflecting the agricultural nature of the state, especially prior to the “New South” era. Like other buildings, the number of extant agricultural buildings peaks in the very early 20<sup>th</sup> century, but the peak is shorter, and followed by an early and steep decline from the 1920s through the 1940s. This reflects hard times in agriculture brought about by the boll weevil that decimated cotton crops and the Great Depression which stifled agricultural markets.

## Structures

Structures are defined as “functional constructions made usually for purposes other than creating shelter.” In other words, structures are not primarily places in which to live or work, although they may be occupied for short periods of time or used in work or other activities. Many structures resemble buildings

and are differentiated from them only by function; other kinds of structures are fundamentally different. Many structures are physically or functionally related to buildings and are sometimes considered subsidiary to them; others are found in complexes, while others stand alone. Common kinds of historic structures include water towers, wells, agricultural outbuildings such as corn cribs or silos, fortifications,



*Located on seven acres, the Phillips-Turner-Kelly Farm in Jasper County was established c. 1833. In addition to the farmhouse, the farm features three historic outbuildings—an auto shed, a well house and a crib barn.*



*The Zero Milepost, a stone marker located in downtown Atlanta, stands as a testament to Atlanta's early railroad days and the birth of the city. Originally, it marked the southeastern terminus of the Western and Atlantic Railroad, which led to the establishment of a community in 1837, later called Atlanta..*

bridges, ice houses, power plants, railroads (rail beds), and roads. Other familiar structures include lighthouses, tunnels, dams, and railroad locomotives and other rolling stock. Less familiar types include mines and quarries.

## Structured Environments

Another kind of historic structure, less commonly recognized, is a structured environment: the large-scale, two-dimensional plans or patterns that underlie and shape historic development. Historic structured environments are found all across Georgia, in cities, towns, and rural areas. They include city plans, courthouse squares, the layout of parks, gardens, cemeteries and yards, agricultural field patterns, and land-lot lines.

Savannah's original city plan as first laid out by James Oglethorpe in 1733, with its innovative repeating pattern of public squares, public buildings, and private building lots, is an excellent and internationally known example. The gridiron plans of many county seats, with their centrally located courthouse squares, are likewise distinctive. Even small railroad towns with their modest linear or cross-axial plans represent important historic structured environments. The geometric plans organizing formal

gardens at antebellum plantations are yet another form.

## Objects

Objects are similar to but smaller than structures. For historic preservation purposes, the term "object" serves to distinguish from buildings and structures those constructions 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 sculpture, monuments, boundary markers, statuary, and fountains are all considered to be historic objects. Good examples in Georgia are the Williamson Mausoleum outside Eastman, carved by an Italian sculptor, and the Zero Milepost in Atlanta that served as the base point for surveys of the Western and Atlantic Railroad.

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## 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 distinct 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. More than 34,000 archaeological sites are recorded in the Georgia Archaeological Sites File, administered by the Archaeological Laboratory at the University of Georgia, Athens. Approximately 2,000 newly discovered sites are added each year. Yet these known sites represent only a small percentage of the actual number in Georgia, and only a small fraction of the state has been surveyed methodically for archaeological resources.

A variety of archaeological sites exists 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. Archaeological sites in Georgia usually contain artifacts made from stone, bone, ceramic, metal, wood, paper, and glass, even fabric, food remains, and plant matter. Archaeological features include post holes, drip lines, and outlines of buildings and structures. Major river valleys, ridge lines, and the Fall Line have yielded the greatest numbers of sites. Less-well-known sites are being found underwater—on river bottoms, in coastal marshes, and off the coast on the continental shelf.

Prehistoric 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, refuse dumps, “dead” towns, Spanish



*In 2000, HPD archaeologists retrieved a Civil War cannon located in the Canston's Bluff area of the Wilmington River. The cannon is now displayed at Old Ft. Jackson.*



*The Etowah Indian Mounds State Historic Site, located on the north bank of the Etowah River in Bartow County, was designated a National Historic Landmark in 1964. The Etowah Valley Historic District was listed in the National Register of Historic Places in 1975.*

mission sites along the coast, agricultural sites including antebellum plantations and Depression-era tenant farms, and subsurface evidence of former buildings, structures and landscape features. Cemeteries and individual graves also can be considered as archaeological sites, although state and federal laws protecting burial sites severely restrict their archaeological investigation.

Although Georgia does not have an inventory of underwater archaeological sites, studies in neighboring states as well as historical documents indicate that a variety of resources lie under the state's waters. These include prehistoric fish weirs (traps of logs, rocks, and tree branches which were put into river shoals to catch migratory fish such as shad), American Indian dugout canoes, colonial wharf complexes along major rivers, and ferry landings. Coastal underwater sites range from small vernacular watercraft that plied the coastal rivers during the colonial period to Civil War naval wrecks and other shipwrecks. Another unique form of underwater resources are sites which were on dry land 11,000 years ago when ocean levels were lower but are now submerged off the shore due to geological changes.

Among Georgia's most distinctive and well-known archaeological sites are the monumental earthen mounds found at Etowah, Ocmulgee, Kolomoki, and

Shoulderbone Creek dating from the period 1250-1500 A.D. Along the coast, the most common archaeological sites are low shell middens. Other sites include the many stone stacks found throughout the upper Piedmont forests.

**Historic sites** are places where an event or activity took place but where there were no associated buildings or structures 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 be characterized by distinctive natural features, like a mountain or cave or tree, or they may simply be the place where something important happened, like an open field. Examples of historic sites in Georgia are the Jeff Davis Capture Site in Irwin County, the Bloody Marsh battle site in Glynn County, and Pickett's Mill battlefield in Paulding County. Historic sites are often marked by signage including markers or

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plaques; more than 2,000 historic sites in Georgia are marked by official state markers, and uncounted others are marked by regional and local markers.

**Traditional cultural properties** are a recently recognized type of historic site. This type may be a distinctive natural place (such as a mountain top) or historic environment (such as an ethnic neighborhood), or it may be simply a spatial location, a place, having pronounced historic value to a specific ethnic or cultural group and having continuing cultural value today. The past uses and historical associations of such properties may be demonstrated through historical documentation but more likely through tradition, oral history, continuing traditional uses or practices, or common cultural knowledge. Because traditional cultural properties may be significant for spiritual reasons, they may be especially difficult to detect by outsiders.

There is an important difference between traditional cultural properties and other types of historic properties. The traditional cultural property derives its primary significance not from physical, structural, or archaeological features but rather from direct and continuing associations with important historic cultural beliefs, customs, or practices of a living community.

Only one traditional cultural property has been formally identified in Georgia to date—the Ocmulgee Old Fields in Macon. Adjacent to and encompassing the well-known Ocmulgee Mounds archaeological site with its monumental earthworks, the Ocmulgee Old Fields stretches several miles along the Ocmulgee River. It encompasses land revered today by the Muscogee-Creek Indians as the “cradle of the Muscogee-Creek Confederacy,” a constellation of river-related Indian towns and villages throughout central Georgia dating to the 1600s. It is significant not for specific structures or archaeological sites but for its direct

and continuing associations with American Indian traditions and beliefs.

A potential traditional cultural property in Georgia is the Hog Hammock community on Sapelo Island—a century-old African American rural community where historic coastal cultural traditions as well as historic buildings and structures survive.



*The confectionery above, located within the Hog Hammock community on Sapelo Island, is one of several community economic development ventures in this unique African American settlement.*





*The 50,000-acre McLemore Cove Historic District in Walker County is one of the most intact rural landscapes remaining in Georgia. It contains excellent examples of late 19th- and early 20th-century farmhouses, agricultural outbuildings, an 1840s log school, churches, cemeteries, community stores, and various archaeological sites. The largest historic district in Georgia, it was listed in the National Register of Historic Places in 1994.*

## Landscapes

Landscapes are a special type of historic property, combining sites, structures and often buildings. They also contain archaeological resources. Historic landscapes often are overlooked, taken for

granted, or misunderstood as natural resources.

Georgia contains a variety of historic landscapes. They range from small formal gardens to vast expanses of agricultural countryside. Examples include courthouse squares (often a community's largest public landscaped space), 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 landscaping dating from the 18<sup>th</sup> century to the mid-20<sup>th</sup> 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. The remains of former rice cultivation along the coast offer yet another example of a unique agricultural and cultural landscape.

The chronology of Georgia's extant historic landscapes roughly corresponds to that of historic buildings with a characteristic peak starting in the late 19<sup>th</sup> century and continuing through the early decades of the 20<sup>th</sup> century. Very few authentic antebellum landscapes have survived, and mid-20<sup>th</sup>-century landscapes have not been well documented. Georgia's agricultural landscapes represent, for the most part, practices from the late 19<sup>th</sup> century through the mid-20<sup>th</sup> centuries, although modern mechanized farming and tree farming have obscured or obliterated much evidence of earlier landscapes.

Georgia's historic landscapes are distinguished by many large-scale landscapes dating from the 1930s

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and 1940s. Developed in response to worn-out, abandoned agricultural lands and a shortage of outdoor recreational facilities, Georgia's state parks conserved rural land while providing for outdoor recreation. So successful were they in re-establishing a natural environment that many people today are unaware of the vast orchestrated landscaping efforts they involved. Many community parks also date from this period of time. As with state parks, their creation relied to a large degree upon federal funding and assistance. Other large-scale conservation efforts of the period combined public and private efforts, particularly in reclaiming agricultural lands, reforesting woodlands, and controlling erosion.

## Historic Districts

Historic districts are another special type of historic property. Defined as “a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development,” a historic district contains a combination of buildings, structures, sites, landscapes, and structured environments where the overall grouping, the ensemble, takes on an identity and significance greater than the individual components. Because they contain such a variety of historic properties, in their proper historical relationships, historic districts represent our best sense of what our historic environments really were like.

The most common type of historic district in Georgia is the residential neighborhood. Second in frequency is the downtown central business district. Less numerous types of districts include industrial and warehousing areas, mills and mill villages, school campuses,

military installations, parks, and waterfronts. Georgia has several extensive archaeological districts containing historically and geographically related sites, 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 neighborhood.

## African American Historic Properties

Historic buildings associated with African Americans form an important subset of the state's historic properties. Large numbers of African Americans lived in Georgia, and they made important contributions to its history and culture. Throughout much of the state's history, African Americans have constituted more than one-third of the population, and they

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are directly associated with many historic properties. For example, in 1940, a commonly used baseline year for historic preservation, 34% of the housing in Georgia was owned or occupied by African Americans. At other points in time, most notably the late colonial and early American periods, African Americans outnumbered Georgians of European origin.

Overall, the pattern of historic buildings associated with African Americans in Georgia is similar to the statewide profile in terms of types of buildings and periods of development. This reflects common building traditions and, starting in the mid-19<sup>th</sup> century, a high degree of standardization in the building industry. However, significant differences distinguish African American historic properties from other properties.

First and foremost, there are 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 buildings are known to be directly associated with them. This number may be somewhat lower than the actual number of extant properties because of well-recognized shortcomings in early preservation surveys and because some African American historic buildings such as rural houses or farmhouses are difficult to identify as such in windshield-type field surveys. However, it is clear that African American historic properties are not identified in the numbers suggested by historic population counts and housing censuses.

Second, there are differences in the relative numbers of types of historic buildings. Houses constitute a smaller percentage of the total number of African American historic properties compared to the statewide average, 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



*Raccoon Bluff Church, located on Sapelo Island, was built c. 1900. After being vacant for 40 years, the church was restored in 2000 with grants from the Georgia Heritage program and the Governor's Discretionary Fund.*

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. A greater percentage of African American historic

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buildings are in urban areas including smaller cities and towns. A correspondingly smaller percentage are located in rural areas. Far fewer are in suburban areas.

Another difference in the environmental setting of African American historic buildings is due to segregated settlement patterns. In many communities, all African American historic buildings are situated in the same relatively small area. As a result, large houses 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-dominated 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 small 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 African American houses is much higher, and that for “high-style” houses is correspondingly lower. The percentage of one-story African American houses is slightly higher, with correspondingly fewer two-story houses. There is a greater frequency of smaller house types and forms such as shotguns, hall-parlor houses, double pens, and saddlebag-type houses; there is a corresponding lower frequency of larger house types and forms such as central hall cottages, New South cottages, Queen Anne cottages, and Georgian cottages and houses. There is a much higher percentage of African American pyramidal houses, the same percentage of gabled-ell cottages, and a far lower percentage of bungalows.

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-20<sup>th</sup> 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.

Another source of information about African American culture that has not yet been explored in Georgia, is archaeological research. Although the built environment may not fully reflect the wealth and range of African American history in Georgia, archaeology has the potential of providing knowledge about this aspect of the past that is inaccessible through any other means.

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## How Many Historic Properties Are There In Georgia?

Based on projections from current surveys of historic buildings combined with other data from U. S. Census records, it is estimated that there are now about 175,000 historic buildings in Georgia. This includes all buildings 50 years old or older that are historically significant and have retained their historic identity. More than 51,500 buildings have been recorded through computerized field surveys; another 50,000 or so are recorded in older paper files. Historic buildings are added to the inventory at the rate of about 5,000 per year.

At the present time it is not known how many historic landscapes exist in Georgia. Few historic landscape surveys have been done, and historic landscapes vary greatly in type and size and overlap in many instances (for example, a landscaped yard may be part of a farm

which itself is part of a larger agricultural or rural landscape). However, it is clear that many of the state's 175,000 historic buildings are associated with or located within historic landscapes of one form or another, such as houses in a neighborhood or commercial buildings around a courthouse square.

Nobody 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. Since most of Georgia's past predates written historical records, there are probably many more archaeological sites than historic buildings. There is also an archaeological component to many of the historic buildings and districts that have been identified in Georgia. Of this potentially vast number of archaeological sites, about 38,000 archaeological sites have been identified to date, and new sites are being recorded at the rate of about 2,000 per year.

## Why Do These Numbers Keep Changing?

The numbers of known and predicted historic properties change from time to time, with good reason. On the one hand, known historic properties are lost due to demolition, remodeling, or destruction every year. A historic building may burn to the ground, or an archaeological site may be bulldozed for new development. In 1999 an estimated 700 historic buildings were lost statewide. On the other hand, with the passage of time, buildings 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. Since the preparation of the state's last five-year preservation plan in 1995, some 75,000 buildings built in the 1940s are now considered historic along with a smaller number of buildings from the 1950s reflecting "modern" architectural design. Ongoing

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and improved field surveys identify more historic properties every year and provide a better basis for counting and estimating the total number of the state's historic properties.

## Why Are More Historic Properties Being Identified?

The process of identifying and evaluating historic properties lies at the very heart of historic preservation. 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 13,000 years and more. Historians continue to expand on the achievements of Georgia's African Americans with special interest in the 1960s civil

rights movement, while archaeologists and ethnologists are beginning to document traditional cultural properties associated with American Indians overlooked in previous surveys.

New field surveys are identifying more historic buildings than ever before all across the state. Early county surveys conducted in the 1970s averaged 350 properties per county; recent surveys are identifying up to 1,000 properties per county. One recently completed survey identified 20 times the number of historic buildings recorded in a previous survey of the county 20 years ago.

An expanding 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

American Indians 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 rekindled interest in the history of Georgia's farms, leading to the first statewide study of agricultural history and historic preservation.



**Lost Historic Properties:** *Of the 810,000 pre-1940 buildings that once existed, only 91,000 remain.*

## How Many Historic Properties Have Been Lost?

Estimates of how many archaeological sites have been destroyed over the years have not been made. 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 the past. It is very possible that more archaeological sites are destroyed each year than the approximately 2,000 newly identified sites that are inventoried.

It is clear that the majority of all historic buildings that once existed in Georgia already have been lost. In just the last half-century, nearly nine-tenths of the 810,000 buildings that existed in the state prior to World War II have been lost through outright destruction or drastic remodeling. In some counties, the loss of pre-1940 buildings is as high as 95%; even in counties with the lowest rates of loss, more than 50% of all pre-1940 buildings are gone. In some counties, in just the past 25 years, 40% or more of historic buildings surveyed in the mid-1970s have been lost. Along with these

buildings have gone uncounted numbers of associated historic landscapes, archaeological sites, historic structured environments, and entire historic districts.

## What Kinds Of Historic Buildings Have Been Lost?

What kinds of buildings have been lost? Whose heritage has vanished? Detailed studies now underway at HPD are shedding new light on the disappearance of historic buildings. Although findings are preliminary, some conclusions about what has disappeared are evident: vernacular buildings, modest houses across the state, farmhouses including the large plantation houses and the many smaller tenant farm houses which once dotted every 40 acres or so, entire lower- or working-class neighborhoods, many “working” or utilitarian structures including agricultural and industrial

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structures, and many homes associated with African Americans in cities, towns, and rural areas.

## Urban Properties

According to the 1940 U. S. Census and supporting documentation, there were nearly 300,000 “urban” buildings in Georgia’s cities and larger towns in 1940. Based on extrapolations from current surveys, only 63,500 or 21% of these buildings qualify as historic buildings today; the rest have been destroyed or remodeled. In other words, 79% of all “urban” buildings existing in 1940 have been lost. Heaviest losses appear to include more modest commercial buildings, industrial buildings including warehouses, and modest urban housing including entire neighborhoods which disappeared as a result of “urban renewal.”

## Rural Properties

According to the 1940 U. S. Census and supporting documentation including historic county highway maps that identify individual buildings and structures, there were slightly more than 500,000 “rural” buildings throughout the Georgia countryside in 1940. Based on extrapolations from current surveys, only 27,500 or 5% of these buildings qualify as historic buildings today; the rest have been destroyed or remodeled. In other words, 95% of all the rural buildings that existed in 1940 have been lost. Additionally, vast expanses of former agricultural countryside have been re-shaped through mechanized agriculture, forestry, or development, in some cases changing even the contours of the land and the courses of streams.

Farmhouses, particularly the once-numerous tenant farmhouses, have been especially hard-hit. According to the 1940 U. S. housing census, 40% of all “housing units” in



**Types of Lost Buildings:** *Of those 810,000 pre-1940 buildings, 510,000 were considered rural and 300,000 were urban. Only 27,500 rural buildings still exist, a 95% attrition rate. Only 63,500 urban buildings still exist, a 79% attrition rate.*

Georgia at that time, or approximately 321,000 houses, were farmhouses. Today, based on current surveys, it is estimated that only 6% of the total number of surveyed historic houses, or approximately 6,000, are pre-1940 historic farmhouses. In other words, less than 2% of all farmhouses that existed in Georgia in 1940 qualify as historic houses



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today; the rest have been lost, in most cases destroyed outright. Also lost are barns and other agricultural outbuildings, farmyards, and agricultural landscapes.

The disproportionate losses of pre-1940 rural buildings have created an oddly skewed impression of Georgia's historic environment. Historically, Georgia was predominantly a rural state. As late as 1940,



*The businesses above serve the Stevens Street neighborhood, an African American community in Thomasville. Many historic commercial buildings in the area have been lost.*

63% of the state's buildings and structures were rural; only 37% were located in cities and towns. But today, of the buildings surveyed for historic preservation purposes, 60% are located in towns and cities while only 40% are located in rural areas, and vast expanses of the countryside are devoid of historic buildings. By looking at only the historic buildings that have survived, and not those that have been lost, Georgia would appear to have been a state of cities and towns, when in fact it was a rural state settled with farms.

## African American Properties

African American historic buildings also have disappeared in disproportionately high numbers. A clear indication can be seen in the fate of houses. More than 200,000 African American houses existing in 1940 are unaccounted for in current surveys and presumed lost. This represents a greater than 90% loss,

with some estimates placing the attrition rate as high as 98%. Along with these losses are proportionate losses of historic commercial buildings, although African American community landmark buildings appear to have survived at a higher rate.

Estimates are somewhat uncertain because of well-recognized difficulties in clearly identifying African American associations to historic buildings during field surveys. It is likely that extant African American historic buildings are underrepresented in current inventories; however, the overall pattern of disproportionate losses since 1940 is clear.

## By Chronological Period

By comparing 1940 U. S. housing census figures and extrapolations from current historic preservation surveys, it is possible to roughly ascertain the losses of pre-1940 buildings and structures by chronological period.

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Losses have been the highest from those periods in the state's history that accounted for the greatest numbers of pre-1940 buildings. The highest rates of loss (up to 90%) as well as the greatest numbers of lost buildings are from the period 1900-1930. By comparison, the rates of losses as well as actual numbers of lost buildings from earlier periods, particularly the antebellum period, are significantly lower, averaging between 61% for the antebellum period to about 73% for the immediate postbellum decades.

Rates of losses of buildings built in the 1940s appear to be much lower, approximately 44%. The actual rate may be even lower since properties dating from the 1940s appear to be underrepresented in current surveys.

## Losses of Historic Buildings during the Current Era of Historic Preservation

Georgia's statewide historic preservation program began in earnest in 1969 following the passage of the 1966 National Historic Preservation Act. During the 1970s, 111 counties and additional cities and towns were field surveyed for the first time for historic buildings and structures. Also at that time, the Georgia Archaeological Sites File was greatly expanded due to the increased numbers of archaeological sites being identified through the new federally mandated Section 106 or environmental review process. Had the 1970s field surveys of historic buildings and structures completely canvassed the state, they would have identified approximately 54,000. By today's standards, virtually all those surveyed buildings and structures would be considered historic; indeed, many of these surveys were highly selective and included only the



*The rural chimney ruins above document just one of the many historic structures lost throughout Georgia in the last century.*

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“best” examples of historic buildings. Starting in the 1990s, a new field program began to re-survey some of the counties previously surveyed. Special attention was directed toward determining whether or not previously documented properties still existed. This information forms the basis for an ongoing attrition analysis of historic buildings and structures being conducted by HPD.

Overall, the rate of attrition of previously surveyed properties is 32%. This means that, statewide, one-third of all historic buildings surveyed in the 1970s no longer exist for preservation purposes. In actual numbers, approximately 17,300 of the estimated 54,000 historic buildings and structures in Georgia identified in the 1970s have been lost in the past 25 years. On average, nearly 700 of these historic buildings have been lost each year.

To help verify these numbers, HPD is conducting a special attrition

analysis of selected counties surveyed for historic buildings and structures. Two counties have been scrutinized to date: Forsyth and Oglethorpe.

Each was surveyed in the mid-1970s and each was re-surveyed in the 1990s. Each represents a different modern environment of growth, development, and preservation activity. In each case, the current surveys were compared to the earlier ones and cross-referenced against population and housing census data. Survey maps were compared to detailed 1940s county highway maps that located extant historic buildings and structures and identified their uses. The results of these analyses were then double-checked in the field.

For Forsyth County, the overall attrition rate was 34%. Forty-seven historic properties out of the 139 surveyed in 1975 have been lost. Losses consisted of 42 historic houses, four churches, and a large transverse-crib barn.

In Oglethorpe County, the overall attrition rate was 33%. Seventy-six historic properties out of the 229 surveyed in 1974 have been lost. Losses consisted of 66 historic houses, five historic churches, two mills, three monuments, and one grave marker.

## What's On The Horizon In Terms Of "New" Historic Properties?

New historic properties are created, new archaeological sites are discovered, and new historical and archaeological perspectives are brought to bear on them every day.

Every year new historic properties come into view over the 50-year chronological horizon. Since 1995 buildings and structures built in the second half of the 1940s have moved into the realm of “historic.” This alone adds another 75,000 potentially historic buildings and structures to the historic

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preservation universe which includes only 99,000 pre-1940 buildings and structures—effectively doubling the number of historic buildings and structures worthy of preservation consideration. Approximately 10,000 newly discovered archaeological sites were recorded during this time as well.

Many 1940s buildings and structures reflect continuing architectural traditions as the country and the state recovered from World War II. Others represent new architectural and environmental phenomena: the appearance of “Modern” architecture in Georgia; responses to the post-war housing shortage including the construction of thousands of “minimal traditional” small houses; increasing reliance upon the automobile and the increased development of automobile-oriented suburbs; the appearance of the ranch house in increasing numbers; the growing presence of industrial processes and materials in construction; and in the metropolitan Atlanta area the

beginning of a period of unprecedented population growth and new development.

By 2006 properties dating from the first half of the 1950s will “come on line” in terms of historic preservation. For the most part, they will continue trends set by properties from the late 1940s, but in vastly greater numbers. For example, by the year 2006, thousands of ranch houses will appear on the scene, many situated in vast ranch-house subdivisions. “Modern” architecture will make its presence felt in greater numbers and varieties of buildings; yet at the same time a revival of interest in “traditional” or classical-revival design will manifest itself. These various architectural influences will sometimes appear clear-cut—a strikingly modern house, or a handsome classical-revival mansion—and sometimes they will be uneasily juxtaposed—for example, the long, low, modern ranch house dressed up with colonial revival architectural details.



*The International-style McNeil House was designed by architect Edward Durrell Stone and built in 1937 in Thomson, McDuffie County. The International style was rarely used in Georgia, especially for residential structures. The house was listed in the National Register of Historic Places in 1992.*

By the year 2006 the numbers of potentially historic properties likely will increase considerably. The decade of the 1950s has the potential to nearly double the number of historic buildings and structures that preservation must address, from the current 175,000

## What Makes A Property Historic?

### • Age

at least 50 years old

### • Integrity

character-defining features are unchanged and still apparent

### • Significance

direct association with important historic events or activities

direct association with people who played important roles in history

distinctive architectural style or type, construction method or craftsmanship

may yield information about the past

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.

By 2006, 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. In Georgia, archaeologists for the first time will begin documenting the existence and significance of underwater archaeological sites in a systematic 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 American Indians and African Americans. The modern archaeological record may be critically examined. World

War II-era sites may expand upon current historical documentation and first-person accounts of battles and wartime preparations. Landfills may provide additional evidence of 20<sup>th</sup>-century material culture and associated lifestyles. In a practical application, archaeologists examining landfills will provide industrial information about the impact of packaging and other materials on the environment. 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.

## What Makes A Property “Historic?”

To be considered historic, a property must have three essential attributes: sufficient age, a relatively

high degree of integrity, and significance in history.

### Age

A property must be old enough to be considered historic. Historic properties are, by definition, old, not new. Generally speaking, this means that a property must be at least 50 years old, although this is just a general rule, not an absolute requirement. 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 what is called its integrity to be considered historic. For a building, structure, landscape feature, historic site, or historic district, this means that the property must be relatively unchanged. Its essential character-

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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, documented through tradition, and still used or revered in some way.

## Significance

Finally, 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 were important in the past—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; 3) by having the potential to yield information important to our understanding of the past through archaeological, architectural, or other physical investigation and analysis.

## Who Decides What's Historic?

Individuals may have their 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 consensus can be reached and determinations made as to what is historic and what is not. Once this consensus determination has been

reached, it becomes public preservation policy. There are several established ways in Georgia of publicly determining whether properties are historic and therefore worthy of being preserved.

## National Register of Historic Places

One of the most important ways to determine which properties are historic and which are not is the National Register of Historic Places. Ever since its creation by Congress in 1966, the National Register has been one of the foundations of historic preservation 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 and



*The Carson McCullers marker, located in Columbus, Muscogee County, is an example of a local marker program.*

bulletins. Listing in the National Register, or determining National Register eligibility, is one of the clearest statements of public policy about what is historic and worthy of being preserved.

## Georgia Register of Historic Places

Established in 1989, the Georgia Register of Historic Places is the state's companion to the National Register of Historic Places. Modeled closely after the National Register, the Georgia Register is the 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 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, nearly 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 plans. As required by the 1989 Georgia Planning Act, these plans must include consideration of historic properties. This consideration can vary widely from community to community, and these plans do not have the force of local designations under preservation ordinances. However, used together, they can provide for growth management and for the opportunity for communities to make a public statement about what is locally considered historic and worthy of being preserved. Other local land-use tools, includ-

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ing 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. The program is currently 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 Historic?

Although there are several different ways of determining whether properties are historic, all of these processes share certain essential steps. These common steps constitute a fundamental historic preservation routine or method.

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, i.e., seeing how it fits into the larger scheme of things, from a historical perspective. 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.

The third step consists of applying some criteria for evaluation to the property and what is known about it—a yardstick for measuring its significance—such as the National Register of Historic Places “Criteria for Evaluation” or the designation standards found in a local 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.

### Steps to Determine if a Property is Historic

1. Gather information.
2. Put the property in its place in history.
3. Apply criteria to evaluate the property.





**A**rchaeology is the science devoted to discovering and understanding traces of 4.5 million years of human and proto-human activity. The raw material of archaeology is a “site”—anyplace that contains evidence of past human activity. A site usually consists of two elements: artifacts and features. An artifact is any object made or altered by humans. A commonly found artifact in Georgia is an American Indian spear point. A feature is essentially an immovable artifact. An 18<sup>th</sup> century privy pit is a feature, as is a soil discoloration left by a prehistoric fire that American Indians lit 6,000 years ago. Studying the relationships between artifacts and features allows the archaeologist to reconstruct what happened at a site hundreds, thousands, or in some cases, millions, of years ago.

Archaeology can be distinguished from the discipline of history as a way of knowing about the past. The latest archaeological evidence indicates that humans have occu-

ried North America for approximately 13,000 years. The written records that form the raw material of the discipline of history go back to the de Soto entrada, in 1540. Most of the buildings that we see on the Georgia landscape are even younger; the oldest date to the 18th century. Simple math indicates that the written records in the archives and the buildings of the state are the tangible evidence of about 3.5% of the time humans have occupied Georgia. Learning about the past only through those avenues is like parting the curtains on a window just a crack and expecting to fill a room with sunlight.

Moreover, preserving and studying historic buildings and written records alone is even less representative than it might seem at first glance. Not only does it leave out American Indian culture, but it significantly underrepresents the lives and contributions of enslaved Africans, Hispanics, tenant farmers in the post-bellum South, women, children—in fact, most of the middle and lower economic classes

of society. Why? Because for most of American history, literacy has been the province of the few. With the exception of the WPA Writers Project and several other notable exceptions, for instance, most of the historical knowledge of enslaved Africans up until about 25 years ago came from records kept by their owners—not by the people themselves.

In short, archaeology is the **ONLY** way available to learn about the achievements and lives of most of the people who have lived in Georgia. Georgia has some of the most important archaeological sites in the country. This does not mean that archaeology is superior to history as a way of understanding the past in Georgia. Rather, history and archaeology work together to provide a fuller understanding together than either would do on its own. It is that marriage between the disciplines that undergirds the Historic Preservation Division (HPD) programs.

## Chapter 4

# Archaeology and Historic Preservation



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## The Office of the State Archaeologist

The Office of the State Archaeologist (OSA) in Georgia was created by state law in 1969. Many states at the time created similar positions, in part because the National Historic Preservation Act of 1966 had not yet been fully implemented. The larger purpose in creating the position, however, was to furnish to the citizens of the state a resource person who could answer questions about archaeology. In Georgia, the legislature assigned OSA a wide variety of duties, including overseeing any archaeology on Department of Natural Resources' (DNR) managed lands, serving as a resource to other state agencies, educating the public, conducting research, and caring for artifacts from DNR-managed sites. The State Archaeologist was housed at the University of West Georgia and received minimal funding from sources outside the university. At the same time, several archaeologists worked in

HPD (then called the Georgia Historical Commission), as staff members charged with reviewing project impacts and National Register nominations. In 1997 the OSA was made a part of HPD, and funding was significantly increased.

## Archaeological Significance

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 understanding the past.

How is this determined? The answer to this question lies in the way the scientific method works. Science advances in part by posing a question (often called a hypothesis), and then laying out what might be expected given a variety of answers. These "if/then" statements are usually couched in a research design. Once an archaeologist has written a research design, he or she carries out fieldwork to test the hypothesis. If the archaeological site on which the hypothesis is tested yields new information, then it meets the standard set by Criterion D of the National Register. However, what is "new" is constantly evolving in archaeology 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, whether a site is significant 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 makes archaeological sites somewhat unique amongst the range of other resources HPD addresses.

## Archaeological Integrity

Archaeological site significance is driven not just by the research design. In order to answer the questions that make a site potentially significant, the site must have what archaeologists refer to as “integrity” or sometimes “good context.” Integrity refers to the relationship between artifacts—the objects archaeologists dig up—and features—those immovable

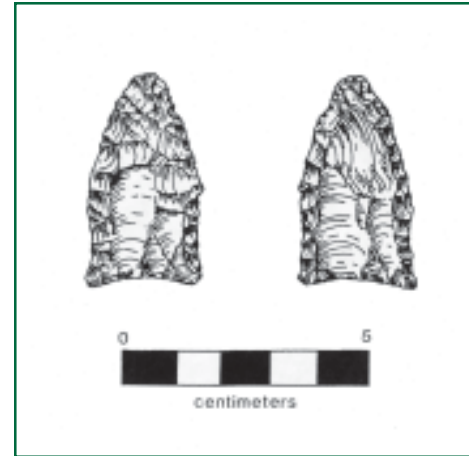
artifacts and the layers of soil in which they are found.

An archaeological site in which the soil layers have been severely disturbed may have lost so much of the spatial relationships among artifacts, features, and soils themselves that it no longer contains the information necessary to answer significant questions.

Why is this so? When archaeologists excavate a site, they record the position of the artifacts they find in relation to soil layers and archaeological features. This allows them to reconstruct the site on paper, or on computers, back in the lab. If the archaeological site has lost its integrity, it can be impossible to reconstruct, and therefore, much of the scientific value of the site may be lost.

## PaleoIndians

Context or integrity is a relative measure. For example, the earliest American Indians in what is today



*A sketch of the front and back views of a Clovis spear point found on Fort Benning shows the center groove and many flake marks. (From: Fort Benning: The Land and the People, by Sharyn Kane and Richard Keeton, Southeast Archaeological Center, Tallahassee).*

called Georgia lived here about 10,000 BC. Relatively little is known about those earliest Georgians (referred to by archaeologists as PaleoIndians), for a variety of reasons. One of the main reasons is because massive erosion took place after the PaleoIndian occupation of Georgia, erasing many sites from the landscape. In addition,



*Ongoing planning for Resaca Battlefield in Gordon County illustrates the role of HPD's Archaeological Services Unit in DNR. The property includes trenches, rifle pits, artillery emplacements, and other features related to the 1864 Atlanta Campaign battle between the armies of General William T. Sherman and General Joseph T. Johnston.*

there were never very many PaleoIndians in Georgia to begin with so, even without the erosion, there would be very few artifacts for archaeologists to find.

Periodically, isolated PaleoIndian artifacts are discovered in rivers or in plowed fields. The artifacts may no longer be associated with a site, but the level of knowledge for this time period is so low, and information is so hard to obtain, that *any* information is important. In the case of a PaleoIndian spear point found in a farmer's field in Dougherty County, the context is a set of geographical coordinates rather than a site.

## Battlefields

This type of case can be contrasted with a much more recent archaeological site type, the Civil War battlefield. Battlefields are among the most fragile of archaeological sites. Battles take place very quickly in archaeological terms, sometimes only lasting hours, or at most,

weeks. Sites where battles occur thus contain a snapshot of what happened, sometimes in such great detail that the course of individual soldiers on the field can be followed.

For example, on June 25, 1876, 268 men of the Army's 7th Cavalry, commanded by Brevet General George Armstrong Custer, were killed at the Battle of the Little Bighorn. In the years following, numerous accounts of the command's demise were written, most of which included some version of a "Gallant Last Stand," in which Custer rallied his few remaining troopers for one last volley before they fell. In any event, in the aftermath of the battle, the U. S. Army sent a detail out to the battlefield to inter the troopers' remains, which are now marked by marble headstones.

In 1983, a prairie fire denuded the vegetative cover of the battlefield site. Archaeologists, working with metal detector enthusiasts, plotted the location of every artifact they

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could find. The angle, trajectory, and type of each bullet were noted in order to reconstruct its point of origin. Forensic science specialists recorded the “fingerprint” on each metal shell casing, and skeletal analysis was used to identify previously unidentifiable human remains, accounting for more of the troops who had never been located on the field.

In the end, the archaeological analysis re-wrote the story of the Battle of the Little Bighorn. Rather than a Last Stand, Custer’s command apparently disintegrated almost immediately into small groups of soldiers acting on their own. As isolated groups of troopers were killed, their weapons were taken by the Indians and turned on other men.

The final account of the battle viewed archaeologically corresponds more closely to American Indian accounts than it does to any official account. Put together with studies of battlefield behavior conducted since World War II, a

very different view of the Battle of the Little Bighorn emerges than what official accounts described. After the 7th Cavalry’s command structure broke down, men would have become confused as to what to do. Some would have attempted to escape the field, others, veterans of the Civil War, would have attempted to exert leadership and establish defensive formations. Horses would have been killed to serve as a defensive breastwork for the platoons. The smell of blood and powder, the screams of dying mounts, the shouts as officers tried to organize a defense, and the din of battle probably so overwhelmed some men that they simply sat down and waited to die. The whole fight was over in an hour, perhaps two.

The approach used at the Battle of the Little Bighorn has now been replicated at other battlefield sites, including medieval sites in Europe, and it illustrates the new insights that can be gained into events that by their very nature are chaotic, and which often result in sparse written

accounts. However, gaining these new insights is possible only when the battlefield site has good archaeological context. This context has been all too often largely destroyed by thoughtless collectors.

## Archaeological Context

Many Civil War battlefields consist of two types of historic resources, the trenches and earthworks that marked troop positions, and the archaeological data contained in the hundreds of thousands of bullets, artillery shells, equipage, and other artifacts lost during the individual battles.

It is helpful to visualize a Civil War battlefield site as being like a skeleton and its musculature. The earthworks take the place of the skeleton, and the artifacts provide the musculature, i.e., the movement of individuals and units across the field of battle. Unfortunately, most

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battle sites are like the reconstructed dinosaur skeletons seen in a natural history museum. They portray how impressive these creatures were, but it is hard to imagine what they looked like without the muscles, skin, hair, and other external features that make a dinosaur recognizable. All too many battlefields have been similarly denuded of any trace of movement. The earthworks seen on the site give the viewer an idea of where troops may have started. However, the ability to plot the course of the battle, and the individual life-and-death struggles that made up that battle are gone, because the artifacts that could have told those stories are now in private collections, or worse, have been sold on the illicit artifacts market.

The impact of looting, whether it takes place at a Civil War battlefield or a prehistoric American Indian village, lies in the destruction of archaeological context. This explains why archaeology is such a methodic science. Archaeologists

typically proceed very cautiously when excavating a site, because they record the position of the artifacts and features they find. In fact, in order to retain as much context for as long as possible, archaeologists typically employ excavation techniques in a way that causes minimal destruction of the site at first (for example, digging small shovel holes). Shovel testing, as it is called, can be thought of as opening a series of tiny windows in the surface of the earth to peer through at the site underneath. Shovel testing is usually followed by test pits, which are square holes about the size of a telephone booth. It is at this stage that the investigator usually gathers enough information to decide if a site is eligible for the National Register. Finally, archaeologists may progress to larger scale excavations. These, however, are increasingly rare.

Archaeology does not just consist of digging. In fact, digging only takes about a third of the time budgeted for a project. The other two-thirds are set aside for analysis

and write-up of the field results. Even this does not end the archaeological process. The artifacts found have to be curated, or properly cared for, in a temperature and humidity-controlled building, where they can serve as a research and learning tool for the future.

## A Case Study

How do archaeologists go about learning about the past, using concepts like site integrity and a thorough research design? Excavations at the River Moore Farm development site in Gwinnett County serve as a good illustration.

Prior to development of the tract, which abuts the Chattahoochee River, an archaeological survey identified several sites dating from both the prehistoric and historic periods. The survey was required pursuant to a U. S. Army Corps of Engineers wetlands permit. One of the most promising sites was

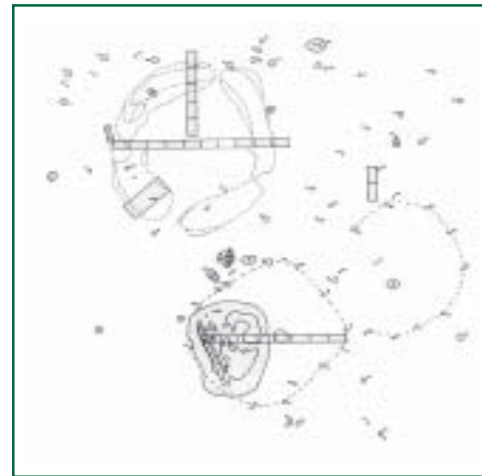
designated 9GW70. The “9” signifies that the site is located in Georgia, which is ninth in an alphabetical list of states, the GW indicates that the site is located in Gwinnett County, and the “70” indicates that this was the seventieth site discovered in Gwinnett County.

After digging shovel tests and several test pits, archaeologists determined that 9GW70 was potentially eligible for the National Register because it had good integrity. In addition, intact features such as pits held the promise of yielding food remains that could enhance the understanding of the prehistoric American Indians who lived on the Chattahoochee River. Pottery found at the site indicated that American Indians lived there around A.D. 700. This was the beginning of a time period during which American Indian society changed from dispersed bands which gathered wild foods and hunted deer to a more sedentary society characterized by the construction of large temple mounds, development of agriculture using

corn, beans, and squash, and the rise of powerful chiefs who ruled relatively large territories. The archaeologists’ research design was based on the probability of finding remains that would help clarify this process.

Following the research design, the archaeological team began large-scale excavations. During the course of their fieldwork, they uncovered many intact features, including post molds (stains left from posts which had since rotted), trash pits, and burned areas representing hearths. These features, when mapped, indicated the locations of houses and adjacent outdoor living areas. The archaeologists also uncovered a large structure represented by four trenches. Perhaps most puzzling, the large structure contained no features beyond the trenches themselves. In fact, the trenches contained no evidence of posts for walls, so it is possible that this large configuration of trenches was never enclosed.

What did the archaeologists learn from 9GW70? A paleobotanist (a plant specialist who studies ancient specimens) carried out an analysis of the small seeds and fibers from the site and identified maize with an associated carbon-14 date of about A.D.700, along with native food plants such as chenopodium, maygrass, wild grape, walnut, hickory, and acorns. This is one of the earlier dates for maize in Georgia, and indicates that American Indians of the time incorporated domestic foods into their wild food regimen. It also indi-



*Illustrated at left is the site plan for a late Woodland (ca. A.D. 700) village located in Gwinnett County. Two houses (delineated by dotted lines) are indicated by soil stains from rotted posts (bottom left). A third building or enclosure is indicated at the top left by trenches dug into the ground. The irregular boles are trash pits.*





*Chocolate Plantation on Sapelo Island in McIntosh County is believed to have been built c. 1812–1813 by Edward Swarbreck. Less evident is the site's high archaeological potential.*

cates that American Indian society may have changed fairly quickly as maize was incorporated into traditional foodways. Further, the plants found at the site would have been available from about June through October, indicating a summer/fall occupation. But along with this new information came a new question: what was the function of the four trenches? They could have formed a large

building that was partially destroyed by plowing over the years of farming at the site in the 1800s. However, the lack of any pit features around it argues against that, since the archaeologists should have found some trace of pits if they were ever there. The trenches could have formed some type of ceremonial feature, but if so, for what? Questions like this provide the fodder for future research designs. The 9GW70 example illustrates nicely how the archaeological process works in the field, from initial testing of a site, development of a research design, through to excavation and the generation of new questions to address in the future.

## Archaeological Site Preservation

Research designs, excavation methods, and analysis are all key components of an archaeological investigation. But it is often more

important to actively preserve and maintain archaeological sites, rather than to excavate them. There are two good reasons for this. One is that archaeological sites can be important for reasons other than their scientific value. For instance, the Jeff Davis Capture Site in south Georgia is important because of its historical association. American Indians, likewise, consider many archaeological sites to be important because of their association with traditional knowledge and beliefs. This illustrates a fact which archaeologists are beginning to recognize: western scientific values do not always trump all others.

A second important reason to preserve archaeological sites is that, presumably, scientists of the future will have better field methods, laboratory analysis tools, and different research questions. There is ample precedent in the archaeological literature for exciting new discoveries in the field made as a result of research in a museum, working with collections that were excavated long ago. Preserving the

context of archaeological sites in the ground is simply a recognition that such discoveries will probably happen in the future as well.

## HPD's Archaeological Protection and Education Program

The HPD archaeology program is based on priorities developed by HPD and archaeologists in Georgia. These include DNR stewardship, Section 106 compliance, submerged cultural resources, public outreach, anti-looting efforts, curation, and academic institutional relationships. Some of these functions, such as compliance with Section 106 of the National Historic Preservation Act are addressed in other parts of the State Plan. Specific objectives of the archaeology program are included in Chapter 2. Here a brief context for those objectives is provided.

## DNR Stewardship

One of the primary duties of the State Archaeologist is to advise the DNR on stewardship of archaeological resources on lands it manages. From the Chocolate Tabby ruins on Sapelo Island to Etowah Indian Mounds State Historic Site in Cartersville, DNR manages some of the most important known sites in the state. Note that word “known,” because on the thousands of acres the agency manages are located hundreds, if not thousands, of archaeological sites that have not yet been discovered. From field surveys to technical assistance, the Archaeological Services Unit provides expertise agency-wide to preserve some of the state’s most important archaeological resources.

Ongoing planning for Resaca Battlefield in Gordon County illustrates the role of the Archaeological Services Unit in DNR. The property includes trenches, rifle pits, artillery emplacements, and other features related to the 1864



*Above is a looter hole and an improvised screen. Looting destroys archaeological sites, denying the information they hold to future generations.*

Atlanta Campaign battle between the armies of General William T. Sherman and General Joseph T. Johnston. Using Global Positioning System (GPS) technology coupled with Geographic Information Systems (GIS), and working with the Georgia Institute of Technology, HPD archaeologists were able to accurately map every visible surface feature on the battle site.

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Limited archaeological testing revealed that artifact hunting has had a significant impact on the site. Probably this was so severe that the type of analysis carried out at the Battle of the Little Bighorn is impossible. However, artifacts from the battle *have* been recovered. These included a rare bullet used by Confederate snipers, as well as a cluster of “dropped” Union Army bullets. Drops occur when nervous soldiers let go of their bullets as they pull them out to load. One cluster of drops at Resaca may indicate where a small party of skirmishers tried to probe the Confederate line, looking for a point through which to attack. More important, however, the GPS and archaeological surveys at Resaca will help park managers avoid impacts to intact areas of the site and will provide ample material for interpretive programs. These programs will include the impact of looting on archaeological sites.

## Looting

As noted above, looting of archaeological sites destroys their integrity, thus diminishing and, in some cases, destroying their scientific and historical value. The advent of the Internet and web-based auction sites has turned an already serious resource management issue into a critical problem. With American Indian spear points fetching \$750 on the open market, and Civil War related artifacts like slave tags commanding prices up to \$5,000, artifact looting has become endemic across Georgia and the southeast. While some looting is carried out by people who do not understand the destructiveness of their actions, much is also carried out by individuals who use looted artifacts, often taken from private property without the consent of the owner, to underwrite other crimes, especially drug purchases and manufacture. Looting thus destroys the past and fuels other violations.

In order to combat looting, HPD developed, with DNR Law Enforcement personnel, proposed enhancements to existing Georgia state law which will give property owners an additional tool with which to safeguard sites on their land. House Bill 698 was signed into law by the Governor in April 2001. It will significantly enhance Georgia’s ability to preserve its archaeological heritage.

## Underwater Archaeology

While much of the documented looting takes place on land, underwater archaeological sites are also vulnerable. Georgia, unlike neighboring states to the north and south, has no underwater archaeology program. In fact, with the exception of very limited studies conducted under federal mandate, there has never been a survey in Georgia to discover what resources lie in the state’s waters. Enough is

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known from neighboring states, however, to be able to safely say that everything from Revolutionary War shipwrecks on the coast to abandoned towns under reservoirs, from American Indian canoes thousands of years old to turn-of-the-century sidewheel steamships are part of Georgia's underwater archaeological heritage. Such resources have the potential to provide information about a little-documented aspect of Georgia's past. They also can serve as valuable heritage attractions.

HPD has undertaken the first important steps in developing a plan to manage these valuable resources. A study has been conducted to examine successful programs in other states, in order to have some basis in fact for resource management recommendations. HPD was also the recipient of a U. S. Navy Legacy Grant to develop a management plan for Navy-owned shipwrecks. Simultaneously, a survey of extant documentary resources has been commissioned to learn as much as

possible from written records. With these studies in place, Georgia will be in a strong position to move forward with an efficient underwater archaeology survey.

## Curation and Collections Management

Although not as intrinsically fascinating as fieldwork, the care of archaeological collections is of the utmost importance, and will become more so as time passes and fewer and fewer archaeological sites are available for excavation. Artifact collections and their associated records are crucial to the development of an effective statewide archaeology program for several reasons.

First, they form the permanent record of the site from which they were excavated. Through the excavation process, a site is partially

or entirely destroyed. The only record of its existence after excavation are the collections and the excavation records.

Second, collections form the basis for future discoveries. Many of the most important archaeological research projects of the last 50 years have been based exclusively on existing collections. Collections also lead to new research questions, and to new ways of looking at sites not yet excavated.

Third, they are an invaluable learning tool. One of the most powerful aspects of archaeology lies in the opportunity it provides for people to touch everyday objects that were handled thousands of years ago. There is no better tool for teaching children, or adults, about the earliest Georgians than to let them handle a PaleoIndian point. To observe closely its workmanship, the infinite care the maker took 12,000 years ago to knock each flake of stone from the core, or raw material, is to see a frozen moment in time, never to



*Georgia Governor Roy E. Barnes (center) signs the Georgia Archaeology Month Proclamation with (from L–R): Tom Gresham and Stanley Macaffee (SGA board); Elizabeth Shirk (SGA president); Dan Elliott (president, Georgia Council of Professional Archaeologists); and Dr. Dave Crass (state archaeologist).*

be repeated. Nothing can communicate the power of the past quite so directly.

Unfortunately, nearly all of the collections excavated from sites in Georgia do not stay in Georgia, because the state itself has no facility to properly care for the artifacts and their associated

documents at a reasonable cost. Two small repositories exist at universities, but are limited in their capabilities by size and funding. As a result, most important collections from Georgia excavations, some of them nationally significant, are stored in Alabama, where they can be cared for properly. This represents an incalculable loss to the taxpayers of the state. HPD has undertaken the first steps in a long-term study to assess the status of the state's archaeological collections, and to make recommendations on how they can be brought back to Georgia, where they can assume an important and deserved part in the education of the state's citizens.

## Outreach

In the final analysis, good stewardship starts with individual action. Whether as property owners who are stewards of archaeological sites, as DNR park managers who oversee historic sites, as school teachers who educate the young, or

as legislators who determine budgetary priorities, the overriding need in archaeological site protection and education is comprehensible information. HPD has always done public outreach in archaeology. From TV shows to artifact identification days, HPD's archaeologists have gone to great lengths to make themselves available to the wider public.

With the incorporation of the OSA into HPD, however, it became necessary to significantly increase outreach efforts. Archaeology is not an intrinsically difficult science to understand; however, like all sciences, it possesses its own terminology, theoretical perspectives, methods and techniques. Unlike most sciences, archaeology tells the story of human history, reaching way back into the past and including much more recent times. Whether they are associated with PaleoIndians who lived 12,000 years ago, Cherokee or Creek Indians who were forcibly removed from their farms and homes in the 1830s or tenant

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farmers of the 1880s, Georgia's archaeological sites are some of the most important in the Southeast. Archaeologists understand this. However, archaeologists also recognize that some times scientific jargon gets in the way of communication.

HPD has begun to meet this need by designating one person as point-of-contact for archaeological information. With training in both historic preservation and archaeology, the Archaeology Outreach Specialist is charged with serving as the interface between the science of archaeology and everyday stewardship concerns. One of the most important roles for the Archaeology Outreach Specialist is to train historical commission members and other policy makers in archaeological basics, giving them the tools to make sound decisions at the local level.

HPD is involved in outreach in other ways. Staff are members of the Society for Georgia Archaeology (SGA), the statewide non-

profit organization for advocacy and preservation. With SGA, HPD co-sponsors Georgia Archaeology Month, a celebration held every year that culminates in a spring conference with popular themes. Staff also participate as instructors in the award-winning National Park Service archaeology education program at Fort Frederica National Monument. The State Archaeologist has assisted the Woodrow Wilson Boyhood Home in Augusta for nearly nine years in management issues at the 1858 Italianate home. From technical assistance site visits to evening lectures at DNR parks, Archaeological Services Unit staff are active statewide, striving to meet the demand for information about Georgia's archaeological heritage.

## Looking Ahead

Since the Office of State Archaeologist was incorporated into HPD, the Archaeology Protection and Education program has made

good progress. However, HPD's work has just begun. Other states on the south Atlantic seaboard have demonstrated how to achieve important objectives such as an underwater archaeology program, a statewide curation facility that benefits all citizens, and an increased stewardship ethic. HPD cannot achieve these objectives acting on its own. It will take significant efforts on the part of the Society for Georgia Archaeology, the Georgia Council of Professional Archaeologists, and related preservation interest groups.

It also will take increased cooperation with other DNR divisions. Natural resources stewardship bears much in common with archaeological site stewardship, whether on land or underwater. Many of the same forces, both natural and man-made, impact natural resources and archaeological sites. Cooperation between archaeologists and those with kindred interests will, in the end, help to preserve those parts of the past that are most important.



**A**t the start of the 21<sup>st</sup> century, historic preservation is becoming a more 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, and it is essential to examine these issues to determine their impact.

Many Georgians are concerned about the proliferation of unplanned growth that results in urban sprawl and unsightly development. They look to historic preservation as a tool to help maintain sustainable communities and bring about coordinated and sympathetic new development.

It is important to understand the factors affecting the state as a whole so that preservation programs can be designed to respond in the most effective manner. In this way, preservation can prove

ever more valuable as a tool that shapes Georgia's future.

## Population Trends Statewide Trends

Changes in population are transforming the state's economic, political and social fabric. During the decade of the 1990s, Georgia's population increased dramatically. It ranked as the fourth fastest growing state in the nation and 10th overall in population size. By the year 2000, the state's population was 8.1 million, an increase of 26.4% since 1990. It is predicted that Georgia, as the economic center of the South, will continue this accelerated growth far into the 21st century.

Georgians are also getting older. The median age of the population increased in the 1990s by 2.5 years to an overall median age of 34. Despite this, Georgia is still one of the youngest states in the nation. It

ranks seventh youngest in median age. This relative youth can be attributed to the strong job market that attracts young professionals and service industry workers in their child-bearing years.

Georgia is becoming more culturally diverse. It ranks fifth nationally in the number of African Americans, with 2.1 million residents. This accounts for 28.4% of the population, up from 27% in 1990. Although small in numbers, the fastest growing segment of the population is Hispanics. Their numbers increased by 90% from 1990 to 1997, and they currently represent almost 5.3% of Georgia's total population.

Overall, four major population trends affect the preservation of Georgia's historic resources. These include suburban areas where most of the growth is occurring; urban areas with a level or slightly growing population; rural growth areas; and rural areas with declining populations.

## Chapter 5

# Georgia Now and in the Future







*Although many U.S. cities have lost population to suburban expansion, the city of Atlanta can claim a 3% increase in population during the 1990s, the first increase in many decades.*

### Suburban Georgia

The vast majority of population growth is occurring 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 population lives in the greater Atlanta region. Three of the counties in the metropolitan area were estimated to be among the seven fastest growing in the

nation from 1998 to 1999 according to the United States Census Bureau. Forsyth County, located north of Atlanta, was the second fastest growing county in the country, with an 11.9 annual growth rate. Forsyth grew almost 100% during the 1990s. Henry County, at the south end of the metro area was ranked fifth, and Paulding County, west of Atlanta, was seventh. During the 1990s, Cobb County increased by more than 120,000 residents (27%), while Gwinnett County grew by 170,000, a staggering 48% increase in 10 years.

### Urban Georgia

The percentage of population living in Georgia's cities has dropped steadily over the past 50 years. In 1960, 54% of the population lived in cities; by 1998, only 39%. Georgia cities have lost population to suburban expansion. Many urban areas have become workplaces for the middle class and home to the wealthy, minorities and poor. Every major city has experienced a decline in the

population of the middle class. Even so, the City of Atlanta can claim a slight increase in population (about 3% during the 1990s) for the first time in decades.

### Rural Growth Areas

Major rural areas experiencing growth are located in the northern portion of the state and along the Atlantic coast. These areas usually possess scenic beauty that attracts tourists and retirees, are located near an expanding military installation such as Kings Bay Naval Base in Camden County, or are a regional economic center. Camden County's population increased 57% during the 1990s. The mountainous north Georgia counties of Gilmer, Lumpkin, Pickens, Towns, Union, and White increased their populations by more than 30% during the decade.

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## Rural Areas in Decline

Concentrated in the southern half of the state, rural areas with declining populations face an uncertain future. They are characterized by long-term population loss, lack of employment opportunities, and low levels of government services. Working-age people continue to leave these areas, leaving behind large numbers of both young and older residents.

## Effects of Population Trends

These four major population trends continue to have a variety of effects on historic resources. Areas of rapid growth experience different threats and opportunities than rural or urban areas in decline.

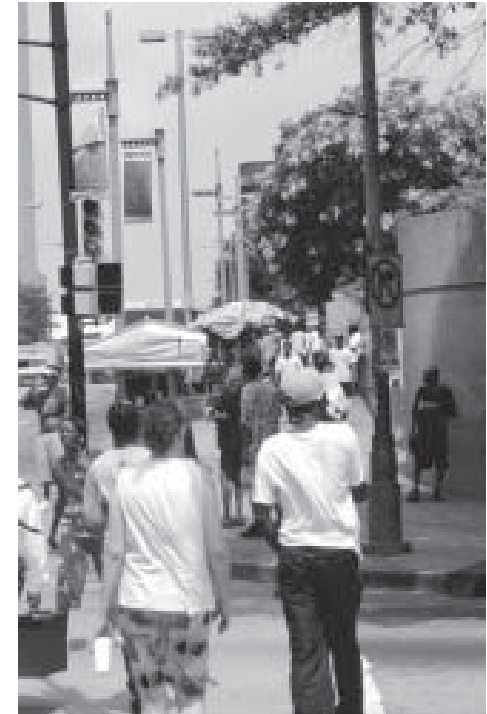
Rapid growth on the suburban fringe of metropolitan areas creates widespread changes in the landscape and pressure on existing infrastructure. Similar pressures exist in rural growth areas such as the north Georgia mountains and

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.

Anticipating rapid growth and reacting to its effects requires time, planning and political will. Five years ago, only 33% of Georgia's 159 counties had enacted any kind of zoning ordinance. In 2000 that figure was 44%, but this still leaves the majority of the counties with no regulatory authority governing land use. Most counties experiencing rapid growth have some type of land use controls. Major exceptions are the counties of the north Georgia mountains such as Murray, Gilmer, Pickens, Fannin, Union, Lumpkin, Towns and White, which currently have no county zoning in place.

In response to this lack of planning and zoning, the legislature mandated, under the Georgia Planning Act of 1989, that all local governments produce a comprehensive plan that included an existing and future land use map. A required component of these plans is a section on natural and historic resources, and a description of how a community intends to incorporate these resources into future land use decisions.

Producing a comprehensive plan is a good first 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.



*Atlanta's downtown streets are crowded with workers weekdays, but are empty evenings and weekends.*

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During the 2000 legislative session, Governor Roy Barnes introduced a bill to create the Georgia Green Space Program. Passed by the legislature, this program makes state funds available to local governments to purchase and preserve green space. The intent is to help eligible counties preserve 20% of their land area in undeveloped open space. One of the results of the program can be the protection of historic resources, especially archaeological sites.

Another method of growth management is the idea of sustainability. This approach emphasizes long-term planning, environmentally sound design and the efficient use of existing infrastructure and historic resources. Sustainable development techniques include an integrated strategy encompassing land use, growth management, environmental concerns, housing and transportation. The goal is to create, preserve and enhance communities with enduring value and long-term viability. Another component of

sustainable development is neo-traditional design. This involves using traditional historic development patterns when creating new infill in historic areas or building new suburban communities.

Comprehensive planning, open space preservation, sustainability and neo-traditional design promote the retention, preservation and enhancement of both natural areas and existing historic environments. These approaches bring together environmentalists and preservationists, creating integrated solutions to the problems of the state's rapidly growing areas.

Urban 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 on their edges. For the most part, however, urban cores are experiencing disinvestment in the form of decaying and outdated infrastructure, underutilized buildings, vacant lots and a

perception of crime and neglect. Threats to historic resources come from deferred maintenance, abandonment, or new development at any cost.

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. They are buying and rehabilitating historic housing or 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.

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

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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. Archaeological sites in isolated areas are threatened by looters that take advantage of the growing market for artifacts.

With declining population and few employment opportunities in these rural areas, job creation is a major priority. Many rural communities use historic preservation as a basis for revitalization. Using the Main Street approach, 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.

Underutilized 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 community 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.

## Housing Trends Statewide Trends

The most recent data available for analysis concerning housing comes from the 1990 census. At that time Georgia contained 2.6 million total housing units. Of that total, 10.3% or 272,000 units were vacant. It is estimated that almost 382,000 units or 14.3% were constructed before 1950.

With a population growth in Georgia of 18% during the 1980s, the number of housing units grew by 26% over the same period.



*The Troy Peerless Laundry is one of Atlanta's best examples of small-scale Art Deco architecture. Located on Glen Iris Drive in the midtown area, the building was designed by Atlanta architect Isaac Moscovitz and built 1928-1929. The property was listed in the National Register of Historic Places in 1999. Utilizing the federal tax incentives, it recently has been rehabilitated into loft apartments.*



*Warren Square (above), is just one of the many squares that make historic Savannah so unique. Many of the city's historic homes have now been rehabilitated.*

This illustrates an overall decline in the number of persons per household, from 4.4 in 1930, to 2.6 in 1990. This tendency continued during the 1990s. There were 3,281,737 housing units in the year 2000, representing 2.65 persons per household.

Within the context of a robust economy and the creation of thousands of housing units each year, Georgia continues to face concerns with homelessness and a

shortage of affordable housing and housing for people with special needs. Rehabilitation of historic resources plays a significant role in providing solutions for these needed services. Some historic hotels and warehouses are being converted into Single Room Occupancy housing units for the homeless, persons with AIDS, the elderly and people with disabilities. Historic neighborhoods offer great potential for creating affordable housing through rehabilitation or new construction. Macon, Savannah, Atlanta and many smaller communities have active programs to provide these services.

An additional concern is the creation and retention of middle and upper income housing in central cities or in-town neighborhoods in order to sustain vital and diverse communities. The continued use of intown historic neighborhoods and central business districts contributes to the stabilization of communities and the revitalization of downtowns across the state.

## Effects of Housing Trends

Construction of additional housing subdivisions and the accompanying sprawl increases pressure on the state's historic resources through reduction of open space, demolition of historic buildings and destruction of archaeological sites. Conversely, historic buildings offer exceptional opportunities for creative solutions to housing needs. Housing rehabilitation programs provide affordable homes to inner-city residents. Historic preservation can also be used to attract middle-income residents back into the city. The residential rebirth of cities is the single most important factor in their revitalization. Many Georgia communities have instituted facade rehabilitation programs that, along with the use of tax incentives for historic properties, have helped revitalize commercial areas. Creative conversion of buildings designed for non-residential use, such as warehouses, manufacturing facilities, and offices, into housing has added to existing units in many city centers.

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## Economic Trends

### Statewide Trends

Nineteen ninety-nine figures reflect the astonishing growth of Georgia's economy—51% larger than in 1991. Many analysts believe that Georgia will continue to rank among the nation's fastest growing states. The Selig Center for Economic Growth at the University of Georgia attributes this to the state's industrial diversity; high-tech job growth; a well-developed transportation and telecommunications infrastructure; a strong hospitality industry; available affordable housing, office space, industrial facilities, and land; and a favorable financial climate. The Selig Center also cites factors that may deter growth: air quality problems; a highway system that does not meet the demands of the Atlanta metro area and does not reach many rural areas; an education system that compares poorly nationally; inadequate water distribution and treatment systems; lack of ready-made facilities for companies

seeking to relocate; and insufficient cash incentives to discourage company relocation to neighboring states. While overall the state is experiencing a period of wealth and growth, certain rural areas are struggling to share in the prosperity. The median income of two-thirds of Georgia's 117 rural counties is lower than that of Mississippi, the country's poorest state.

### Agriculture

Agriculture is Georgia's largest industry, with the state's gross farm income at over \$6 billion in 1998. While poultry, cotton and peanuts are likely to remain the state's chief agricultural products, there is increasing diversification especially with produce and nursery crops. The poultry industry, traditionally tied to north Georgia, is expanding throughout the state. Increased vegetable production is moving into south Georgia from Florida due to population growth there and available water here for

irrigation. A growing population and urban sprawl are also taking their toll on Georgia farmland. Georgia ranked fourth among the states in the amount of prime farmland converted to urban uses between 1982 and 1992 according to a report from the American Farmland Trust. Even though fewer people than ever are involved in agriculture, competition for land—especially agricultural land—will intensify as the population grows. One method to help preserve farmland is to allow farmers to put property in short and long-term trusts that protect the land in exchange for lower tax rates. More methods to help preserve farmland are needed.

### Effects of Economic Trends

Continued growth presents both opportunities and challenges for the preservation community. Development pressures must be addressed. Historic resources, including archaeological sites and



*The Pleasant Hill Historic District is Macon's major historic African American neighborhood, featuring predominately one-story, simple, wood-framed houses that date from 1870–1930. The district was listed in the National Register of Historic Places in 1986.*

landscapes, are especially vulnerable in regions such as the mountains and coast. With concern over air and water quality, traffic problems, and general dissatisfaction with the impacts of sprawl, support for public-sector controls appears to be growing. According to the Selig Center, effective growth controls would almost certainly increase demand for existing housing. In Atlanta, historic downtown

properties are being converted into housing, and historic intown neighborhoods are growing in popularity and value. The strong national economy is reflected in the number of rehabilitation projects assisted by federal tax incentives. The National Park Service (NPS) reports that the total amount of money invested in rehabilitation during Federal Fiscal Year (FFY) 1999 was \$2.3 billion dollars, reflecting the approval of the second highest number of projects this decade. In State Fiscal Year (SFY) 1999, Georgia ranked third nationally in the number of approved project proposals and fourth in the number of completed projects. The state tax incentives program also remains strong, reflecting rehabilitation of both income-producing and residential properties. An unfortunate side effect of increased rehabilitation activity and extra money available for investment is a tendency to over rehabilitate a structure, including inappropriate cosmetic elements and larger additions that impact the integrity of historic

buildings. In less prosperous times, more attempts may have been made to save historic material and features.

In parts of the state where farmland is being lost, historic resources will disappear. Strategies to address the needs of rural resources should be developed. The Centennial Farm program, administered by HPD in cooperation with other organizations such as the Georgia Department of Agriculture, honors farms that have been operating continuously for over 100 years. The program recognizes farms for their contributions to the state's agricultural heritage and encourages preservation of agricultural resources for future generations. In addition, the current state administration is developing programs to assist Georgia's poorest counties. Preservation activities can be useful tools to encourage economic growth.

While the economy impacts preservation, it is important to realize that preservation also makes

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vital contributions to Georgia's economy, communities and residents. *Profiting From The Past: The Economic Impact of Historic Preservation in Georgia* confirmed just how significant preservation can be. It creates jobs, enhances property values, has a major role in revitalizing Georgia communities, and brings significant tourist dollars into the state.

## Trends in Government

Since passage of the National Historic Preservation Act of 1966, the federal government has provided support for preservation through legal protection, creation of a national preservation system, educational programs, technical assistance, tax incentives and funding. This support has been essential to preservation efforts throughout Georgia. Since 1980, however, financial support received in Georgia from federal sources has been level in the face of increasing costs and demands for

services. In 2000, Congress increased funding for the Historic Preservation Fund for FFY 2001 and agreed to a multi-year phasing of additional increases in lieu of enacting the Conservation and Reinvestment Act (CARA), which would have provided a permanent and stable funding source.

## Federal Government Influence

Although its financial support has been level, 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 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 sub-standard historic housing units. The federal Department of Transportation, through the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21), includes funding for transportation enhancements that can include acquisition and rehabilitation of transportation-related historic properties. The Department of Defense's Legacy Program helps preserve historic resources located on military bases.

These programs represent a broadening commitment on behalf of the federal government to create effective and meaningful stewardship of federally owned historic property, and to promote conscientious use of federal funds that effect historic resources.



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## State Government Influence

State government support for historic preservation has increased as federal support has remained level. A very important state initiative was the Joint Study Committees on Historic Preservation, which met during 1997 and 1998. Created by the Georgia



*Located in Gainesville, the Stripped Classical-style Hall County Courthouse was constructed in 1936 with federal money from the Works Progress Administration (WPA).*

General Assembly with leadership provided by several key legislators and state agency heads, the Study Committees were composed of individuals representing preservation, history, land conservation, local government, business, public utilities, and archaeology. Over a two-year period, through the work of the Committees, appreciation of preservation as a key element in community revitalization and economic development was strengthened. Recommendations were made for a series of issues that illustrate the breadth of preservation's potential and the depth of its needs: tax credits, grants, financial assistance, growth strategies, state property stewardship, heritage tourism, heritage education, technical assistance, information technology, African American heritage, and heritage museums. At the core of the recommendations was the recognition that preservation of the full range of historic properties is important—treasures like the State Capitol, the Old Governor's Mansion, and Etowah Mounds—

but also, county courthouses, city halls, private residences, underwater archaeological sites, and rural landscapes.

Many—if not most—of the Study Committees' recommendations have been implemented or are in progress. In 1998, the General Assembly created the State Agency Historic Property Stewardship Program. State agencies are directed to inventory historic resources under their control and create a preservation plan outlining how they will protect those resources. The General Assembly also provided funding to restore the state Capitol. Recommendations from the Joint Study Committees to establish a historic courthouse and city hall initiative, and legislation to establish a state tax credit program for income-producing and owner-occupied historic structures are being pursued.

State funding continues to support the Georgia Heritage grant program. Grants, totaling \$500,000

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for SFY 2002, are designed to provide Georgia communities with funds to rehabilitate their historic resources. In addition, state monies are used to support the Regional Historic Preservation Planning Program at 14 of the states' 16 Regional Development Centers, with an allocation of \$238,000 for SFY 2001. The University of Georgia also receives an allocation to provide preservation assistance to local governments through its Office of Preservation Services.

The Department of Community Affairs (DCA) assists local communities through its Better Hometown program. The successful Main Street program, formerly housed in the Department of Industry, Trade and Tourism, is now a DCA program. DCA also assists communities with numerous preservation projects through its Local Development Fund. Recipients of these funds used for historic properties must meet the Secretary of the Interior's Standards for Rehabilitation. DCA and HPD made a major step forward

with a Programmatic Agreement to help with the administration of the Community Development Block Grant program to smaller communities. The agreement, the first of its kind in the nation, allows smaller communities to assume more of the Section 106 review of these projects through the use of qualified staff.

The Georgia Civil War Commission and the Georgia Commission for the Preservation of the State Capitol were created by the General Assembly in 1993. In SFY 2001, the Governor and the General Assembly provided funding for a new full time position at HPD to assist in identifying and protecting African American historic resources, in cooperation with the Georgia African American Historic Preservation Network.

A section in the Governor's education reform bill in SFY 2000 allowed state funds to be used for rehabilitation as well as construction of new schools. Neighborhood schools have the potential to help



*The city of Athens is one of Georgia's Main Street cities, a program administered by the Department of Community Affairs. Historic preservation is an important component of the Main Street program.*

revitalize neighborhoods while at the same time improve education.

These and other state initiatives resulted in a heightened awareness of the importance of historic resources and their active preservation, but studies suggest historic preservation still has a long way to go.

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## Transportation Trends

Georgia is highly dependent upon a system of interstate highways, expressways, arterials and collector roads. The Georgia Department of Transportation (GDOT) has aggressively invested in construction of new roads and bridges and in maintenance, rehabilitation and restoration programs. The network includes 110,000 miles of



*The Warrenton Gymnasium/Auditorium is a major historic community landmark in the city of Warrenton. Built in the Neoclassical style, its interior features original slat-back wooden bleacher seats, a stage and dressing rooms, and two original ticket booths. The gym was rehabilitated in 2000 with both Georgia Heritage and federal Transportation Enhancement funds.*

public roads, with 18,000 miles classified as part of the State Highway System. With construction of new highways and expansion of existing ones, growth of the state transportation system will have a significant effect on historic resources.

## Transportation Equity Act for the 21st Century

In 1991, Congress created the Inter-modal Surface Transportation Efficiency Act (ISTEA) to address growing concerns about air quality, open space and traffic congestion in American communities. ISTEA created a new national transportation policy, shifting emphasis from a single focus of building highways and bridges to creation and management of an integrated, multi-modal transportation network. Under ISTEA, Congress made \$2.8 billion in Transportation Enhancement (TE) funds available to states through the Federal Highway Administration.

In 1998, Congress reaffirmed its commitment to enhancing American communities when it passed the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21). The six-year program, which replaced ISTEA, provides an additional \$3.6 billion and allows for more flexible and innovative funding. Through the year 2003, the federal government will provide annually at least \$620 million in TEA funds to state transportation agencies. These funds are a 10% set aside of the Surface Transportation Program, which funds most federal highway projects. They provide a well-funded opportunity to achieve transportation-related historic preservation objectives.

Georgia received \$83 million under the ISTEA program, and is slated to receive \$140 million (70% more) under TEA-21. From 1991 to 1999, \$21.6 million was received for preservation-related projects. Of the \$70.6 million available for federal fiscal years 2000-2003, \$12.6 million is for preservation-related projects. These include

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preservation of abandoned rail corridors, acquisition of historic sites, preservation plans, rehabilitation of historic structures such as depots, bridges, lighthouses, canal and tunnel projects, improved access to historic sites, and archaeological planning and research. Highlights of preservation-related TEA projects in Georgia include: Historic Liberty Trail; Riverwalk in Columbus; a planning study for Gateway to Coastal Georgia-Connecting the Coast; and Sapelo Island and Tybee Island lighthouse rehabilitation.

## Roads and Bridges

The expansion and maintenance of its highways and bridges continues to be the most important element of Georgia's inter-modal transportation system. This developmental highway system results in the widening of two-lane rural routes to four lanes and the continuation of these routes into and through many small communities. These

changes may encourage sprawl and occur at the expense of archaeological and rural resources, historic bridges and downtown buildings. On the other hand, improved roads can allow communities to recruit industrial and commercial development and assist tourists and other motorists to more easily visit shops and historic places.

Approximately 1,300 bridges still in operation on the public road system in Georgia were built prior to 1940. Many considered eligible for the National Register of Historic Places have been determined "functionally obsolete," meaning they do not meet current design and safety standards. These bridges require widening or reconstruction that can result in loss of historic character.

The TEA-21 legislation allocated a small amount of funds for the creation of a scenic highway program. Corridors that qualify



*The historic Butt Memorial Bridge, which crosses the Augusta canal at 15<sup>th</sup> Street, features intricate ironwork, glass globes, gilded lions and painted masonry eagles. The bridge was named for Archibald W. Butt, an Augusta native who died aboard the Titanic in 1912. Former President William H. Taft attended the dedication of the bridge on April 15, 1914.*

for this status must demonstrate scenic, historic, recreational, archaeological and cultural integrity. So far the state has approved four scenic byways: the Ridge Valley in Walker, Floyd and Chatooga counties; the Russell-Brasstown in White, Union and Towns counties; the Monticello Crossroads in Jasper County; and the South Fulton Scenic Byway in Fulton County.

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## Inter-modal Transportation

Public transportation is currently available to nearly 4 million Georgians (67% of the population), but the majority of use is concentrated in urban and suburban areas.

Further development of a state-wide inter-modal public transportation system including commuter rail, buses and rail passenger service can minimize environmental



*The new Silver Comet Trail, runs from Cobb County to Paulding County. Formerly a railroad bed, it is now a popular intermodal trail used for walking, jogging, biking, skating, and even horseback riding.*

concerns, reduce sprawl and serve as an economic development tool. This approach could reduce the adverse impact of roads on historic resources as well as improve access to historic communities.

## Railroads

Rail corridor preservation is one element of a rail improvement program. Preservation of abandoned rail corridors is critical to protect rights of way and bridges and depots for future transportation use. In the short term corridors can be used for walking paths, bike trails or greenways. Most of Georgia's rail corridors are historic as significant engineered structures. Many include historic buildings and structures, such as depots and water towers. The value of rail corridor protection is especially important in urban areas where pressure to develop is most acute.

## Airports and Port Facilities

As Georgia grows, the need for new or expanded ports and airports increases. Construction of new facilities and expansion of existing ones can have an adverse effect on historic resources. Construction can affect historic buildings and archaeological sites in the project area. Dredging for port access can destroy underwater archaeological resources or alter currents, leading to coastal erosion. Creation of new airport facilities can result in increased noise, air pollution and local traffic. When planning these facilities, it is important to look at the possible effects on historic resources early in the planning process in order to minimize or mitigate them.

## Effects of Transportation Trends

Evolving public attitudes, federal legislation, development and use of comprehensive community plans,

increasing interest in preservation of historic places and community character, and increasing public participation in transportation policy will gradually bring about change in the planning and design of Georgia's transportation system.

## Tourism Trends

Tourism is Georgia's second largest industry after agriculture. The Georgia Department of Industry, Trade and Tourism estimated that in 1998, Georgia's 48 million visitors spent over \$18 billion. Of that total, nearly \$509 million was spent on history-related activities or heritage tourism. In 1996, the year Atlanta hosted the Olympic Games, over \$453 million was spent on history-related activities alone, more than was spent on general sightseeing activities, evening entertainment or cultural events. By marketing historic districts, house museums and landscapes, along with other

attractions, communities can enhance their appeal to tourists. For this to happen, however, historic resources must be properly maintained, accessible to the public, and accurately interpreted.

Historic resources already play an important role in the tourism economies of Atlanta, Augusta, Columbus, Macon, Savannah, coastal Georgia, and the Georgia mountains. In addition, many smaller Georgia communities are capitalizing on their historic appeal.

As an example, rural Hancock County's population is approximately 85% African American and suffers from high unemployment. The Sparta Hancock Alliance for Revitalization and Empowerment (SHARE) was formed to promote and facilitate employment and other economic opportunities for the citizens of Sparta and Hancock County. SHARE focuses on helping the community capitalize on its cultural, historic, architectural and natural resources by promoting these aspects as tourist attractions.

The county has undergone very little new development in the past century and retains approximately 600 noteworthy historic resources. Interest in African American history and culture is growing. These sites constitute a valuable and virtually untapped economic resource for the area's citizens.

Interest in historic railways is a niche market that many communities encourage. In April 2000, the Southeastern Railway Museum in Duluth was officially designated the Georgia Transportation History Museum. In Savannah, the Historic Railroad Shops complex is among the finest remaining examples of Victorian railroad architecture and design and is the



*During the 1996 Olympic Games, a celebratory crowd gathers in front of Atlanta's historic City Hall.*



*The Thronateeska Heritage Center in Albany houses its history museum in a 1912 railroad terminal, above.*

most intact antebellum railroad repair complex in the country. The complex has been maintained as a railroad and industrial heritage museum by the Coastal Heritage Society with the assistance of the City of Savannah. The Thronateeska Heritage Center in Albany houses its history museum in a 1912 railroad terminal. The Blue Ridge Scenic Railway, operating since 1998, is a popular attrac-

tion with visitors to the north Georgia mountains.

Civil War battlefields are popular tourist destinations in Georgia. The National Park Service (NPS), the state and various local governments are active in preserving, protecting, interpreting and marketing several of these sites. The Department of Natural Resources (DNR) has agreed to purchase over 500 acres of the Resaca Battlefield site in Gordon County. Due to Resaca's proximity to the popular Chickamauga National Military Park and Kennesaw Mountain National Battlefield Park, the location makes it attractive for development as a state historic site. HPD's Archaeological Services Unit and various partners in the archaeological community are currently conducting research at Resaca, which will be instrumental in the future interpretation of this historic property.

American Indian sites, such as New Echota and the Etowah Mounds, continue to attract tourists. DNR

has taken the lead in managing and interpreting these sites as part of the state parks and historic sites system.

Seasoned travelers venture outside of large cities and off interstates, searching for new experiences. Regional trail systems and driving tours create themed adventures while providing travelers with practical directions through unfamiliar territory. Themes provide a context for interpretation of an area's culture and local history. Communities are working together to promote a number of attractions, such as the US 441 Heritage Trail through central Georgia. Atlanta, Augusta, Macon, and Savannah have created walking and driving tours of historic African American sites, helping to interpret this important aspect of Georgia's history. A statewide system of trails following the paths of Civil War activities is being planned.

Bringing the tourism potential of historic places to fruition can have a significant effect on local econo-

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mies. The challenge is to capitalize on these resources, while preserving and protecting the sites, vistas, and open spaces that accurately convey the historic experience.

### Effects of Tourism Trends

The popularity of heritage tourism can have a positive effect on the preservation of historic sites and districts by bringing economic benefits to communities. In addition, the attention can raise awareness among local citizens to the importance of their historic resources.

On the other hand, if not carefully managed, heavy visitation to a historic site can prove harmful. Wear and tear, parking, insensitive adjacent development, and inappropriate maintenance and repair can have detrimental effects on the integrity of historic property. As heritage tourism grows, managers of historic sites and areas must be aware of appropriate preservation techniques necessary to maintain,

interpret and protect fragile resources.

### Historic Preservation Trends

The profession of historic preservation has become more accepted as a discipline. The development of professional and technical standards as well as the use of more sophisticated tools to accomplish preservation goals are the results. This is reflected in the growing opportunities for historic preservation professionals in the public, private, and nonprofit sectors.

### Education

Four Georgia universities and colleges offer advanced degree programs in the preservation field: Armstrong Atlantic State University, Georgia State University, the Savannah College of Art and



*In 2000, the Southeastern Railway Museum in Duluth was officially designated the Georgia Transportation History Museum. Shown above is the Superb, which served as President McKinley's funeral car.*

Design, and the University of Georgia. Other universities offer individual preservation courses that supplement undergraduate degree programs. Formal training in the documentation, evaluation and protection of historic places only increases the effectiveness of preservation programs and projects statewide. Graduates help raise the level of professional





*Ft. Valley State College Historic District, one of Georgia's historically black colleges, includes buildings dating from 1889 to 1952.*

expertise in preservation and bring an awareness of the preservation ethic to other fields such as architecture, landscape architecture, planning, history, archaeology, anthropology, law, and real estate development.

Public officials need to be better informed about the benefits of historic preservation and how it can address economic, social and

development issues. Owners of historic buildings and archaeological sites need to be educated about the importance of these places and the appropriate techniques to ensure their preservation.

Individuals involved directly in preservation projects need to understand the overall goals of a restoration or rehabilitation project, the preservation philosophy that underlies decisions, and appropriate treatments for various resource types.

Information about current preservation techniques, materials and methods needs to be available to those individuals making decisions about, and directly affecting, historic properties. As the experts that communities rely on, preservationists need opportunities for advanced training, professional development, information sharing and networking to keep their knowledge of preservation tools and services up-to-date.

Historic preservation needs to be

taught on a widespread basis to children throughout the state. Heritage education offers an awareness of historic buildings, districts and archaeological sites as tangible links to the history of the community, state and nation. The Georgia Trust for Historic Preservation has sought to assist K through 12 teachers in making better use of their community's historic and cultural resources as teaching tools and to supplement the school curriculum. Archaeology especially offers creative and fun experiences that teach children about American Indian cultures and even the more recent past. Publicly and privately owned archaeological sites, research foundations, the Society for Georgia Archaeology and many other groups encourage students to experience history by taking part in surveys, excavations and artifact evaluations.

## Technology

In recent years, technological advances have greatly affected

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historic preservation activities. New practices related to computerization have resulted in improved and increased information, better execution of programs and products, and expanded options for communication. Conversely, advances in technology have also resulted in new demands on preservation programs and increased the need for implementation of technology based preservation tools.

The Internet/World Wide Web has become an essential tool for obtaining and distributing preservation information. It offers expanding opportunities to individuals seeking assistance on a wealth of preservation issues. Nonprofit preservation organizations and rural historic communities are using web sites to communicate their messages, programs, and products, and to access information. HPD posts news to its Web site weekly. Online accessibility of information relating to HPD's most heavily used programs (National Register, tax incentives, grants, and environmen-

tal review) has become a high priority. Updating information, forms, and publications related to preservation for posting on the web is an ongoing process. The use of E-mail is another expedient means of sharing information that has become routine and has the potential of revolutionizing how preservation concerns are communicated and shared.

The implementation in recent years of sophisticated mapping techniques such as Geographic Information Systems (GIS) and Global Positioning Systems (GPS) has revolutionized the storage of, access to, and analysis of, preservation information. GIS stores large amounts of resource information relating to specific locations in the form of maps, charts, and tables and performs complex analyses. In recent years, historic resource data has been increasingly made available in GIS format in Georgia and continues to be implemented throughout the state in local and regional planning agencies. This availability of information benefits



*The implementation in recent years of sophisticated mapping techniques such as Geographic Information Systems (GIS) has revolutionized the storage of, access to, and analysis of preservation information. Above, HPD staff demonstrate GIS.*

not only preservationists, but also helps local planning agencies take historic sites into consideration when making land use decisions. GIS can also greatly expedite decision making, especially in planning and in Section 106 review.

The use of GPS has greatly advanced the ability to accurately

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map archaeological resources, both on land and underwater. GPS technology allows the user to send signals in the field to a satellite constellation in geo-synchronous orbit. Those satellites send back to the user precise location data that can then be transferred to GIS coverages. HPD uses GPS technology routinely for archaeological surveys on DNR properties.

Remote sensing technology has become an increasingly important part of archaeological investigations as well. Archaeology is a destructive science in that excavation results in the removal of data from the ground. It follows, then, that the more investigators can learn about a site before they excavate it, the better off the site will be. Remote sensing technology is a generic term for a suite of techniques that probe archaeological sites electronically. For instance, ground-penetrating radar sends sound waves into the ground. Those sound waves bounce off of subsurface features like rocks, tree roots, or archaeological materials

such as buried grave shafts or hearths. The resultant data can be interpreted so as to give the investigator a “picture” of what lies beneath the surface prior to actually digging those objects up. Ground penetrating radar was used successfully in 2000 to locate traces of the early 19<sup>th</sup> century Moravian mission of Springplace in North Georgia.

## 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.

Statewide organizations such as HPD, the Georgia Trust for Historic Preservation, the Society for Georgia Archaeology, the Georgia Civil War Commission and the Georgia African American Historic Preservation Network have worked hard to communicate and coordinate better with each other. They have expanded their relationship with groups such as the Georgia Municipal Association,

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Association County Commissioners of Georgia, Legislative Black Caucus, and the large number of smart growth, land conservation, natural area, transportation, recreation, planning, tourism and historical organizations.

Despite these achievements, preservationists must constantly strive to strengthen both existing and newly formed partnerships, seek out new ones, and expand incentives for preservation. Greater recognition is needed that preservation is a proven tool and basic component of smart growth initiatives. Preservation's integral role in statewide and community comprehensive planning must rise to a new level, with more thoughtful attention to historic property needs and potential. State grants, financial assistance and tax incentives at significantly higher levels are still needed to address the enormous demand for preservation assistance. Greater recognition is needed that archaeological sites are historic 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. 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. None of these objectives can be accomplished without broadening and nurturing preservation partnerships throughout the state.

**Visit HPD on the Web at:  
[www.gashpo.org](http://www.gashpo.org)**

Because many of HPD's constituents now have Internet access, HPD is focusing on electronic communications to make information available more quickly. Printed publications still will be issued three times per year. Preservation news and information is now posted on our website every Friday afternoon in HPD's Weekly Updates.



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**H**istoric preservation is the process of identifying places, sites, resources and traditions that have survived from the past; evaluating the meaning and value they have for us now; and preserving, using and caring for them so that they will survive into the future.

The preamble of the National Historic Preservation Act, passed by Congress in 1966, best expresses the value of historic preservation: “The spirit and direction of the nation are founded upon and reflected in its historic heritage; 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.”

The preservation process is accomplished in many ways: survey, evaluation, and designation; legal protection; planning; archaeological research and investigation;

and rehabilitation, restoration, interpretation or acquisition.

There is an increased desire to preserve Georgia’s heritage and historic places as the state grows and changes. The preservation constituency 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 advocates and economic development specialists, children in classrooms and graduate students, the poor in need of affordable housing and museum curators interpreting history. They support preservation for different reasons, and they 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, design and craftsmanship. The challenge for the Historic Preservation Division (HPD) is to meet the needs 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 in new partnerships. The creation and strengthening of these partnerships will continue to increase in importance. Preservation is often accomplished by those who may not call themselves preservationists, but who, nevertheless, incorporate the protection and use of historic resources into their own goals and activities.

## Chapter 6

# Historic Preservation and How It Works



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Preservation of historic resources occurs primarily at the local level through the commitment and actions of local 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 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 the passage of the Georgia Planning Act of 1989, communities have had the opportunity to examine where they are, evaluate what they have, and determine where they want to go. By integrating preservation into the overall comprehensive planning process, local governments are asked to consider the relationship between preservation and other aspects of community life. Historic preservation is considered as communities plan for economic development, determine future land use, formulate a housing strategy or plan transportation improvements.

The basis of any preservation planning process should be an inventory and analysis of existing historic resources. Information gathered from comprehensive plans submitted for state review in Georgia, indicates that some communities do not have adequate inventories on which to base their analysis. Although a windshield

survey may be adequate to inventory historic buildings, HPD provides some funding for more comprehensive, standardized surveys. However, since 1988 only about 25% of the counties in the state have been surveyed for historic buildings and structures to state standards.

Analysis of the historic preservation component of comprehensive plans indicate the following factors as having a positive effect on the quality of that portion of the plan, in order of importance: the presence of a Main Street program, Certified Local Government status, and the presence of a historic preservation planner at the Regional Development Center in the area the plan was produced. This suggests that when trained preservation professionals or volunteers are active at the local level, historic buildings and structures receive more serious consideration.

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## Local Historic Preservation Review Commissions

In Georgia's quest for better development practices, strongly encouraged by Governor Roy Barnes, the conservation of historic resources is an integral component. Promotion of a smart growth approach to development is becoming the standard for framing successful community improvement programs. Conservation efforts of local governments, based on minimum planning standards established by the Department of Community Affairs (DCA), are increasing in number and sophistication. In many early planning efforts, only properties listed on the National Register of Historic Places were included in local plans; more recent ones also include historic areas being surveyed, evaluated and protected. Local governments have discovered that when a district is protected, it encourages economic development and revenue generation as property values rise.

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 the district as well as its economic value.

The number of historic preservation commissions in Georgia and the nation has increased rapidly over the past 25 years. These commissions designate and regulate historic properties under a local historic preservation ordinance. They also provide a focus for local preservation activities. According to figures supplied by the National Alliance of Preservation Commissions, there were 492 preservation

commissions across the country in 1976. By 1999, that number had increased to 2,300. From 1981 to 1999 the number of commissions grew over 300%. The majority of these represent small and mid-sized communities. Nationwide, 64% of local historic commissions function in communities of less than 50,000, and of these, one-third have populations under 10,000. The number of commissions in small towns continues to grow.

In Georgia the increase is even more dramatic. Georgia had only seven preservation commissions in 1976, but by 2000 the state had 90, with elected officials in 10 others considering legislation. From 1981 through 2000, the number of commissions grew almost 900%.



*Historic Preservation Division Director Ray Luce presents a Certified Local Government certificate to representatives of the City of Brunswick.*



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Along with this phenomenal growth comes increased need for training, information and funding. Nationwide as well as in Georgia, 87% of local preservation commissions receive technical assistance and information from state historic preservation offices.

Creation of historic preservation commissions in Georgia is usually the result of one or more factors: a historic buildings survey and/or National Register activity has created an awareness of a community's resources and a way to protect them is sought; a local event occurs, usually the demolition of a community landmark or insensitive new construction; a community learns about the value of preservation from another community "down the road" or as a result of public awareness created during the formulation of the local comprehensive plan. Whatever the motivation, communities are adopting preservation ordinances in Georgia at the rate of about eight per year. People living in historic areas are requesting this type of local protection.

In addition to enhancing property values, local historic district designation helps attract private investment to downtown areas, improves the livability of residential neighborhoods, uses existing infrastructure, and empowers local residents to make decisions about the way their community will change and grow. Although archaeological sites have traditionally not been included in preservation ordinances, the recent proposal by Whitfield County to protect its Civil War sites by ordinance is an important precedent. HPD and the archaeological community need to work more closely with local governments to explore ways in which archaeological sites can be protected at the local level.

Responding to the diverse and growing needs of preservation commissions in Georgia is an increasing challenge. Larger metro area commissions in cities such as Atlanta, Savannah, Macon, Columbus and Augusta have a larger pool of expertise on which to draw and often confront complex concerns.

These commissions deal with acute development pressures, social issues, open space preservation, and billboards and signage. In response to similar concerns, commissions in metro Atlanta have organized the Atlanta Forum. The group consists of more than 10 commissions and design review boards plus representatives from several other local governments. The Forum meets to discuss common problems and exchange ideas for dealing with issues unique to this growing area.

In Georgia, however, 42% of the preservation commissions function in communities of 10,000 or less. Commissions in these smaller communities have a limited pool of eligible members and typically have little or no support staff. Only 16% of commissions in Georgia have professional staff. Some communities rely on the preservation planner from the Regional Development Center to act in this role. Almost one-half of Georgia commissions rely on the Secretary of the Interior's *Standards*

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*for Rehabilitation* for guidance when making decisions, while only half have a set of local design guidelines.

## Certified Local Governments (CLGs)

Sixty-three 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.

Grants have helped fund local design guidelines, tourism brochures, educational videos and slide shows, National Register nominations, building rehabilitation plans, community preservation planning and actual rehabilitation costs. Local recipients must match these grants either with comparable dollars or in kind services. Although CLGs have not used these grants to fund archaeological projects, HPD is currently considering ways to explore this possibility if local interest exists.

CLG participation as a percentage of total preservation commissions is significantly higher in Georgia than the national average. In Georgia almost 60% of commissions are also CLGs compared to 48% nationwide.

## Other Local Preservation Efforts

Locally based nonprofit organizations lead local preservation efforts in all of Georgia's major metro-

politan areas. Their functions and services vary, but all are leaders in advocating preservation. Main Street and the Georgia Better Hometown programs encourage downtown and community revitalization through economic development, local organization, promotion and good design. These programs, targeted for smaller communities, are bringing historic communities back to life in over 70 cities across the state. Downtown development authorities, merchant and neighborhood associations, and facade 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.

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## CLG Needs

CLGs in Georgia continue to need training and information consistent with their level of expertise and relevant to their immediate concerns. They need to be supplied with printed material that can increase their level of understanding about preservation issues as well as serve as a resource for the general public. Training opportunities should take advantage of the latest technology. Training also should be designed for mayors and city council members.

Few CLGs have taken advantage of their ability to participate in agreements with HPD and the Advisory Council on Historic Preservation to allow them to review Section 106 projects at the local level. This type of agreement can bring about more timely review of projects as well as increased local input.

## Needs at the Local Level

Since preservation is most effective at the local level, it is important for state and regional organizations to provide local governments with tools necessary to accomplish preservation. The most requested assistance is funding for preservation of historic structures. Rehabilitation projects are sometimes expensive and often local governments and nonprofit organizations do not have the means to undertake them without help. In addition, more technical assistance about current preservation techniques is needed.

Local governments need more funding to undertake comprehensive historic resource surveys in order to better understand what resources they have and how to plan for their future. Historic resource inventories also serve to educate communities about the location and significance of their historic places.

Communities 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 more training for their members. In a recent survey of Georgia's commissions, conducted by the National Alliance of Preservation Commissions, 35% stated that they have had no training in the last two years. Few of these have funds to send their members to training classes. Of the commissions responding, 79% said they have no budget at all. Local and state officials also need education in the economic, aesthetic and legal aspects of historic preservation.

Communities need current publications about preservation issues and computer technology to map historic resources and exchange information.

Local governments and commissions need more and flexible tools to implement historic preservation programs. A less prohibitive

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alternative to current historic district designation in Georgia needs to be reconsidered. Many communities outside of Georgia have enacted conservation districts that allow communities to regulate only a few aspects of historic district zoning, such as new construction or major additions. The ability for local governments to develop financial incentives for local designation or a state tax credit for residential rehabilitation would act to stimulate the preservation of resources.

## Preservation at the Regional Level

Many preservation activities span municipal boundaries. It is often necessary for local governments to work together on a regional level to accomplish their goals. In addition, especially in rural areas, local preservation expertise is not available. 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, 15 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



*In March 2001, Georgia's regional planners held their annual meeting at St. Marys. The meeting itinerary included a trip to see the Dungeness ruins on Cumberland Island.*

preservation efforts that there is continued support for the regional preservation planning program and its expansion to cover the entire state.

## Statewide Historic Preservation Network

For many years Georgia has enjoyed a strong statewide preservation network. Various organizations have coordinated efforts to promote the preservation of Georgia's historic resources. These organizations include the Georgia



*At a monthly meeting, the Georgia African American Historic Preservation Network Steering Committee plans upcoming projects. GAAHPN is a statewide network of individuals committed to the preservation of African American heritage.*

Trust for Historic Preservation, HPD, 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 Historic Preservation Network, the Society for Georgia Archaeology, the Georgia Planning Association, the four colleges and universities that offer degrees in historic preservation, and many other organizations.

HPD is the primary source of public funding for preservation activities and projects. It passes a portion of its state and federal appropriations through to state and local governments, nonprofit organizations, and others in the form of grants and contracts for preservation projects. The Georgia Civil War Commission assists with funding for battlefield acquisition, protection and other preservation projects related to Civil War resources.

The majority of preservation services statewide are provided by HPD, The Georgia Trust for Historic Preservation, the historic preservation planners at the RDCs, and the Office of Service and Outreach at the University of Georgia with the help and cooperation of many others. HPD provides a full range of services including funding for historic resource surveys and contexts, National and Georgia Register of Historic Places nominations, Tax Act review, architectural technical assistance, historic preservation planning assistance, environmental review, grants, education and outreach, archaeological protection and education, assistance with local government preservation activities and ordinances, and coordination with the Georgia African American Preservation Network. 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 for Historic Preservation 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 its over 10,000 members through advocacy activities at the local, state and national levels.

HPD carries out historic preservation policy at the state level. HPD implements or monitors laws and regulations that pertain to historic

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resources, proposes or comments on new legislation, prepares the historic preservation plan for the state, and provides advice to state officials on preservation issues. It carries out its duties and administers its programs under legislative authority of federal and state law.

## 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 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.



**T**he Historic Preservation Division (HPD) is a state public agency with certain defined responsibilities related to the preservation of Georgia's historic resources. But HPD cannot be effective without partnerships. Preservation organizations, state and community leaders, property owners, volunteers and supporters may develop their own plans for the future; however, these plans can be most effective if they are coordinated. The vision and goals in *From the Ground Up: A Preservation Plan for Georgia*, represent a diverse view of preservationists across the state and can become a point of consensus among organizations with different missions but similar interests. While the preceding chapters outline actions that HPD can take toward accomplishing the goals shared by the preservation community, what follows are suggested actions that others may wish to take to address the important preservation issues in Georgia's future.

### **Goal 1** **Achieve widespread public awareness and involvement in historic preservation in Georgia**

#### **National Action Needed**

Federal agencies and national nonprofit preservation organizations should continue to improve information dissemination and outreach activities, including use of mass media, the Internet, and other new technology to broaden awareness and support for preservation.

#### **State Action Needed**

Work in partnership with HPD to more effectively communicate the preservation message to a broader and diverse audience.

Encourage and actively seek participation of groups not traditionally members of preservation organizations.

Strengthen partnerships and continue to work with organizations with similar goals and encourage them to become active in preservation. Demonstrate how preservation helps further their goals and missions.

#### **Local Action Needed**

Increase efforts to broaden the public's knowledge of and appreciation for preservation.

Get children involved in learning about and protecting their heritage.

Keep elected and appointed officials informed of preservation projects and activities. Make sure they know the benefits preservation brings to the community.

Include new groups in local preservation efforts; broaden the definition of a preservationist.

Publicly recognize and thank individuals, groups and businesses that assist preservation efforts.

## Chapter 7

# A Call for Action





Team up with organizations with shared interests.

Expand use of markers or signs to identify historic properties and districts.

Market historic places as travel destinations.

Explore how streetscape improvement programs can be tools to educate the public about preservation through interpretation.

*Atlanta's Inman Park Historic District, located just a few miles east of downtown, was the city's first planned residential suburb. Developed by Joel Hurt in 1889, the neighborhood features homes ranging in style from craftsman to Queen Anne; it was listed in the National Register of Historic Places in 1973.*



## Goal 2

### Identify and evaluate historic resources in Georgia, and make information about them accessible for preservation, planning, advocacy and educational purposes.

#### National Action Needed

Continue federal funding for surveys and National Register nominations through Historic Preservation Fund grant assistance.

Continue refinement of Geographic Information Systems (GIS) and other technology to record and share historic resources data.

Continue to develop heritage education curricula using National Register information.

#### State Action Needed

Work cooperatively to develop a statewide GIS for historic resources so that data can be shared

among agencies and historic resources included in state planning.

Contribute to the database of historic properties by carrying out studies and developing historic contexts identified as priorities by HPD.

Seek federal and state funding for archaeological site evaluation and recording.

Conduct surveys that contribute to a statewide database related to all historic resources.

Encourage innovative and up-to-date public interpretation of the state's historic resources.

#### Local Action Needed

Identify historic resources and keep information current and accessible.

Share new historic resource inventory data with HPD and the regional development centers (RDCs) to ensure its use in planning.

Review the local comprehensive plan to determine if preservation goals are integrated into land use, housing, transportation, community, facilities, and economic development. Be involved in updating the plan, and track progress made in implementing it.

Nominate properties and districts to the National Register of Historic Places.

Advocate the inclusion in surveys and in planning processes of resources such as archaeological sites, American Indian historic resources, Civil War battlefields, African American resources, landscapes, women's history resources, or resources from the recent past.

Encourage every community in Georgia to write a local history.

### Goal 3

**Gather, produce, and distribute information about historic preservation techniques.**

#### National Action Needed

Continue to produce and expand preservation technical information.

Continue to provide opportunities for preservation training and information exchange at national conferences and workshops.

Use growing Internet access to provide the latest information related to preservation techniques.

#### State Action Needed

Continue to provide and expand opportunities for preservation training and information exchange at state conferences and workshops.

Use growing Internet access to provide latest information on preservation techniques to constituents.

#### Local Action Needed

Maintain a local library of preservation technical information.

Sponsor award programs that recognize appropriate design in historic buildings.



*Fulton Bag and Cotton Mill (above before, right after) was successfully rehabilitated using both federal and state tax incentives. Beginning in 1996, the developer faced many challenges, including a devastating fire, during the course of the five-year rehabilitation. Staff from both HPD and NPS worked closely with the developer and architects throughout the process to convert the former industrial buildings into loft residences. In 2001, the project was completed at a cost of over \$42 million.*



**Goal 4**  
Secure technological, financial, and legal tools sufficient to preserve Georgia's historic resources.

### National Action Needed

Continue appropriations from the Historic Preservation Fund that provide the framework for many



*The Hambidge Center, located in the north Georgia mountains near Dillard, received two Georgia Heritage grants between 1997 and 2001, totalling \$32,500 for rehabilitation work on both the Mary Hambidge house and the weave shed.*

preservation activities using highly effective public-private and federal-state-local partnerships to deliver services.

Enact legislation that provides financial incentives for the preservation of historic resources that now have few incentives, for example, the Historic Homeowner's Assistance Act.

### State Action Needed

Support efforts to increase Georgia Heritage funding to meet existing needs for rehabilitation, surveys, planning and special initiatives, including archaeological studies.

Participate in national efforts to enhance federal preservation law, programs and funding.

Participate in efforts to create stable funding from federal and state governments.

Provide ideas and assist in development of new state and federal legislation that provides protection

or assistance to historic properties.

### Local Action Needed

Consider accepting delegated authority from HPD for certain preservation decisions and programs.

Learn more about and promote the use of easements and other similar strategies as effective ways to protect resources while providing economic benefits to property owners.

Develop local financial incentives for preservation.

Actively support efforts to maintain national and state preservation programs and funding on which local preservation efforts depend.

Support efforts to adequately fund the Preservation Planners in RDCs to provide statewide coverage and full time services.

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## Goal 5 Strengthen and expand the coordinated network of historic preservation organizations throughout Georgia.

### National Action Needed

Delegate more preservation decisions to the state and local levels but retain federal agencies' ability to protect national preservation interests and to mediate between competing interests.

### State Action Needed

Actively participate in HPD's planning and public participation process.

Establish better communication and coordination with other organizations.

Assist local governments and organizations to become more effective in preserving historic places, by providing funding,

training, technical assistance, legislative support, and encouragement.

### Local Action Needed

Attend the annual statewide historic preservation conference and bring a friend.

Join preservation advocacy organizations.

Actively take part in HPD's public participation opportunities for inclusion in its planning process.

Incorporate preservation into the mission of organizations with similar interests.

## Goal 6 Effectively use historic preservation programs, strategies, techniques, laws, and information to preserve historic resources.

### National Action Needed

Focus more on training, increasing public awareness, and providing the legal framework and financial support for protection of historic resources.

Find solutions to growing technical preservation problems and distribute results nationwide.

Encourage federal facilities to locate in historic buildings and historic districts.

### State Action Needed

Join in expanding efforts to identify the costs of sprawl, the benefits of sustainable development, and the role preservation plays in defining community character.

Expand the use of easements, charitable donations of property, and other owner-driven techniques to protect historic places.



*The shotgun house, such as those in Americus (above), is a working class housing type that dates from the 1890s to the 1930s. This house type is an endangered resource that has been "rediscovered" in urban areas.*

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Participate in training local governments, commissions, and organizations in the use of preservation ordinances, planning, appropriate rehabilitation, and other methods of protecting historic properties.

Encourage the use of community development funds for rehabilitation of historic properties for affordable housing, community centers, and other needed projects.

Encourage state agencies to use historic buildings and incorporate protection of historic resources into management plans for state-owned property.

### Local Action Needed

Pass a historic preservation ordinance, establish a commission, and apply to become a certified local government.

Ensure that local preservation commissions receive regular training to more effectively protect local resources.

Actively advocate for improved regional and local planning and sustainable development.

Join the Georgia Alliance of Preservation Commissions and the National Alliance of Preservation Commissions.

Use available funds such as Community Development Block Grants, TEA-21 (Transportation Enhancement Act funds), Local Development Funds, Georgia Heritage grants, and others to rehabilitate historic properties to meet community needs.

Learn how Section 106 and the Georgia Environmental Policy Act can help protect local interests and historic resources. Get involved in these processes.

Disseminate information on sound preservation practices for historic property protection, restoration, and rehabilitation.

## Working Together for Preservation

Decisions related to the preservation of historic places are not made in a vacuum. In order to save Georgia's historic resources, it is imperative that preservation organizations work in partnership. The diverse organizations that compose the preservation network all have different strengths that should be recognized and used. Private organizations bring abilities to the network that public agencies do not have, such as advocacy and fundraising. Public agencies provide services and assistance and enforce laws and policies that the private sector cannot. Preservationists in all spheres of influence depend on the cooperation of others to accomplish goals. By agreeing to work in concert with one another to promote the preservation and use of Georgia's historic places, the effect of these efforts will be multiplied and shared. Georgia's historic resources will continue to be appreciated, preserved, interpreted, used, and enjoyed by this and future generations.

## Historic Preservation Element of the Local Comprehensive Plan

The Georgia Planning Act of 1989 created the framework for local comprehensive planning in Georgia. The Act requires inclusion of a historic preservation element along with land use, transportation, housing, economic development, recreation and other elements. For preservation to be effective, it must be fully incorporated into a community's planning and decision making process.

The Department of Natural Resources' (DNR's) Historic Preservation Division (HPD) provides survey and planning assistance to communities throughout Georgia. HPD compiles historic buildings survey data statewide and disseminates it through the regional development centers (RDCs). Technical assistance and state and federal funding are available to assist Georgia

communities in surveying historic properties. Approximately ten new community building surveys are completed each year. Limited federal funding is available for planning, National Register evaluation and registration, local government programs, archaeological research and information/education activities. HPD staff and RDC Historic Preservation Planners can provide assistance with planning and any other preservation activities.

### Model Community Preservation Plan

1. Identification of Local Historic Properties
  - a. Preliminary area analysis
  - b. Outline of local developmental history
  - c. Statement of unique or distinctive aspects of local prehistory, history and historic properties
  - d. Field survey of historic properties (optional)

11. Evaluation of Current Trends and Influences on Historic Preservation

- a. Analysis of population, economic, land use, housing, transportation, and other change in the community
- b. Analysis of opportunities for preservation
- c. Analysis of threats to preserving local historic properties

III. Community Consensus on Goals and Priorities for Preservation of Historic Properties (include elected officials, community leaders, preservation organizations, special interest groups, historic neighborhoods, business leaders, major institutions, and civic organizations)

## Appendix A

# Guidance for Local Preservation Planning



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IV. Identification of Tools, Strategies, and Actions Needed to Achieve Community Goals

- a. Public awareness
- b. Field survey of historic properties, if needed
- c. Evaluation and designation
- d. Legal and regulatory protection
- e. Financial incentives
- f. Community development, downtown or neighborhood revitalization program

V. Action Plan and Implementation

These five steps outline the process any community should follow in developing a comprehensive historic preservation plan. The process incorporates the three federal standards for preservation planning. HPD provides survey and planning assistance to communities throughout Georgia. Technical assistance and limited funding are available for developing local preservation plans, conducting surveys, National Register evaluation and registration, developing protection strategies, and information and education activities.

**H**istoric contexts provide a frame of reference for historic properties. They are used to organize the information about historic places needed to evaluate those properties and to support preservation planning activities, decisions and actions.

Historic contexts organize information about historic properties by combining a theme, geographic area and time period. **Thematic contexts** compare properties to others that share a common development theme, concept or factor. For example, a railroad depot could be evaluated by comparing all depots along a particular railroad line and thus placing the depot in the context of the historical development of the railroad. **Geographic contexts** compare properties to others that share a defined geographic area. For example, a railroad depot could be evaluated by comparing all historic buildings in its community and thus placing the depot in the context of the historical

development of its community. **Chronological contexts** compare the properties to others that share the same time period. For example, a railroad depot could be evaluated by comparing it to buildings erected at the same time and by studying the events and activities they represent.

Historic contexts are used to help identify and evaluate historic properties. This is most commonly done in the National Register nomination process or in making Determinations of Eligibility, but historic contexts can play a vital role in the broader range of decisions made at the local, state and federal level. Historic contexts can be used in decisions about where and how to survey, the appropriateness of a proposed preservation treatment, local design review, federal certification of rehabilitation tax credits, the impact of a federal project in the environmental review process, or selecting particular types of historic properties for public awareness campaigns. In archaeology especially,

historic contexts can provide direction and priority for research and data recovery projects. Finally, historic contexts can serve an important informational role by helping bridge the gap between recorded history and actual historic properties.

## Archaeological Contexts

There are 36 broad archaeological contexts for Georgia. These contexts divide the archaeology of the state into manageable research areas for review and assessment of archaeological sites and their potential to yield useful information.

1. PaleoIndian/coastal zone
2. PaleoIndian/coastal plain
3. PaleoIndian/piedmont
4. PaleoIndian/Blue Ridge
5. PaleoIndian/ridge & valley
6. PaleoIndian/Cumberland Plateau

## Appendix B

# Archaeological and Historic Contexts





7. Archaic/coastal zone
8. Archaic/coastal plain
9. Archaic/piedmont
10. Archaic/Blue Ridge
11. Archaic/ridge & valley
12. Archaic/Cumberland Plateau
13. Woodland/coastal zone
14. Woodland/coastal plain
15. Woodland/piedmont
16. Woodland/Blue Ridge
17. Woodland/ridge & valley
18. Woodland/Cumberland Plateau
19. Mississippi/coastal zone
20. Mississippi/coastal plain
21. Mississippi/piedmont
22. Mississippi/Blue Ridge
23. Mississippi/ridge & valley
24. Mississippi/Cumberland Plateau
25. Historic Aboriginal/coastal zone
26. Historic Aboriginal/coastal plain
27. Historic Aboriginal/piedmont
28. Historic Aboriginal/Blue Ridge
29. Historic Aboriginal/ridge & valley
30. Historic Aboriginal/Cumberland Plateau

31. Historic Afro-European/coastal zone
32. Historic Afro-European/coastal plain
33. Historic Afro-European/piedmont
34. Historic Afro-European/Blue Ridge
35. Historic Afro-European/ridge & valley
36. Historic Afro-European/Cumberland Plateau

## Completed Archaeological Contexts

### *PaleoIndian Period Archaeology of Georgia*

David G. Anderson, R.J. Ledbetter and L. O'Steen, 1990, context 1-6

### *Archaic Period Archaeology of the Georgia Plain and Coastal Zone*

Daniel T. Elliot and Kenneth E. Sassaman, 1995, contexts 7-8

### *Mississippi Period Archaeology of the Georgia Coastal Zone*

Morgan R. Crook, Jr., 1986, context 19

### *Mississippi Period Archaeology of the Georgia Coastal Plain*

Frank T. Schnell and Newell O. Wright, Jr., 1993, context 20

### *Mississippi Period Archaeology of the Georgia Piedmont*

David J. Hally and James L. Rudolph, 1986, context 21

### *Mississippi Period Archaeology of the Georgia Blue Ridge*

Jack T. Wynn, 1990, context 22

### *Mississippi Period Archaeology of the Georgia Ridge and Valley*

David J. Hally and James B. Langford, Jr., 1988, contexts 23-24

### *Mississippi Period Archaeology of Northern Georgia*

W. Dean Wood and William R. Bowen, 1994, contexts 15-18

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*Historic Indian Period Archaeology of the Georgia Coastal Zone*  
David. H. Thomas, 1993, context 25

*Historic Period Indian Archaeology of Northern Georgia*  
Marvin T. Smith, 1992, contexts 27-30

## Historic Contexts

There are currently over 1,320 identified historic contexts for Georgia. From this array of possibilities, preservationists can select those which best serve preservation interests for further development. A sampling is provided below. All contexts were generated for HPD unless otherwise noted.

## Statewide Context Analyses

*Historic Contexts for Cultural Resources Planning in Georgia*  
Carole Merritt, 1983

*Historic Contexts for Georgia: Georgia Historiography and Historic Preservation in Georgia*  
Darlene Roth, 1988  
The State Historical and Archaeological Resources Protection Report  
Historic Preservation Division

## Statewide Historic Contexts

*Historic Community Types in Georgia: Georgia Community Development and Morphology of Community Types*  
Darlene Roth, 1989

*Building the Future: A Resource Guide for Community Preservation in Georgia*  
Historic Preservation Division, 1989

*Georgia's Living Places: Historic Houses and Their Landscaped Settings*  
Historic Preservation Division, 1991

*Historic Bridge Survey: Metal and Wood Truss Bridges, Concrete and Masonry Arch Bridges in Georgia*  
Georgia Department of Transportation and Georgia Department of Natural Resources, 1981

*Survey and Assessment of Covered Bridges in Georgia*  
EDAW, Inc., and Surber and Barber, Architects for the Georgia Department of Transportation, 1993

*Railroad Industry in Georgia: A Statewide Context*  
Alexandra de Kok, 1991

*Southern Textile Mills and the National Register of Historic Places: A Framework for Evaluation*  
Lisa Vogel, University of Georgia (thesis), 1993

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*Spindles and Shuttles, Stones and Sifers, Saws and Stills: Industrial Development in the Empire State of the South to 1940*

John Lupold, 1994

*Textile Mills of Georgia*

Timothy Crimmins, 1985

*Hydroelectric Development in Georgia*

EDAW, Inc., for the Georgia Power Company, 1990

*Georgia Marble: A Study of Its*

*Production and Architectural Use Before World War II*

Dan H. Latham, Jr., University of Georgia (thesis), 1990

*Historic Black Resources: A Handbook for the Identification, Documentation and Evaluation of Historic African-American Properties in Georgia*

Carole Meritt, 1984

*African-American Historic Places and Culture: A Preservation Resource Guide for Georgia*

Historic Preservation Division, 1993

*County Courthouses of Georgia*

Historic Preservation Division, 1980 (updated 1994-95)

*The Public Schoolhouse in Georgia*

Timothy Crimmins, Georgia State University, 1986

*Georgia's Carnegie Libraries: A Study of Their History, Their Existing Conditions, and Their Conservation*

Robert Burke Walker, Jr., University of Georgia (thesis), 1994

*Coca-Cola Bottling Plants in Georgia:*

*The Preservation of Standardized Early 20<sup>th</sup> Century Buildings*

Lillian Hardison, University of Georgia (thesis), 1994

*Lustron Houses in Georgia*

Historic Preservation Division, 1995

*Pecan Cultivation in Georgia*

Carole Meritt, 1983

*Held in Trust: Historic Buildings Owned by the State of Georgia*

Georgia Trust for Historic Preservation and the Historic Preservation Division, 1993

*Georgia Historic Bridge Survey and Management Plan*

A.G. Lichtenstein and Associates for the Georgia Department of Transportation, 1997-1999

*Tilling the Earth: Georgia's Historic Agricultural Heritage*

New South Associates for the Historic Preservation Division and the Georgia Department of Transportation, 2001

*Georgia: A Woman's Place*

Darlene Roth and Associates, Ray and Associates, for the Historic Preservation Division, 2001

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## Regional Historic Contexts

*County Jails of the Georgia Mountains*  
Georgia Mountains Regional  
Development Center and the  
Historic Preservation Division,  
1985

*County Jails of South Georgia*  
South Georgia Regional Develop-  
ment Center and the Historic  
Preservation Division, 1982

*The Old Federal Road: Development  
Along the Old Federal Road in the  
Georgia Mountains*  
Georgia Mountains Regional  
Development Center and the  
Historic Preservation Division,  
1994

*Buildings Designed by Charles E. Choate  
in Sandersville and Tonnille, Washington  
County, Georgia*  
Historic Preservation Division  
(thematic National Register nomi-  
nation), 1994

## Community Contexts

Multiple-property National Register  
nominations with context state-  
ments:

Baconton, Mitchell County  
Cartersville, Bartow County  
Clarksville, Habersham County  
Greensboro, Greene County  
Hartwell, Hart County  
Kennesaw, Cobb County  
Lavonia, Franklin County  
Lincolnton and Lincoln County  
Lumpkin, Stewart County  
Marshallville, Macon County  
Monroe, Walton County  
Statesboro, Bulloch County  
West Paces Ferry Road, Atlanta,  
Fulton County

## Other Community Contexts

*The Historic Resources of the City of  
Thomaston, Georgia* (vol.1), *Protecting  
the Historic Resources of the City of  
Thomaston, Georgia* (vol.2)  
Erick Montgomery, 1988-1989

*African-American Historic Resources  
Preliminary Survey and Contextual  
Study, Thomasville, Georgia*  
The Jaeger Company and  
Thomasville Landmarks, 1994

*Architecture of Athens-Clarke County  
Georgia: Shotgun Houses*  
Athens Historic Preservation  
Commission, 1992

*Historic African-American Residential  
Neighborhoods in Atlanta, Georgia,  
1865-1960*  
Atlanta Preservation Center for the  
Atlanta Urban Design Commission  
and the Historic Preservation  
Division, 1992

*African-American Historic Resources  
Survey and Contextual Study,  
Thomasville, Georgia*  
The Jaeger Company for  
Thomasville Landmarks and the  
Historic Preservation Division,  
1994

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Georgia Department of Transportation. *Georgia Transportation 2000 Commission: Vision Statement for Georgia's Future Transportation Program*. Atlanta: GDOT, May, 1994.

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*1999 Annual Report*, March 2000.

*1998 Annual Report*, March 1999.

*1997 Annual Report*, January 1998.

*1996 Annual Report*, January 1997.

*1995 Annual Report*, January 1996.

*New Vision: The Preservation Plan for Georgia's Heritage*. 1995.

*After the Flood: Rebuilding Communities Through Historic Preservation*. 1997.

*After the Flood: Rehabilitating Historic Resources*. 1996.

*The Conservation and Preservation of Tabby: A Symposium on Historic Building Material in the Coastal Southeast*. 1998.

*Profiting from the Past: The Economic Impact of Historic Preservation in Georgia*. 1999.

*Economic Benefits of Historic Preservation in Georgia, a Study of Three Communities: Athens, Rome, and Tifton*. 1996.

*Women-Related Historic Sites in Georgia*. 1997.

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