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# JEFFERSON PRESERVATION STUDY

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Robin Hubbell  
Michelle Sebree  
Julie Turner  
Kip Wright

March 1987  
Revised June 1987

Master of Historic Preservation Program  
School of Environmental Design  
University of Georgia

SCHOOL OF ENVIRONMENTAL DESIGN  
UNIVERSITY OF GEORGIA

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The Jefferson Preservation Study was undertaken by a team of graduate students in the Master of Historic Preservation program at the University of Georgia. The study was supported by the Jefferson Historic Preservation Commission. We would like to thank the following individuals for their assistance and support: Bill Waters, John Waters, and Susan Waters. We also acknowledge the guidance of our professor, Dr. Scott Elliott. Additional assistance was provided by the class (Susan Casey, Alex Chapman, Todd Grayland, Jan Harris, Leigh Holland, Monica Nico, Bob Tarkenton, Susan Walters, Guy Wheeler, Clayton Whitehead, and Catherine Wilson). Their help in completing the survey of Jefferson's historic resources is greatly appreciated.

The survey of Jefferson's historic resources is a critical first step in the preservation process. It provides the information needed to make informed decisions about the future of the town's historic resources. The study was made possible through the generous support of the Jefferson Historic Preservation Commission and the community. We hope that this study will be a useful tool for the town's historic preservation efforts.

While the study is intended as a first step, it is clear that the town's historic resources are in need of further study. The study will require further surveying, especially around I-95, to identify areas that are in need of preservation. It is hoped that this study will be a useful tool for the town's historic preservation efforts. Additionally, the study will be used to identify historic resources that are in need of preservation. The study will also be used to identify areas that are in need of preservation. The study will also be used to identify areas that are in need of preservation.

## ACKNOWLEDGEMENTS

The Jefferson Preservation Study was undertaken by a team of graduate students in the Master of Historic Preservation program at the University of Georgia. The study was requested by the Jefferson Historic Preservation Commission. We thank them, as well as the people of Jefferson, for all their help and unflagging support.

We acknowledge the guidance of our professors Allen Stovall and John Waters, as well as Bill Moffat of the Northeast Georgia Area Planning and Development Commission for his unlimited assistance. Additionally, we thank the HP 772 class (Susan Casey, Alexa Chapman, Todd Cleveland, Jan Harris, Leigh Holland, Mohsen Mito, Ron Tasket, Susan Waldorf, Guy Whelchel, Clayton Whitehead, and Catherine Wilson-Martin) for helping us complete the survey of Jefferson's historic resources.

Robin Hubbell  
Michelle Sebree  
Julie Turner  
Kip Wright

March 1987

## INTRODUCTION

This preservation study is for the people of Jefferson. Jefferson is fortunate in having many historic resources which still remain a vital part of the community. These features - individual buildings, entire neighborhoods, streetscapes, open spaces and focal points - all give the people of Jefferson a sense of identification with their community.

The purpose of this study will be four-fold:

1. To identify and evaluate the historic resources that contribute to the character of the community.
2. To provide city officials data with which to plan changes and new development, while preserving valuable historic resources.
3. To increase awareness within the public and private sectors about the historic built environment and the need for preservation efforts in the community.
4. To recommend strategies to protect and enhance the historic resources of Jefferson.

While not exhaustive, it is intended as a guide to the town's historic resources. The survey was undertaken according to existing city limits. The proposed expansion will require further surveying. As most new development will occur in these areas, especially around I-85, it is necessary that this area's resources be documented.

It is hoped that this survey will be used to identify historic buildings and structures which can be protected by Jefferson's historic preservation ordinance.

Additionally, the study lays the framework for further historic research, such as tracing deeds of title and ownership of individual buildings, et cetera.

Crawford W. Long Monument

INTRODUCTION

The Jefferson Historic Resource Study is a study of the people of Jefferson, Louisiana, and their historic resources. The study is a multi-phase project that will identify, evaluate, and document the historic resources of Jefferson, Louisiana. The study will also provide information to the community about the historic resources of Jefferson, Louisiana, and the need for preservation efforts in the community.

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It is hoped that this survey will be used to identify historic buildings and structures which can be protected by Jefferson's historic preservation ordinance. Additionally, the study lays the framework for further historic research, such as tracing deeds of title and ownership of individual buildings, etc.

The Jefferson Historic Resource Study involved several steps. Initial work included research and a "windshield survey." Next, a full-scale survey was completed. The information gathered in the survey was compiled with researched information from historical studies, and comprehensive conditions were made and documented.

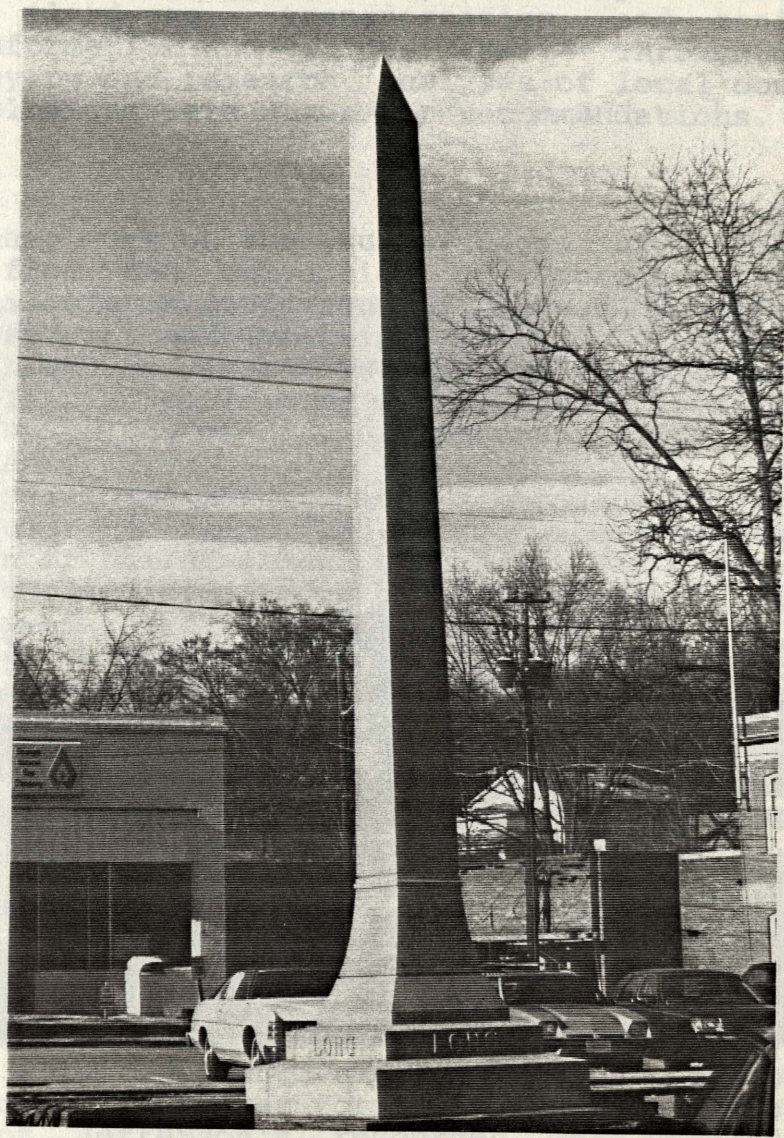
Research

Preliminary information was gathered from historical studies, maps, and other sources. This information was used to identify potential historic resources and to determine the scope of the survey.

The survey was conducted in a systematic manner, with each block being surveyed in turn. The surveyors recorded the location, date, and condition of each historic resource.

The survey data was compiled into a database, which was used to generate maps and reports. The maps show the location of each historic resource, and the reports provide a detailed description of each resource.

The survey data was also used to identify areas that need further research. These areas include the historic resources of the central city areas, which were not included in the survey.



Crawford W. Long Monument

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Southeast view of Jefferson Square

The Jefferson Historic Resource Study involved several steps. Initial work entailed research and a "windshield survey." Next, a full-scale survey was completed. The information gathered in the survey was compiled with researched information (land-use, transportation, and zoning studies, historical information and various maps). Through comprehensive work in surveying and research, analyses of local conditions were made and conclusions were drawn for recommendations.

#### Research

Preliminary work on the survey began by gathering historic information from the University of Georgia libraries. All histories available on Jefferson and Jackson County were studied as were newspaper and magazine articles. Various maps, both current and historic (such as Sanborn Insurance Maps), were consulted. Initial city maps were studied to divide Jefferson into quadrants - along major thoroughfares - for a "windshield" or reconnaissance survey.

With this information in hand, a "windshield survey" of all Jefferson's buildings and structures was made. Initial categorization of buildings and structures was made at this time. Buildings were classified as either historic - fifty years old or older - or non-historic - under fifty years old. From this reconnaissance survey, plans were developed for a full-scale survey. A survey form was developed for the detailed survey (see next page).

Subsequent research began after the preliminary survey. Further information such as studies of land-use, transportation, and zoning, historic photographs, and architectural analysis sources were consulted to identify those resources located in Jefferson, both contemporary and historic.

#### Survey

The Historic Resources Survey Team approached Jefferson according to the plotted map from the original survey which had then been subdivided into smaller sections for more in-depth surveying. The survey forms, designed specifically for the survey of Jefferson's resources, were used to record data along with an accompanying photograph of the resource (see next page). All historic structures in outlying areas were recorded on forms as were all structures in the central city areas.

The survey form outlined the building's or structure's physical characteristics, labeling its period and style or type, along with noting the building/structure's surrounding environment. The condition and integrity of the buildings/structures were also rated on the survey form. Conditions ranged from excellent to poor depending on the status of repair. The categories applied are as follows:

excellent: little or no change in the original structure;

good: some change in the original structure;  
fair: major changes to the original structure; and  
poor: structure obscured to the point of being  
unrecognizable.

Integrity was judged according to the following standard:

the degree of integrity depends upon the nature and amount of change that has occurred in a building or structure. To have a high degree of integrity a building/structure must retain the essential physical features that convey its past identity or character.<sup>1</sup>

Maps

Maps were developed for inclusion in this study, including 1867 Central Business District, Location, Zoning, Transportation, Architectural Analysis, Stylistic/Typological Analysis, Central Business District (CBD) Facade Analysis, Visual Resource Analysis, Zoning Overlay map and Proposed Historic Districts. The transportation map derived from existing conditions, as did the location and zoning maps. The other maps evolved out of information gathered from the survey and preservation consultation sessions.

Development of Recommendations

Study recommendations were designed expressly for Jefferson through an intense process of preservation consultations. The Historic Resources Team deliberated over the results of all the research and survey information. Resource evaluation maps based on the survey and relevant material were developed. The maps combined with the Historic Resources Analysis provided a foundation for the specific recommendations which were to follow. The recommendations designed for Jefferson are outlined in the Study Recommendations section of this text.

A list explaining the benefits of preservation begins the section. Guidelines for community education opportunities are explained. Community planning is stressed. A specific outline of Jefferson's resources can be seen on either the Stylistic/Typological Map - for quick reference to a specific building's architectural style or type - or on the Proposed Districts and Individual Resources Map. The latter map can serve as a guide for decisions in Jefferson about preserving specific resources or groups of resources either at the local or national level.

Alternative methods for further preserving the community's resources are also outlined. Guides and sources of assistance for preservation are provided (see Appendix 5).

<sup>1</sup> Further discussion of integrity can be found in the Historic Resources section of this text.

SURVEY FORM - JEFFERSON, GEORGIA

Prepared by: PHOTO: Roll:  
Frame:  
View facing:

Quad #:  Address:

Classification:  Style:   
(Historic/Nonhistoric)

Construction date:

Condition:  Integrity:

photo
space

PHYSICAL DESCRIPTION:

# stories:  # bays:  Shape/Plan:

Foundation: Materials:

Facade: Orientation: N NE E SE S SW W NW

Sheathing Materials:

Storefront:

Porches:

Details:

Roof: Shape:

Materials:

Chimneys:

Details:

Windows: Type:

Placement:

Details:

Doorways: Main:

Other:

Details:

OTHER ARCHITECTURAL FEATURES/DETAILS:

LANDSCAPE FEATURES: (outbuildings, sidewalks, etc.)

NOTE: A numbered explanation which corresponds to this form follows on pages 8 and 9.

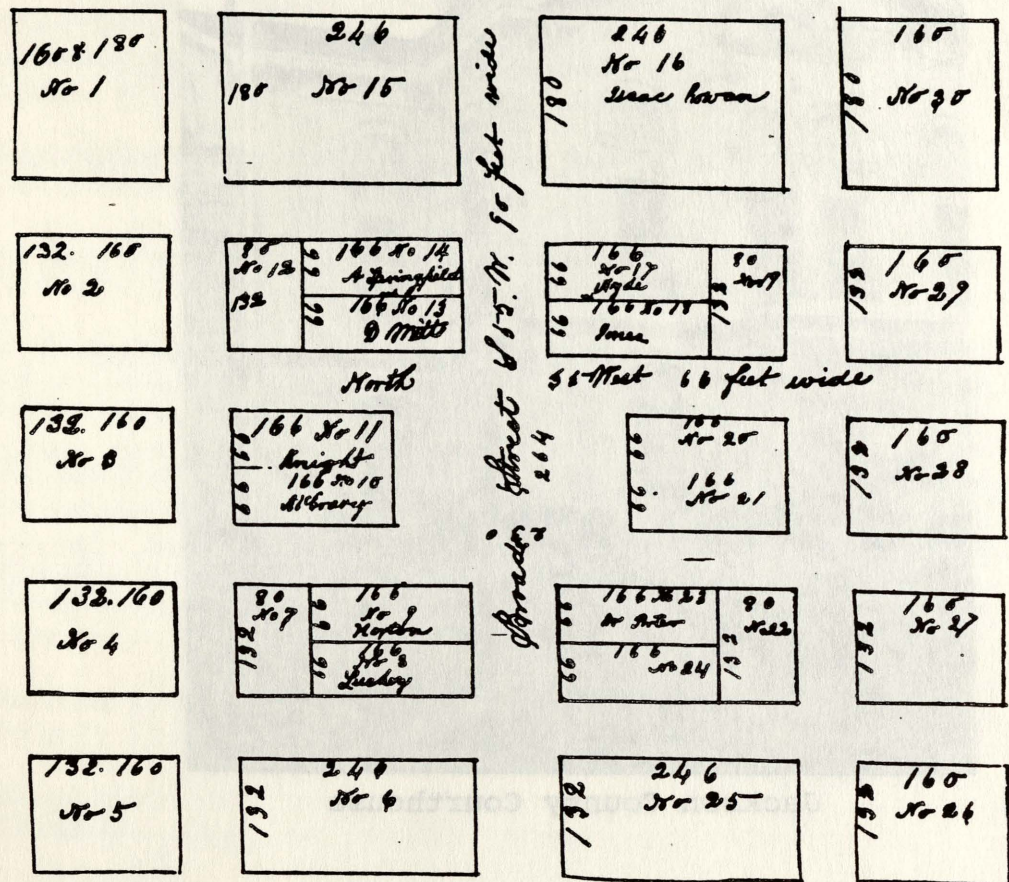
- 1 - Quad # - for simplicity, the street map of Jefferson was delineated into quadrants, or sections, for surveillance.
- 2 - Classification - resources 50 years old or older were classified as historic; resources less than 50 years old were classified as non-historic.
- 3 - Style - all buildings were classified by their style, a list of which is included in the Historic Resources Analysis section.
- 4 - Construction Date - this was estimated by analysis of building style.
- 5 - Condition - as noted in this section, the structural condition of the building was classified as excellent, good, fair, or poor.
- 6 - Integrity - as noted in this section, integrity was defined as altered or unaltered.
- 7 - # of Stories - buildings were listed as having either 1, 1-1/2, or 2 stories.
- 8 - # of Bays - the number of vertical divisions of the exterior of a building marked by fenestration (buttresses, units of vaulting, roof compartments, etc.).
- 9 - Shape/Plan - this describes the configuration of the building's layout (square, rectangular, ell-shaped, etc.).
- 10 - Foundation Materials - those materials which compose the foundation (rubble, granite block, cut stone, brick, concrete, piers, etc.).
- 11 - Facade Orientation - the direction in which the building's facade faces.
- 12 - Sheathing Materials - those materials which cover the facade (boards, shingles, brick veneer, stucco, siding, etc.).
- 13 - Storefront - a description of the storefront, when applicable. See Historic Resources Analysis section.
- 14 - Porches - the covered entrance to a building (entry, full-height entry, full-facade, wraparound, etc.).
- 15 - Details - those details which pertain to the facade (quoins, columns, etc.).
- 16 - Roof Shape - gable, hipped, flat, mansard, catslide, etc.

- 17 - Roof Materials - those materials which compose the roofing (shingles, slate, tin, asphalt, etc.).
- 18 - Chimneys - the number and location of a building's chimneys, and materials of which they are composed.
- 19 - Details - those details which pertain to the roof (dormers, dentils, towers, etc.).
- 20 - Window Type - the type of window found on the building (sash, casement, etc.).
- 21 - Window Placement - how the window is placed on the building (symmetrical, asymmetrical, irregular, paired, etc.).
- 22 - Details - those details which pertain to the window (surrounds, number of panes, etc.).
- 23 - Doorways, Main - a description of the doorway (type: panelled, glass, wood, etc.) and its placement.
- 24 - Other - a description of the other doorways on the front facade and their placement.
- 25 - Details - those details which pertain to the doorway (surrounds, transom, fanlight, etc.).
- 26 - Other Architectural Details - any extra details not included in above sections.
- 27 - Landscape Features - the presence of outbuildings, retaining walls, historic curbs and sidewalks, and notable vegetation (such as allees, hedges, mature treescapes, etc.).

See Glossary (Appendix 1) for further explanation of terms.



Town of Jefferson  
Jackson County Georgia



Jun 20th 1867

31

HISTORICAL OVERVIEW

Jefferson is a small community in Jackson County, located in the eastern section of North Central Georgia, fifty-eight miles northeast of Atlanta. Named for the third president of the United States, Jefferson was founded in 1806 with a population of 287.<sup>2</sup> Today, the population stands at 1,845, and a great increase is expected over the coming decades. Although no figures are available for Jefferson's predicted population in the year 2000, Jackson County expects to have a population of 31,278 by that time, a 16.5% increase over its current population of 26,800.<sup>3</sup>

The area that is known as Jackson County was inhabited by pre-historic man as far back as 7000-5000 B.C.<sup>4</sup> Later, it would be inhabited by Creek and Cherokee Indians, with the Creek living in the southern part of what is presently Jackson County, and the Cherokee living toward the north.<sup>5</sup> White settlers came to the area in 1784, and Jackson County was established soon afterwards, in 1796. As the white settlers encroached on the Indian land, the Indians moved westward until, by 1838, none were left in Jackson County.<sup>6</sup>

Jefferson, the first town to be incorporated in the county, attracted settlers from other towns in Georgia, as well as the Carolinas. The town was originally called "Jeffersonville" (from 1805-10), and then "Jeffersonton" (from 1810-24) before finally becoming known as "Jefferson" in 1824.<sup>7</sup> The town, established as the county seat, was designed according to the "Sparta Plan."<sup>8</sup>

<sup>2</sup> Frary Elrod, Historical Notes on Jackson County, Georgia. (Franklin Springs: Advocate Press, 1967), p. 130.

<sup>3</sup> Northeast Georgia Area Planning and Development Commission.

<sup>4</sup> Elrod, p. 8.

<sup>5</sup> Ibid., p. 8.

<sup>6</sup> Ibid., p. 17.

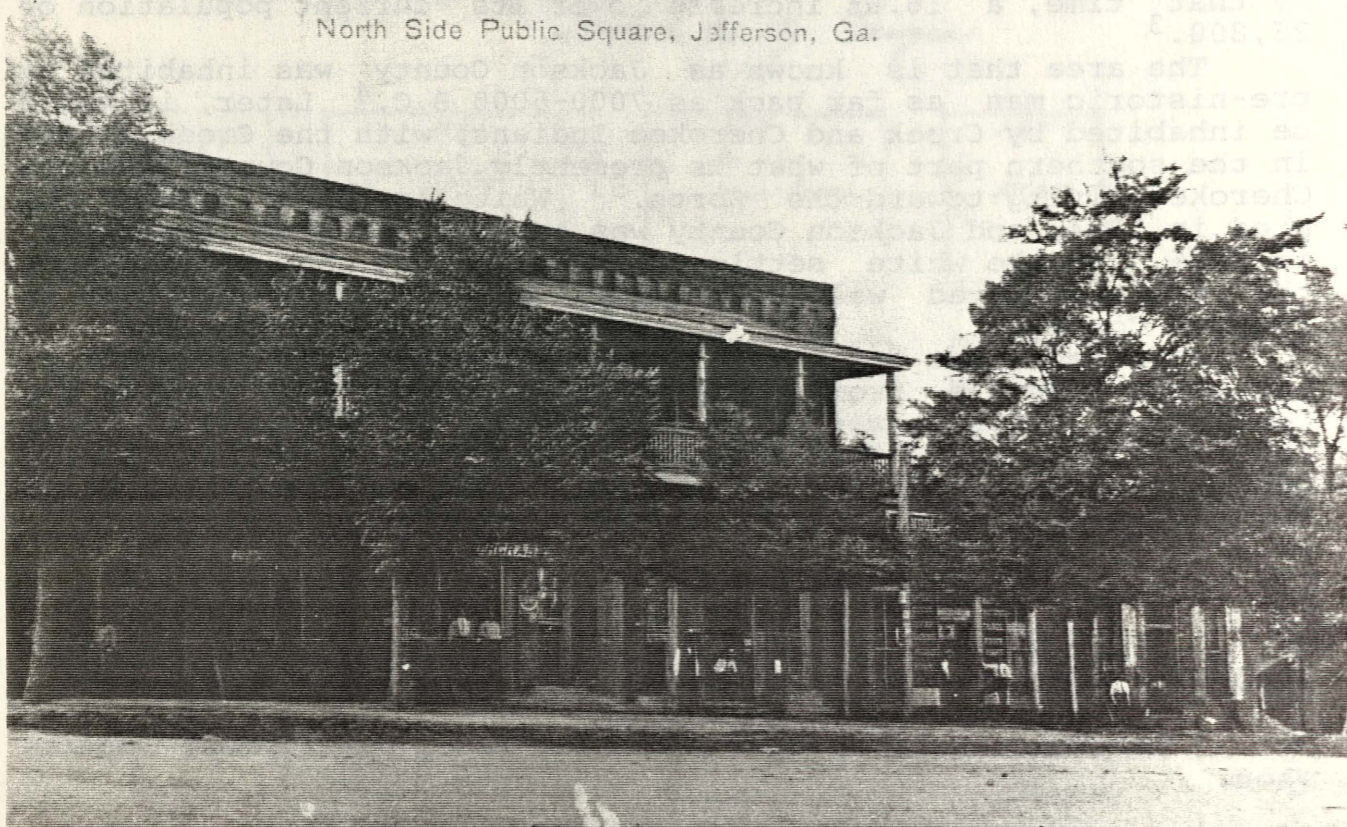
<sup>7</sup> Ibid., p. 113.

<sup>8</sup> This meant that its courthouse would be located on an acropolis overlooking the town square. However, this acropolis effect was not achieved until the present courthouse was built on high ground in 1879. The two previous courthouses were located on lower ground near the square, with the second courthouse (c. 1817) located directly upon the square itself.

HISTORICAL OVERVIEW

Jefferson is a small community in Jackson County, located in the eastern section of North Central Georgia. Fifty-eight miles northwest of Atlanta. Named for the third president of the United States, Jefferson was founded in 1806 with a population of 200. Today, the population stands at 1,845 and a great increase is expected over the coming decades. Although no figures are available for Jefferson, a predicted population in the year 2000, Jackson County expects a population of 31,578. At that time, a large increase in population is expected.

North Side Public Square, Jefferson, Ga.



Randolph-Porter Building (1908)

Development of the Community

In 1806, Jefferson's city limits were defined as a three quarter-mile radius extending in all directions from the center of the square. Like most other small Georgia towns, Jefferson was primarily a farming community growing typical Georgia crops: cotton, corn, and tobacco. Until the coming of the railroad, Jefferson served as a stopping point for stagecoaches traveling the Augusta-Dahlonega route.<sup>9</sup> Several inns built across from the square accomodated stagecoach travelers; all of these structures have since been demolished.

The first in-town neighborhoods in Jefferson grew up around the central business district and surrounding areas of the town square between the 1830s and 1850s. By 1867, twenty lots around the square had buildings on them, including inns, doctors' offices, general stores and residences.

In 1883, the Gainesville Midland Railroad began operating in Jefferson. Carrying freight and mail as well as passengers, the line connected Jefferson with Gainesville and Social Circle. In 1905, the line was extended to include Athens.<sup>10</sup>

The cotton industry arrived late in Jefferson. The Jefferson Cotton Mills was founded in 1899 (most of the cotton mills in Georgia had been built before 1850). Nonetheless, the founding of the Mills was a milestone in the town's history. Still in operation today, the Jefferson Mills is the oldest and largest industry in town.

Among Jefferson's prominent citizens were William Duncan Martin, and Dr. Crawford W. Long. Martin left a bequest in 1859 to the Jackson County Academy (renamed the Martin Institute) and thus created what is thought to be one of the first privately-endowed schools in the country. One of the University of Georgia's presidents, Dr. Omer Clyde Aderhold (president 1950-67), began his career in education there. A native of Franklin County, Aderhold was principal of the Martin Institute from 1923-36, and superintendent of the Jefferson public school system from 1926-29.<sup>11</sup> The Martin Institute stood until 1942 when it burned in a tragic fire. Dr. Crawford W. Long was one of Jefferson's and Georgia's notable citizens. He obtained an undergraduate degree at the University of Georgia and attended medical school at the University of Pennsylvania. During his residence and practice in Jefferson, Long performed the first successful operation using sulfuric ether as a general anesthetic in 1842.

<sup>9</sup> Elrod, photo section between pages 128-9.

<sup>10</sup> Ibid., p. 130.

<sup>11</sup> The Daily News, July 5, 1969, p. 1A.

Other Dates in Jefferson's Community Development

- 1875 - Founding of Jefferson's first and only newspaper, The Forest News. After 1886, its name was changed to the Jackson Herald.
- 1913 - Electricity is introduced to Jefferson by the Jefferson Electric Company.
- 1919 - Telephone service is made available to Jefferson by the Jefferson Telephone Company.

Population 1800-1940

Jefferson, Civil Division #245 (incl. Jefferson), Jackson County.

Year	Jefferson (% +/-)	#245 (% +/-)	Jackson Co. (% +/-)
1800			7,736
1810			10,569 (+ 37%)
1820			8,355 (- 21%)
1830			9,004 (+ 7.7%)
1840			8,522 (- 5.4%)
1850			9,768 (+ 15%)
1860			10,605 (+ 8.6%)
1870		988	11,181 (+ 5.4%)
1880	419	1,484 (+ 50%)	16,297 (+ 46%)
1890	540 (+ 29%)	2,009 (+ 35%)	19,176 (+ 18%)
1900	726 (+ 34%)	2,107 (+ 4.9%)	24,039 (+ 25%)
1910			30,169 (+ 26%)
1920	1,626 (+ 124%)	3,585 (+ 70%)	24,654 (- 28%)
1930	1,869 (+ 15%)	4,031 (+ 12%)	21,609 (- 12%)
1940	1,839 (- 1.6%)	3,969 (- 1.5%)	20,089 (- 7%)

JEFFERSON: COMMUNITY IMPROVEMENT PRACTICES

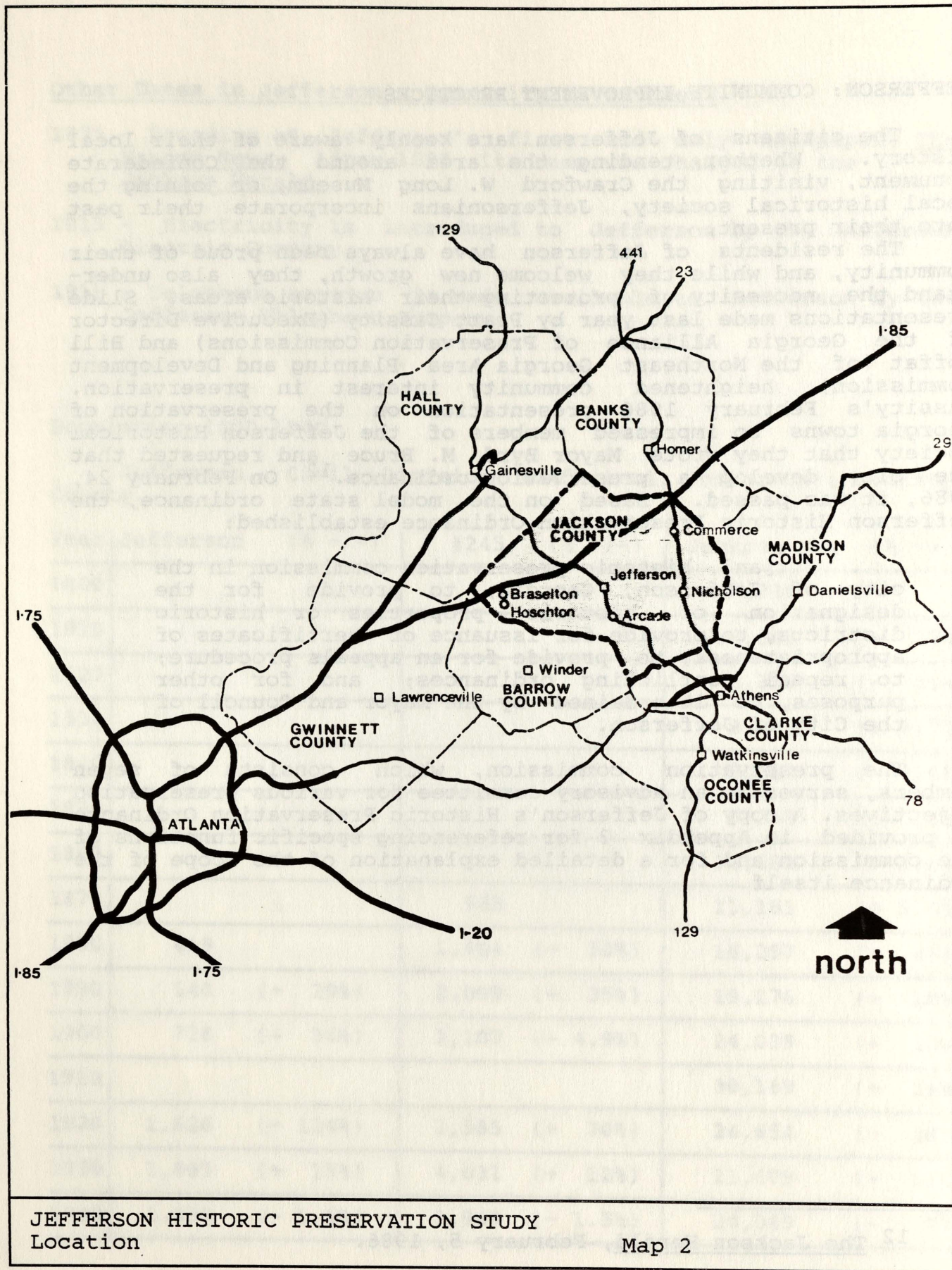
The citizens of Jefferson are keenly aware of their local history. Whether tending the area around the Confederate monument, visiting the Crawford W. Long Museum, or joining the local historical society, Jeffersonians incorporate their past into their present.

The residents of Jefferson have always been proud of their community, and while they welcome new growth, they also understand the necessity of protecting their historic areas. Slide presentations made last year by Pratt Cassity (Executive Director of the Georgia Alliance of Preservation Commissions) and Bill Moffat (of the Northeast Georgia Area Planning and Development Commission) heightened community interest in preservation. Cassity's February 1986 presentation on the preservation of Georgia towns so impressed members of the Jefferson Historical Society that they wrote Mayor Byrd M. Bruce and requested that the city develop a preservation ordinance.<sup>12</sup> On February 24, 1986, it was passed. Based on the model state ordinance, the Jefferson Historic Preservation Ordinance established:

. . . [an] historic preservation commission in the city of Jefferson, Georgia; to provide for the designation of historic properties or historic districts; to provide for issuance of certificates of appropriateness; to provide for an appeals procedure; to repeal conflicting ordinances; and for other purposes, be it ordained by the Mayor and Council of the City of Jefferson.

The preservation commission, which consists of seven members, serves as an advisory committee for various preservation objectives. A copy of Jefferson's Historic Preservation Ordinance is provided in Appendix 3 for referencing specific functions of the commission and for a detailed explanation of the scope of the ordinance itself.

<sup>12</sup> The Jackson Herald, February 5, 1986.



JEFFERSON HISTORIC PRESERVATION STUDY  
Location

Map 2

CONTEMPORARY JEFFERSON

Geography

Located in the rolling Piedmont Plateau of Northeast Georgia, Jefferson serves as the county seat of government for Jackson County. Jefferson lies in the center of Jackson County, fifty-eight miles northeast of Atlanta; nineteen miles northwest of Athens. Transportation routes serving Jefferson include U.S. Highway 129 (composed of Georgia Highways 11 and 15), Georgia Highways 82 and 335, and Interstate Highway 85. Interstate Highway 85 has four interchanges in Jackson County, one of which lies within four miles of Jefferson.

Jefferson has a humid, temperate climate with an average annual rainfall of 50 inches. The average daily temperature for January is 43.5 degrees Fahrenheit; for July, 78 degrees Fahrenheit.

The types of soil found in and around Jefferson are Cecil sandy-clay loam and Pacolet soil. Natural fertility and content of organic matter are very low in these soils, while acidity is high. Shortleaf pine, loblolly pine, sweetgum, white oak and red oak are the chief vegetation in wooded areas. The Cecil and Pacolet soils found around Jefferson are used extensively for pasture. Cecil soils are well-suited for crops such as cotton, corn, and small grains.

Demographics

During the 1940's and 1950's, the population of Jackson County decreased steadily as the agricultural economy shifted its emphasis to the less labor-intensive industries of cattle and poultry. Industrialization in the 1960's caused an increase in population as workers moved back into the county. From 1970-1980, the population of Jefferson increased 10.5 percent. This growth decreased to 1.4 percent from 1980 - 1984. The 1984 population for Jackson County was 26,800, projected to increase to 31,278 by the year 2000. The population for Jefferson in 1984 was 1,845.<sup>13</sup>

Economic Factors

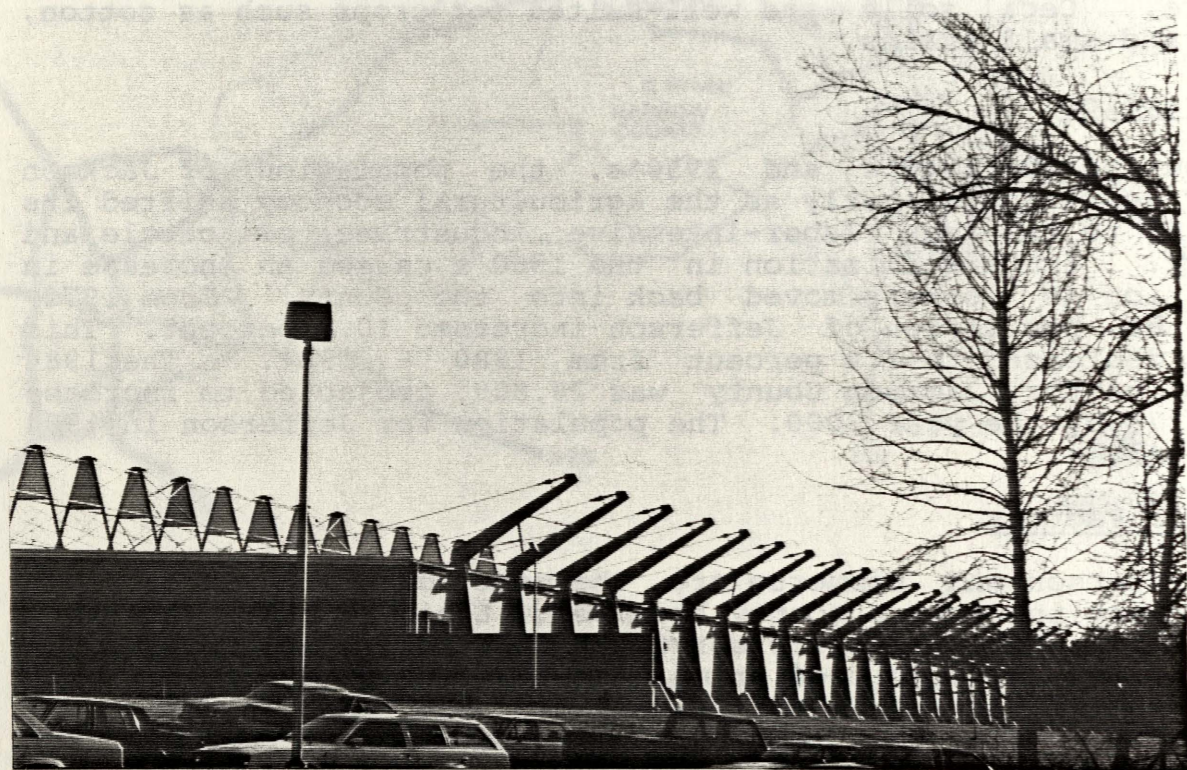
Jefferson and Commerce are the most concentrated areas of development in Jackson county because of their access to transportation routes and public services. The Interstate Highway 85 corridor is now developed primarily with service stations, small food stores, and fast-food franchises, but greater growth is expected. With the impending expansion of Jefferson's city

<sup>13</sup> Northeast Georgia Area Planning and Development Commission, Northeast Georgia Statistical Abstract, August 1986, Table 4.

limits out to the interstate interchange, this major transportation route, which is one of the most important industrial corridors in the Southeast, should figure significantly in the city's future economic growth. Also appealing to developers is Jefferson's potential as a residential, or "bedroom," community for people who work in Atlanta and Athens.

The seven industries currently in Jefferson are: the Wilkins Co.; the Jackson Electric Membership Corporation; the Jefferson Mills, Inc., producers of corduroy; Standard Coosa Thatcher Co., makers of polyester and cotton yarns; Ryan Homes, builders of modular houses; the Jackson Herald, Inc., which performs commercial printing in addition to producing the county newspaper; Home Delivery Food Service, processors and distributors of frozen fruits and vegetables; and Knight Industries, manufacturers of vacuum form plastics.

Agriculture plays an important role in the Jackson County economy. Statistics from farms with sales of \$10,000 or more in the ten county Northeast Georgia Area show Jackson County to rank first in value of agricultural products. Jackson County accounts for 25 percent of the area's total value in sales and leads the way in the production of poultry and poultry products.<sup>14</sup> Jackson



Southworth Division of Jefferson Mills (1966)

<sup>14</sup> Ibid., Table 27.

County ranks first in the state in the production of commercial egg layers.<sup>15</sup>

#### Land Use

Jefferson's current land-use plan was completed in January 1970 by the Northeast Georgia Area Planning and Development Commission. This plan examined the current land-use in Jefferson with guidelines for the future.

A land-use plan is a program for action. Long-range community goals are established and become guides for future decisions. Based upon the projected needs of a future population, the land-use plan determines the quantities of land needed and a compatible arrangement of uses. It must be sensitive to the market and anticipate demands for housing, services and utilities so that investments by the community will be optimized.

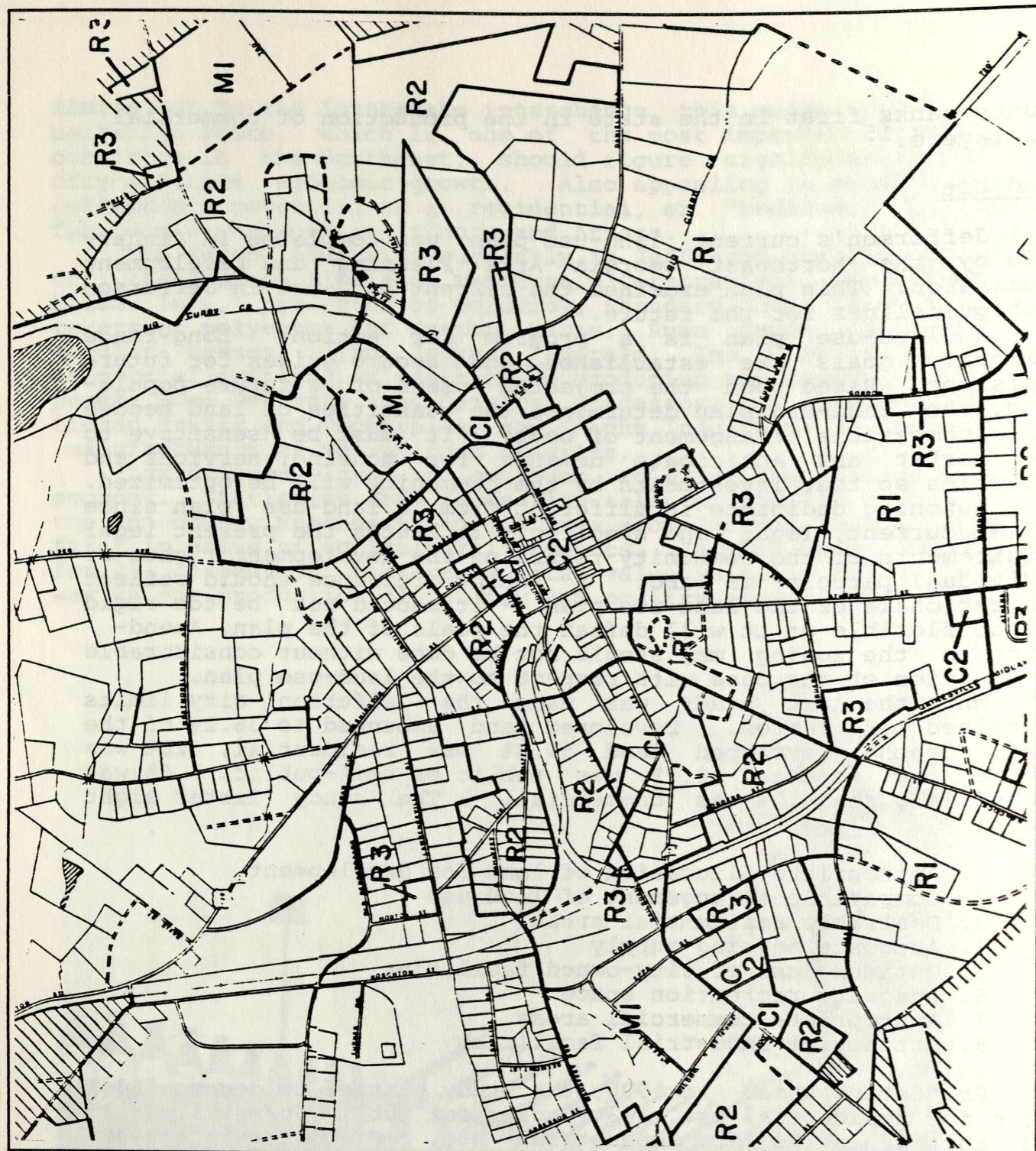
A zoning ordinance is different from a land-use plan since it is current, legal and specific. It states the present legal requirements of the community regarding the development rights of individual parcels of land. A zoning ordinance should reflect the rationale of the land-use plan -- it should not be too rigid or too flexible or it will defeat the goals of the plan. Amendments to the zoning map should not be done without considerable examination of the case with respect to the land-use plan.

When the last study was made the Jefferson city limits contained 1130 acres. Developed land amounted to 36.2% of the area. Of the developed land 59.3% was residential, 20% was devoted to streets, 8.7% was public or semi-public, 7.8% was industrial, and 4.2% was commercial. The study listed eight goals:

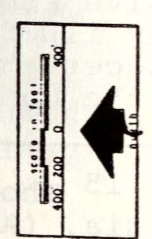
1. Appropriate allocation of land for development
2. Compatible arrangement of land use
3. Desirable residential areas
4. Adequate housing supply
5. Optimum use of city-owned facilities
6. Adequate recreation space
7. Appropriate commercial areas
8. Attractive industrial facilities

Projecting ahead to 1990, the study planned to devote 553.2 acres for residential use, 133.9 acres for public or semi-public use and 37 acres for industrial use. Given the recent and massive expansion of Jefferson's city limits, a new land-use study is desperately needed. A total re-evaluation of the area is necessary so that the new zoning ordinance can be tailored to fit the community's current and future needs.

<sup>15</sup> Thomas W. Hodler and Howard A. Schretter, The Atlas of Georgia, (Athens: The Institute of Community and Development, The University of Georgia, 1986), p. 136.



R-1 Single-Family Residential	M-1 Wholesale and Light Industrial
R-2 Two-Family Residential	
R-3 Multi-Family Residential	
C-1 Neighborhood Commercial	
C-2 General Commercial	



JEFFERSON HISTORIC PRESERVATION STUDY  
Zoning

Map 3

### Zoning

Jefferson's current zoning ordinance, adopted October 13, 1986, was prepared by the Jackson County Planning Commission with technical assistance provided by the North Georgia Area Planning and Development Commission (See appendix for brief description of districts). A well-written zoning ordinance is the strongest tool available to a local government for enforcing land-use policies. The Jefferson ordinance is designed to meet "present day and anticipated needs for the promotion of the health, safety, morals, convenience, order, prosperity, or general welfare of the city."<sup>16</sup>

The ordinance contains sections on provisions both general and special, with exceptions and modifications, a glossary of definitions, and articles dealing with the administration and enforcement of the ordinance. Jefferson is currently divided into six districts: R-1 Single-Family Residential, R-2 Two-Family Residential, R-3 Multi-Family Residential, C-1 Neighborhood Commercial, C-2 General Commercial, and M-1 Wholesale and Light Industrial. The ordinance also provides for the creation of four other types of districts: MH Manufactured Home, P Professional, C-3 Highway Business, and R-4 Manufactured Home Park.

The zoning districts are now free of nonconforming land use because they were recently created and reflect the current use. It is apparent, however, that Jefferson was not closely following its land-use plan because of the high frequency of "spot" commercial zoning. In order for the new zoning ordinance to best serve the citizens, all changes and additions of districts should be made with respect to the goals of the land-use plan.

### Transportation

The transportation system of Jefferson is composed of three types of thoroughfares, each of which has a specific primary function. Arterial routes connect principal traffic generators and provide access into and out of town. They have high volumes of traffic moving at moderate speeds. Major traffic generators in Jefferson include the central business district, Jefferson Mills, Standard Coosa Thatcher, the county courthouse, the two schools, and the Interstate Highway 85 interchange. Major collectors collect and distribute traffic throughout the city's residential, commercial, and industrial areas. They provide for traffic movement between arterial routes and local access routes, which are also known as minor collectors. Minor collectors provide access to immediately adjacent land. These roads collect traffic in neighborhoods and are built on a smaller scale to

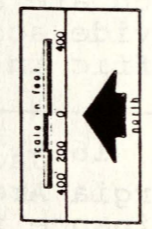
<sup>16</sup> Jackson County Planning Commission and the Northeast Georgia Area Planning and Development Commission, The Zoning Ordinance for the City of Jefferson, Georgia, October 1986, p. 4.



— Arterial Route

JEFFERSON HISTORIC PRESERVATION STUDY  
Transportation

Map 4



Jefferson has two specific problems in its transportation system: a lack of continuous collectors that can quickly and efficiently gather local traffic and feed it into the arterial system and an insufficient number of arterial routes. These problems result in a need for all types of traffic to utilize the same streets. A 1970 Northeast Georgia Area Planning and Development Commission study, which is one of the most up-to-date evaluations of Jefferson's land-use plan and transportation system, notes that the best example of this situation "can be found in Washington, Lee and Athens Streets, which are forced to serve as the primary north-south arterial for through traffic going beyond Jefferson while at the same time it serves as the cross-town connector and primary commercial street."<sup>17</sup> This problem is compounded by the great amount of traffic generated by people traveling to Interstate Highway 85 and Gainesville along U.S. Highway 129, which goes directly through the center of town. U.S. Highway 129 also serves as a primary route for southbound traffic to U.S. Highway 441, an alternate route to Florida (promoted as the historic "Antebellum Trail"). Existing streets do not form a system capable of efficiently carrying Jefferson's traffic load.

Jefferson's problem has been caused in part by the evolution of Jackson County's transportation routes. The historic role of communities in relation to outlying areas and the Piedmont topography have created a radial or spoked wheel thoroughfare system that funnels most movement in the county into or through one or two population concentrations. This creates within the city unnecessary multi-directional traffic-flow mixtures, functional mixtures and congestion that could be alleviated by such system improvements as alternate routes and by-passes.<sup>18</sup>

One of the key recommendations made by the 1970 study is the creation of a circumferential north-south route to the west of Jefferson. As a major transitory route, U.S. Highway 129 bisects the central business district -- a by-pass would relieve this vital area of excessive and unnecessary traffic, which is both hazardous to pedestrians and inconvenient to drivers. It is important that each street be subject to only its planned usage. Since Jefferson serves as a "bedroom community" to many who work outside the city limits, the establishment and maintenance of good residential areas is an important asset. Cross-town traffic often spills off onto residential streets because of congestion on arterial routes. These neighborhoods can be ruined by excessive traffic, which brings undesirable noise, exhaust fumes and litter.

<sup>17</sup> Northeast Georgia Area Planning and Development Commission, Major Thoroughfare Plan, Jefferson, Georgia, Ga. P-149, January 1970, p. 34.

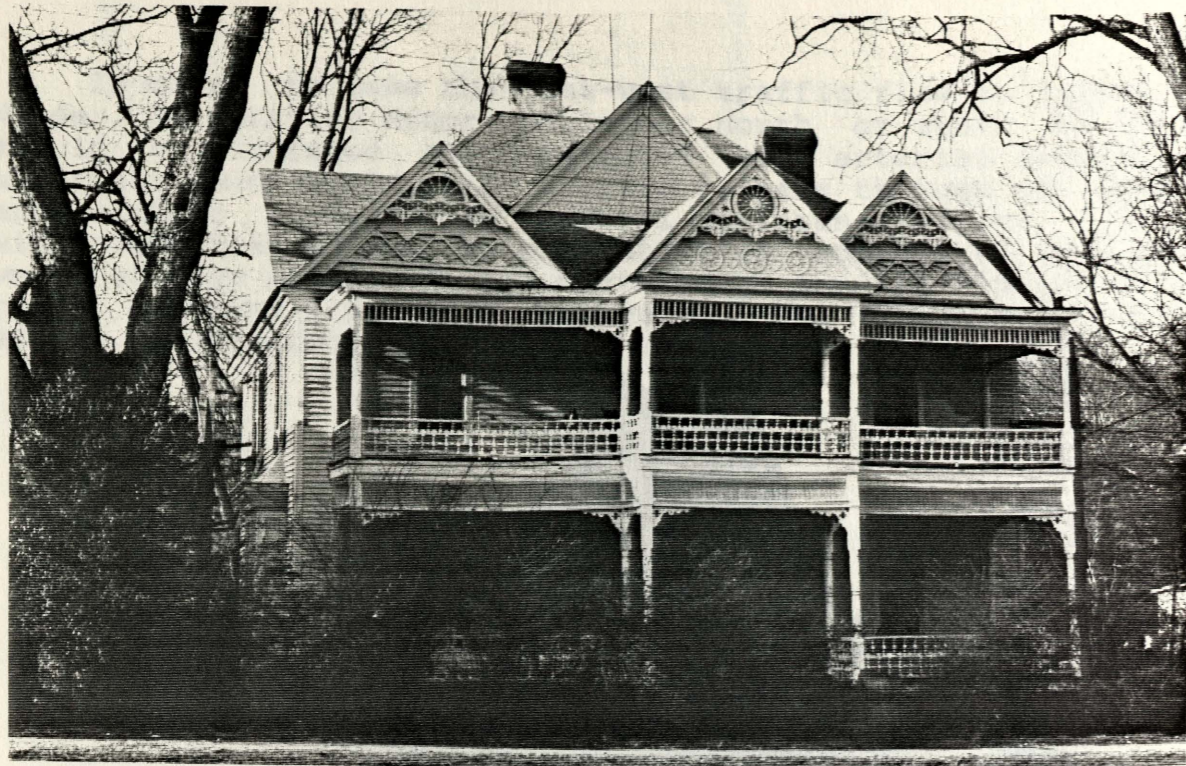
<sup>18</sup> Idem, Major Thoroughfare Plan, Jackson County, Georgia, Ga. P-151, January 1971, p. 48.

In order to ease the east-west traffic flow to Commerce and Winder, an existing minor collector north or south of the city should be upgraded and connected with arterial routes. This alternate route would allow traffic to pass through the Jefferson area without clogging the central business district. A by-pass with controlled access (to prevent strip commercial development) would greatly ameliorate the north-south traffic flow on arterial routes and have a positive impact on the whole transportation system of Jefferson.<sup>19</sup>



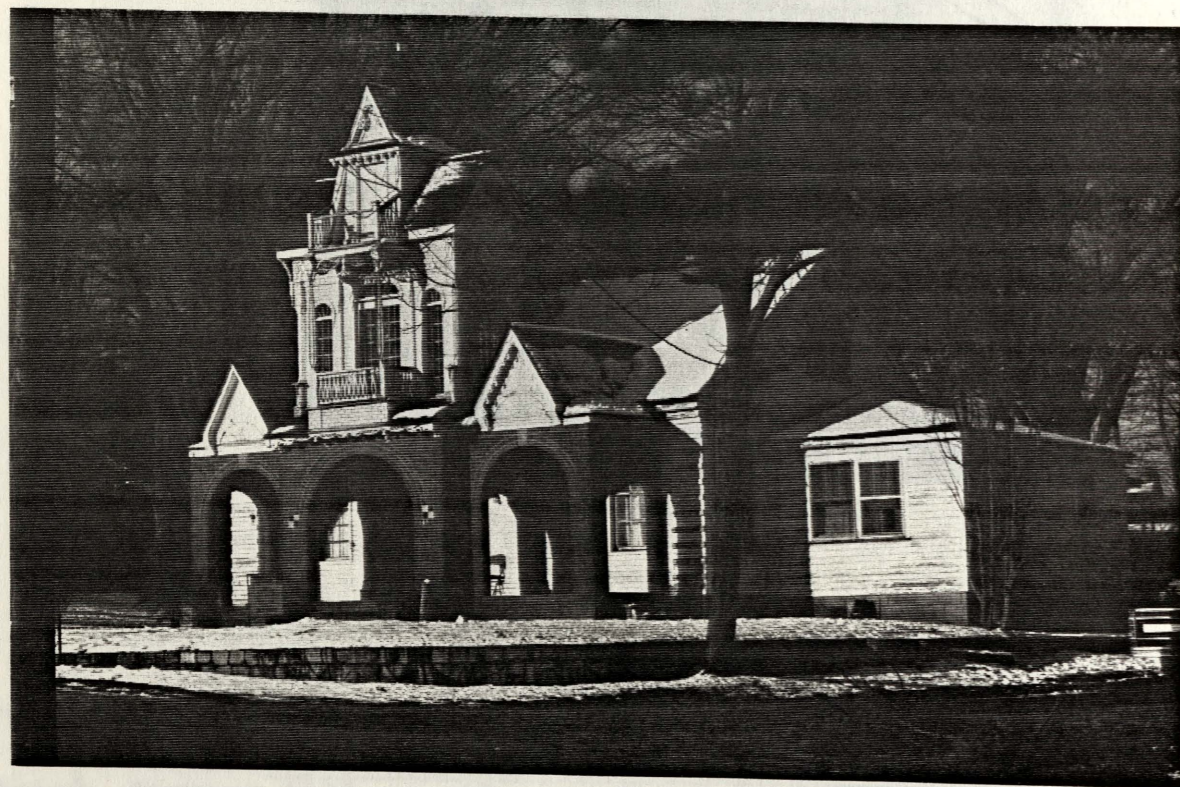
147 Pine Avenue

<sup>19</sup> Idem, Major Thoroughfare Plan, Jefferson, Georgia, Ga.  
P-149, January 1970, p. 60.



Pendergrass House

Sycamore Street



28

147 Pine Avenue

#### DEFINITION OF HISTORIC RESOURCES

The character of a community's physical environment is the product of specific needs, technologies, attitudes, and assumptions unique to that place in space and time. Historic resources are essentially three-dimensional documents of the community's character or identity from a specific period in history. According to the criteria for evaluation of the National Register of Historic Places, significant historic resources must be at least fifty (50) years old and:

- A) be associated with events that have made a significant contribution to the broad patterns of our history; or
- B) be associated with the lives of persons significant in our past; or
- C) embody the distinctive characteristics:
  - 1) of a type, period, or method of construction; or
  - 2) that represent the work of a master; or
  - 3) that possess high artistic values; or
  - 4) that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D) have yielded, or may be likely to yield, information important in prehistory or history.<sup>20</sup>

In the identification and preservation of a community's historic resources, it is important to remember that significance is not limited to properties associated with famous people or examples of high style architecture.

Recognition on the National Register also requires a significant historic resource to possess physical integrity. Integrity is the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic or prehistoric period. It is this integrity which enables the historic resource to convey some aspect of the community's historic identity. Integrity applies to a historic resource in seven ways: 1) location, 2) design, 3) setting, 4) materials, 5) workmanship, 6) feeling, and 7) association.<sup>21</sup>

<sup>20</sup> Preservation Planning Series: Manual for State Historic Preservation Review Boards, U.S. Department of the Interior, National Park Service, Division of Interagency Resource Management, Washington, D.C.: U.S. Government Printing Office, 1984, p. 17.

<sup>21</sup> How to Apply the National Register Criteria for Evaluation. National Park Service, Department of the Interior, Washington, D.C., 1982.

## CATEGORIES OF HISTORIC RESOURCES

The National Register of Historic Places recognizes seven categories of historic resources: 1) districts, 2) sites, 3) buildings, 4) structures, 5) objects, 6) multiple resources areas, and 7) thematic groups.

A district is a geographically definable area, urban or rural, possessing a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united by past events or aesthetically by plan or physical development. A district may also comprise individual elements separated geographically but linked by association or history.

A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself maintains a historical or archeological value regardless of the value of any existing structures.

A building is a structure created to shelter any form of human activity, such as a house, barn, church, hotel, or similar structure. Buildings may refer to a historically related complex, such as a courthouse and jail or a house and barn.

A structure is a work made up of interdependent and inter-related parts in a definite pattern or organization. Constructed by man, it is often an engineering project large in scale.

An object is a material thing of functional, aesthetic, cultural, historic, or scientific value that may be, by nature or design, movable yet related to a specific setting or environment.

A multiple resource area includes all or a portion of the historic resources identified usually as a result of comprehensive preservation planning, in a specific rural area, county, town, or section of a town or city. It can be an interdisciplinary inventory of all the resources of historic, architectural, and archeological significance within a defined geographical area.

A thematic group is a finite group of resources related to one another by type in a clearly distinguishable way. For example, the resources may be of one building type or use, designed by a single architect, of a given architectural period, or related to a single historical event or pattern of human activity.<sup>22</sup>

<sup>22</sup> Manual for Review Boards, pp. 18-19.

## JEFFERSON'S HISTORIC RESOURCES

The location, physical characteristics, and integrity of Jefferson's historic resources were determined and recorded through a survey of the city. The resulting inventory of historic structures provides a data base for planning decisions. Analysis of the inventory assists in the determination of relationships (historic, aesthetic, and visual) between historic resources which unify and define particular areas. Similar analysis reveals the compatibility of non-historic elements to historic ones. City officials and planners, as well as the Jefferson Historic Preservation Commission can utilize information derived through inventory analysis to establish priorities for conservation, restoration, and rehabilitation efforts in Jefferson.

The identification and analysis of Jefferson's historic resources is only the first step towards a successful preservation effort. The increased understanding and awareness derived from inventory analysis is crucial to the development of a strong community-wide commitment to the enhancement of the area's built environment through preservation.



Jefferson Depot



▲ Historic	○ Non-Historic
△ Historic-Obscured/ Non-Contributing	□ Intrusion
JEFFERSON HISTORIC PRESERVATION STUDY Architectural Analysis	
Map 5	

## TYPES OF INVENTORY ANALYSIS

Analysis of Jefferson's historic resources focused on four specific facets: 1) architectural analysis, 2) stylistic/typological analysis, 3) facade integrity analysis, and 4) visual resource analysis.

### 1) Architectural Analysis

Preliminary architectural analysis was determined by the initial windshield survey of Jefferson in which buildings were broadly classified as historic or non-historic.

**Historic** - A resource at least 50 years old, possessing a high degree of integrity or with historic alterations showing historic evolution.

**Non-historic** - Structures less than 50 years old.

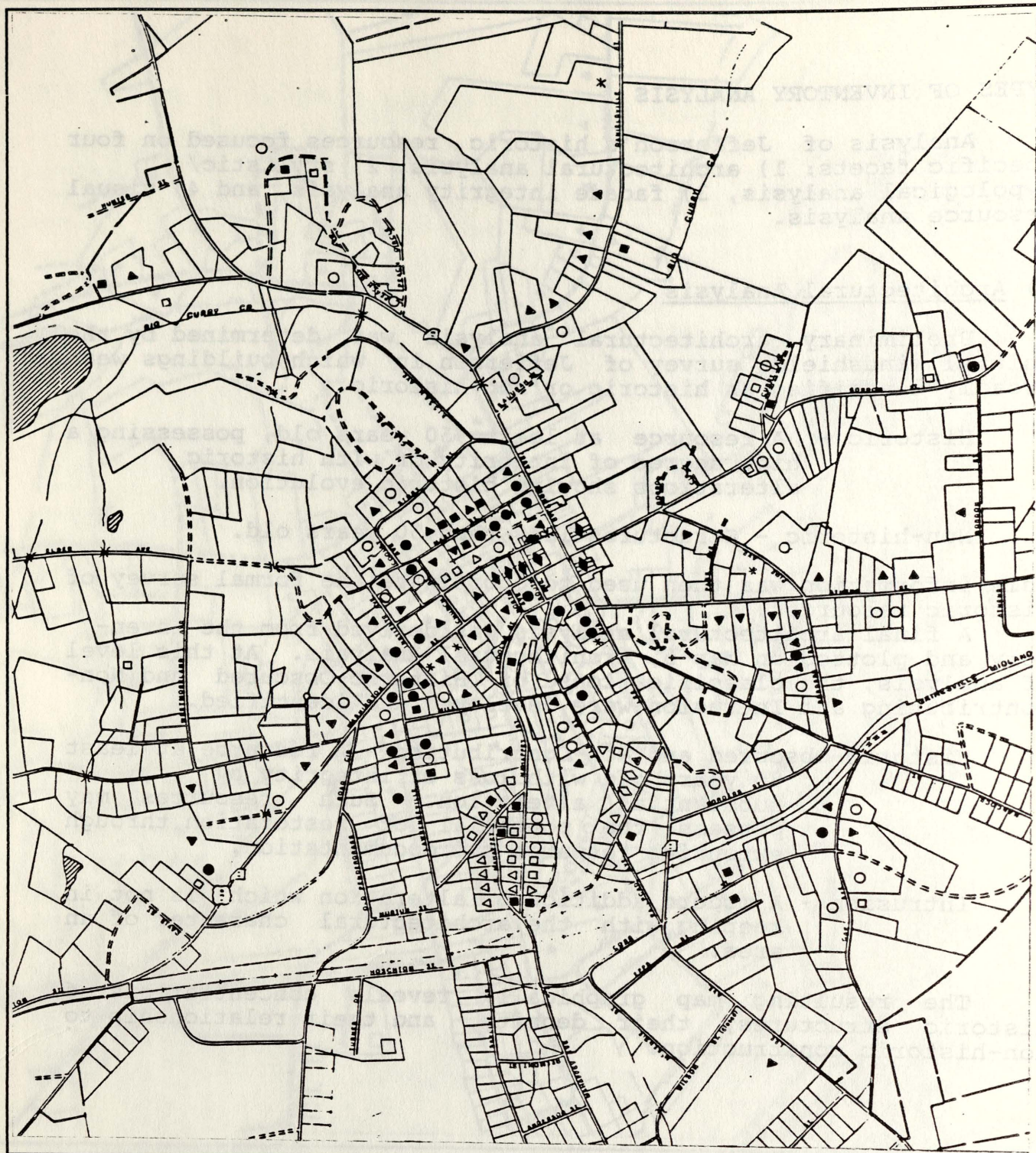
This information was then used to coordinate the formal survey of historic resources.

A final architectural analysis was derived from the inventory and plotted on Map 5, Architectural Analysis. At this level of analysis, the classifications of Historic-Obscured and Non-Contributing and Intrusion were developed and identified.

**Historic-Obscured and Non-Contributing** - A resource at least 50 years old with loss of integrity by substantial alteration. Such resources may possess the potential of restoration through extensive research and documentation.

**Intrusion** - A modern addition or alteration which is not in keeping with the architectural character of an area.

The resulting map graphically reveals concentrations of historic structures, their density, and their relationship to non-historic construction.



- |                             |                   |
|-----------------------------|-------------------|
| * Greek Revival             | □ Double-Pen      |
| ■ Craftsman                 | △ Hall & Parlor   |
| ▲ Queen Anne/Folk Victorian | ◇ I-House         |
| ● Other Style               | ○ Other Folk Form |
| ◆ Brick Front Commercial    |                   |



JEFFERSON HISTORIC PRESERVATION STUDY  
Stylistic/Typological Analysis

Map 6

## 2) Stylistic/Typological Analysis

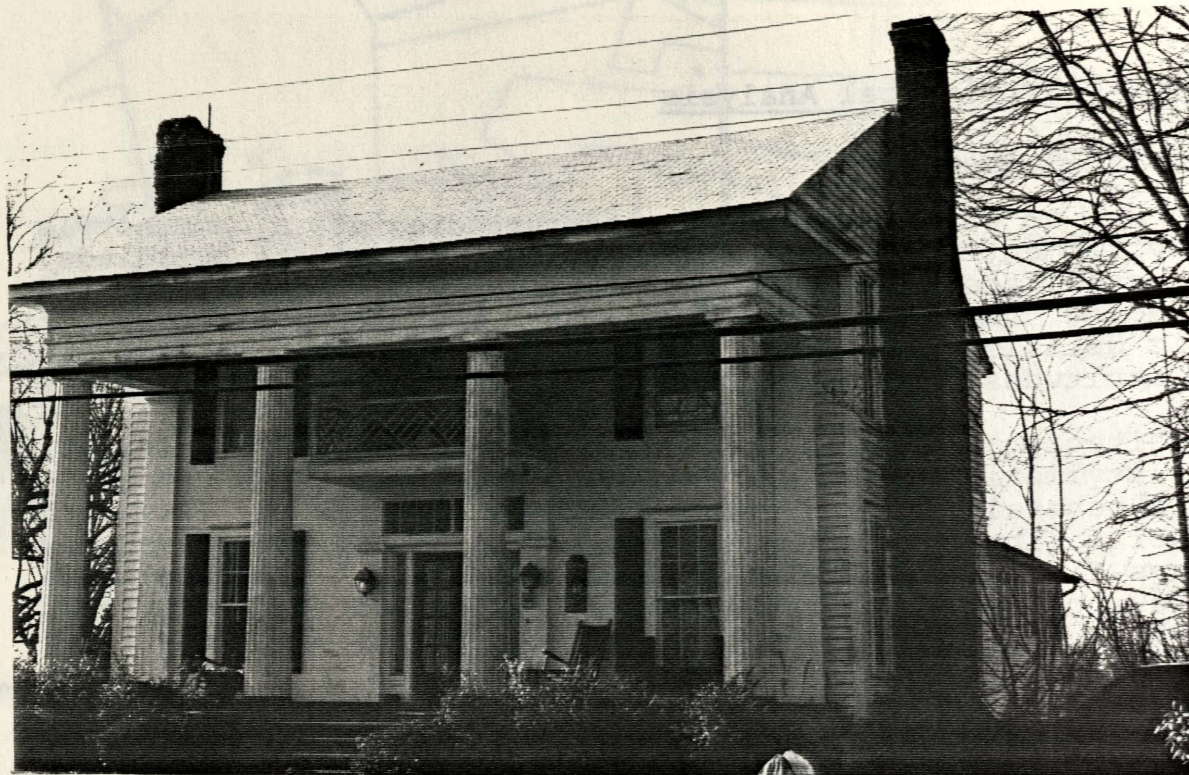
### Stylistic Analysis

One way to gain insight and understanding of a community's built environment is through stylistic analysis of its buildings. In most cases, the most practical framework for identifying and understanding American buildings is the categorization of stylistic details. Building styles represent and reflect the tastes, attitudes and technologies of a community, and thus its history.

Architectural styles are not set by rigid definitions. Numerous stylistic guides are available and while broad categorization is generally agreed upon, specifics of style may vary with the author's interpretation. Likewise, buildings themselves may not always fit neatly into a stylistic category. Frequently, a structure possesses characteristics influenced by two or even more styles. And finally, some buildings simply defy stylistic classification altogether.

In general, guidebooks to architectural styles are based on high style architecture. The details of a high style building will neatly fit the description of a style and the building can be easily identified as an example of that style. While Jefferson does possess some high style architecture, the majority of the city's historic structures are vernacular interpretations of a style. Such buildings possess enough stylistic detailing for the influence of a style to be recognized, but not enough to be considered truly representative of that style. Although vernacular architecture is less dazzling and awe inspiring than high style building, its significance as a historic resource is of equal or greater importance. Jefferson's vernacular building tradition more accurately reflects the ordinary, everyday and commonplace activities which lie at the heart of the community's heritage.

The Stylistic/Typological Analysis of Jefferson is plotted on Map 6.



Greek Revival

Washington Street



Greek Revival

Pendergrass Store

### Greek Revival (1820-1860)

The Greek Revival style is an adaptation of the classic Greek temple front. Rejecting the English tradition, American architecture turned to the romantic Greek model, valued for its democratic ideals. The style dominated American building for at least three decades and was spread throughout the nation to small communities like Jefferson by printed carpenter's guides and pattern books.

Typically the most distinctive feature of a Greek Revival structure is a porch with either square or round columns usually of the Doric Order. Characteristically, the roof is low pitched gabled or hipped. A wide band of trim at the cornice line of the main roof or porch roof suggests an entablature. The front door of a Greek Revival home is frequently set within a classically inspired architrave and has side lights and a transom.

Three of Jefferson's Greek Revival buildings were documented by the Historic American Buildings Survey (HABS) in 1936:

- The Johnson House (@ 1836) - 186 Lee Street,
- The Pendergrass Store (1858) - NW corner of Sycamore and College Streets, and
- The Presbyterian Church (@ 1858) - 177-179 Washington Street.

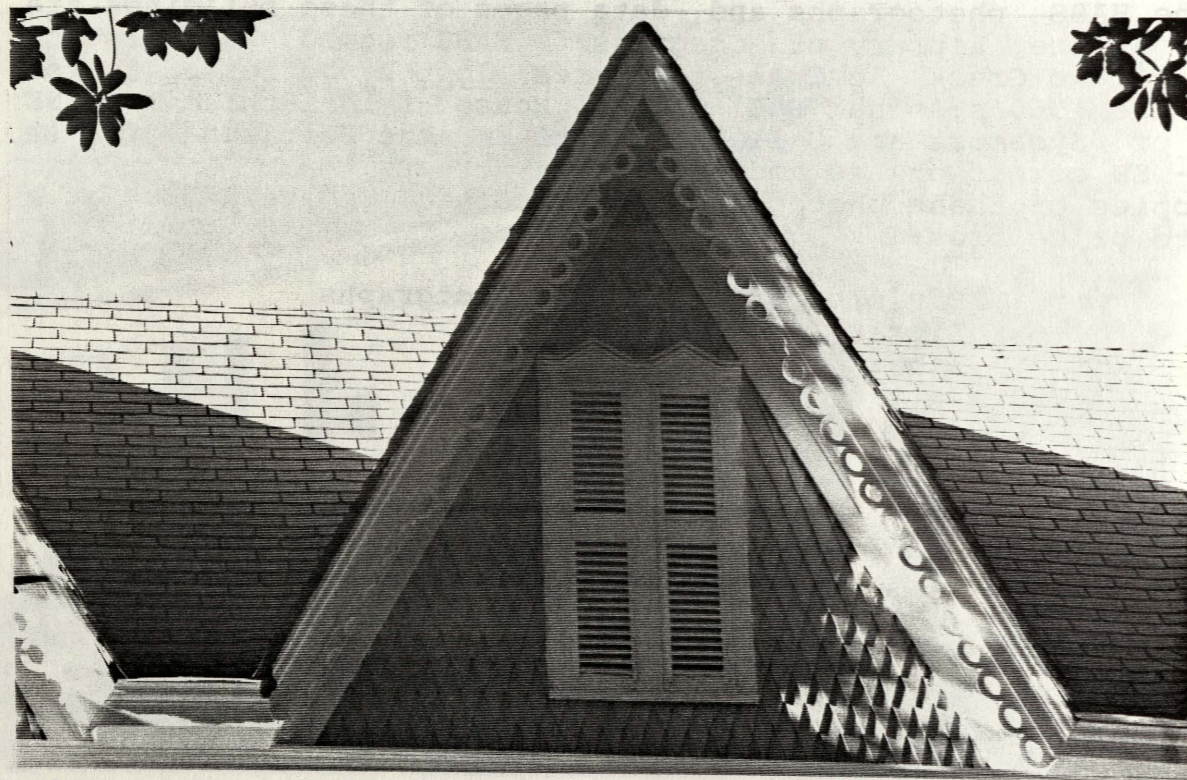
The HABS photographs and data pages of these buildings are on file at the Library of Congress. HABS records are also on file for two Greek Revival structures lost by Jefferson in the 1950's and 1960's: The Bell-Maddox House (mid-19th c.) - NE corner of Sycamore and College Streets and the Harrison Hotel (@ 1835) - SW corner of Lee and Washington Streets.

Copies of these photographs and records are available at a moderate price from:

Division of Prints and Photographs  
Library of Congress  
Washington, D.C. 20450.



Gothic Revival 128 Lawrenceville Street  
(Home of Crawford W. Long)



Gothic Revival Detail 128 Lawrenceville Street

**Gothic Revival (1830-1880)**

The Gothic Revival was popularized in America as the style for picturesque rural residences, through pattern and house plan books by Alexander Jackson Davis and Andrew Jackson Downing. The style remained more popular in the Northeast, where it originated, than in the South.

Jefferson's one Gothic Revival residence (128 Lawrenceville Road) is quickly identified by its steeply pitched gable roof with steep cross gables and decorated vergeboards.

**Italianate (1840-1885)**

Only a few vernacular Italianate buildings contribute to Jefferson's landscape. The most distinctive feature of these buildings is widely overhanging eaves supported by decorative brackets.



Italianate 102 Lawrenceville Street



Queen Anne

Cooley Street/Martin Street



Queen Anne

Washington Street

Queen Anne (1880-1910)

As with earlier styles, the decoratively rich Queen Anne was spread through pattern books and other publications. The popularity of the style was also boosted by advancing technology and the nation's expanding railroad network which made pre-cut architectural details readily available to communities like Jefferson.

Queen Anne houses are typically asymmetrical with steeply pitched and irregularly shaped roofs. The style features a wide variety of possible forms, textures, materials, and colors. Towers, turrets, porches, bay windows, and patterned shingles were employed to avoid a smooth wall appearance. Vernacular examples of the Queen Anne style (recognizable by their massing more than elaborate detail) are more numerous in Jefferson than any other style (37% of all buildings analyzed by style).



Queen Anne Detail

Sycamore Street  
Pendergrass House

**Folk Victorian (1870-1910)**

The Folk Victorian style is frequently confused with vernacular Queen Anne but is a distinct style with specific features. Folk Victorian houses are essentially folk form structures (see Typological Analysis) with precut architectural trim. This style is most readily distinguished from Queen Anne by a symmetrical facade (except gable-front-and-wing subtype) and a simple roof line.



Folk Victorian

Washington Street

**Colonial Revival (1880-1920)**

Celebration of the nation's centennial in 1876 fueled a growing interest in the American colonial heritage. Colonial Revival architecture was an expression of this interest. Some examples of the style are historically accurate replications while others are loose interpolations in the eclectic tradition.



Colonial Revival  
(an early asymmetrical example)

198 Oak Street

The term "Craftsman" is sometimes used to denote a broad stylistic influence encompassing Prairie Style, Bungalow, and Western Stick Style.

**Neoclassical (1895-1920)**

The 1893 World's Columbian Exposition in Chicago revived interest in classical models for building. The fair's monumental classically-inspired structures received immense attention and were highly visible to the American public.

Symmetrical Neoclassical facades feature detailing based primarily on the Greek Orders (particularly the Ionic and Corinthian Orders). The style is frequently expressed at a monumental scale.



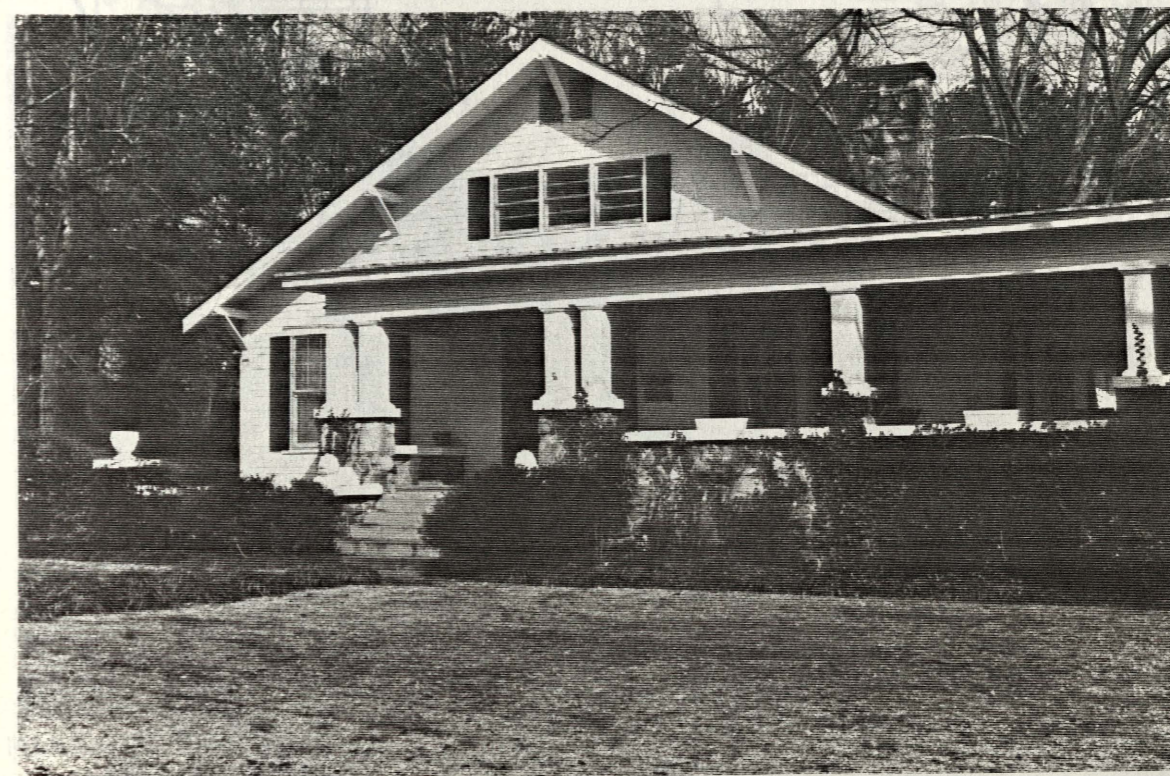
Neoclassical

First Baptist Church  
Washington Street

**Craftsman (1905-1930)**

The Craftsman style exerted strong influence on early twentieth century building. It spread rapidly across the nation as a vernacular derivative of Southern California's western Stick Style. The number of Craftsman houses in Jefferson is second only to examples of Queen Anne (accounting for 19% of all historic structures analyzed by style).

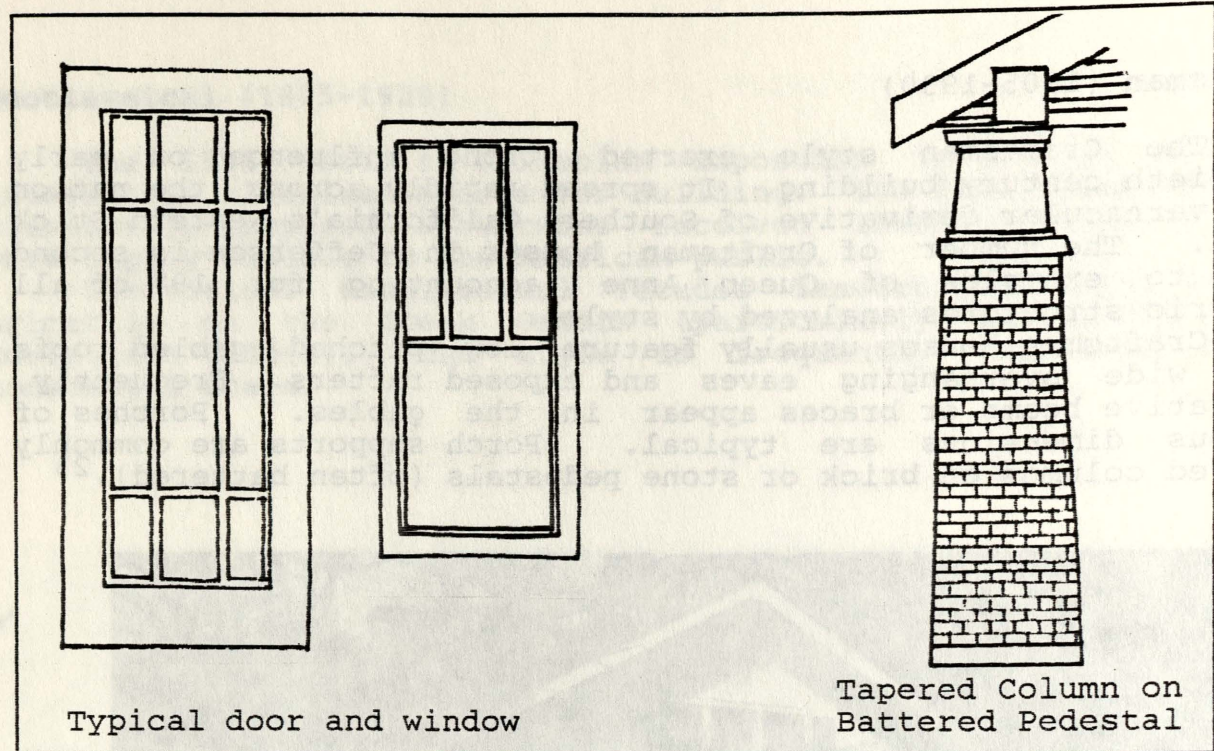
Craftsman houses usually feature low pitched gabled roofs with wide overhanging eaves and exposed rafters. Frequently, decorative beams or braces appear in the gables. Porches of various dimensions are typical. Porch supports are commonly tapered columns on brick or stone pedestals (often battered).<sup>23</sup>



Craftsman

130 Martin Street

<sup>23</sup> The term "Craftsman" is sometimes used to denote a broad stylistic influence encompassing Prairie Style, Bungalow, and Western Stick Style.



Craftsman

Lawrenceville Street

Minimal Traditional (1935-1950)

Architectural details and building size were pared to a minimum during the Depression and ensuing years. Minimal Traditional houses are usually small with low pitched roofs. Detailing is often in the Tudor Revival or Colonial Revival traditions.



Minimal Traditional

Lawrenceville Street



Brick-Front  
Commercial

Randolph Street  
Willis Building

### Brick-Front Commercial (1870-1940)

Jefferson's historic commercial structures are a vernacular variety classified simply as brick-front. This type of commercial structure can be either a single detached building or it may belong to a group of similar structures sharing party walls unified by horizontal architectural details such as cornices.

Characteristically, the buildings are from one to three stories in height. The ground floor level was intended as the store space, while the upper floors were designed for storage or living space. Access to the upper floors is either by a separate exterior entrance in the storefront or through the interior of the store.

The lower level of the facade is dominated by the storefront with its large display windows. Because of the narrow and deep nature of most brick-front commercial structures, these windows maximized the penetration of natural light as well as displayed merchandise. Clerestory windows or transoms are a common feature above the display windows to further increase light penetration. The store entrance can be either centered or off-center but is recessed with single or double, panel and glass doors.

The facade above the storefront can vary from predominantly flat plain surfaces with little detail to elaborately decorated surfaces. Decorative brickwork in the form of corbeling, dentils, and geometric patterns accentuates the parapet, cornice, and frieze.



Brick-Front Commercial

Randolph-Porter Building



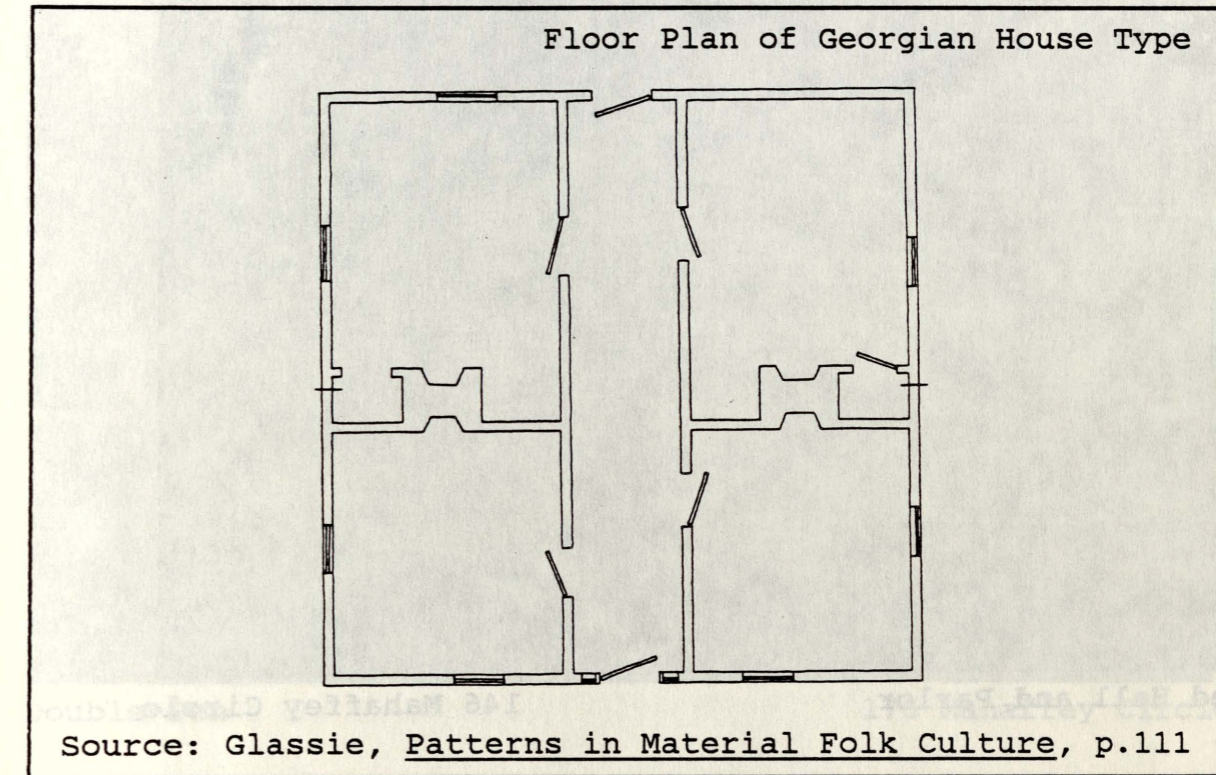
Hall and Parlor

College Street

### Typological Analysis

A significant number of Jefferson's historic buildings are not suited to stylistic analysis. Among these are buildings constructed in the folk building tradition. Typically folk architecture was built by persons (usually the occupants) without any professional training in design or construction. The structures are simple and utilitarian in design with essentially no attempt at fashionable detailing. Folk architecture is categorized by house type rather than by style. While construction methods and building use can be used to classify such structures, Jefferson's folk architecture was typed by building form.<sup>24</sup>

Folk architecture should not be shunned or ignored in a community's preservation effort. Although the plain nature of folk building is less eye-catching than high style or even vernacular architecture, these structures often possess an aesthetic of simplicity. As with vernacular architecture, the significance of folk buildings as historic resources is not lessened by plain appearance.



<sup>24</sup> To be academically correct building form is determined by the floor plan of the building. While no interiors were examined by the survey team, educated assumptions about the floor plan and thus the building form were made by exterior elements (i.e. number and placement of windows and doors, building size and shape).

## Hall and Parlor

The Hall and Parlor house type is one-story high and one room deep. The door is typically off-center, entering into one of the house's two rooms. Most of the examples of this house type in Jefferson are actually variations with rear extensions. These were classified as Extended Hall and Parlors. The extended form results in a distinctive roof shape known as a catslide roof. The examples of this house type in Jefferson usually have porches across the full front of the house.



Extended Hall and Parlor

146 Mahaffey Circle

## Double-Pen

The distinguishing feature of the Double-Pen house type is the presence of two separate front doors which enter into two separate rooms. This house form originated from the additions to one-room cabins and was assimilated as a traditional folk building form. By the early twentieth century, this house type was commonly transposed into a duplex for occupation by two families.

The Double-Pen and Hall and Parlor are traditional Southern building forms. In Jefferson, these two house types were popular housing for Jefferson Mills' workers. While these house types were once numerous in the area surrounding the Mill, only one neighborhood of mill housing remains. The Mahaffey Street neighborhood, with its dense concentration of folk housing, is a significant representative of Jefferson's textile heritage.



Double-Pen

176 Mahaffey Circle

### I-House

The I-House is a two-story form, one room deep and two rooms wide. An interesting duplex variation with a lean-to rear addition is found in Jefferson. Two significant I-House examples are located on adjacent lots on Railroad Street, south of Elm Street. These two identical structures feature massive central chimneys which result in distinctive window placement at the second story. An unbroken expanse of clapboard siding extends between two nine-over-nine double-hung sash windows. The corner eave returns at the gable ends of these houses are possible Greek Revival influences. Porches extend across the full front and the houses rest on rubble masonry piers. These two houses are excellent examples of the I-House type and are possibly among the oldest remaining elements of Jefferson's historic townscape.



I-House

118 Railroad Street

### Georgian Plan

The Georgian Plan is a one-story house which is two rooms deep with a central hall and two rooms on either side of the hall. (See plan on page 51.)



Georgian Plan

222 Athens Street

### Gable-Front

Gable-Front houses are characterized by the gable end of the house facing front.

### Gable and Wing

The Gable and Wing house type has a basic ell floor plan with a cross gable roof shape. It features one gable end facing front and a side gable wing extension.



Gable and Wing

Pine Avenue

### Side Gable

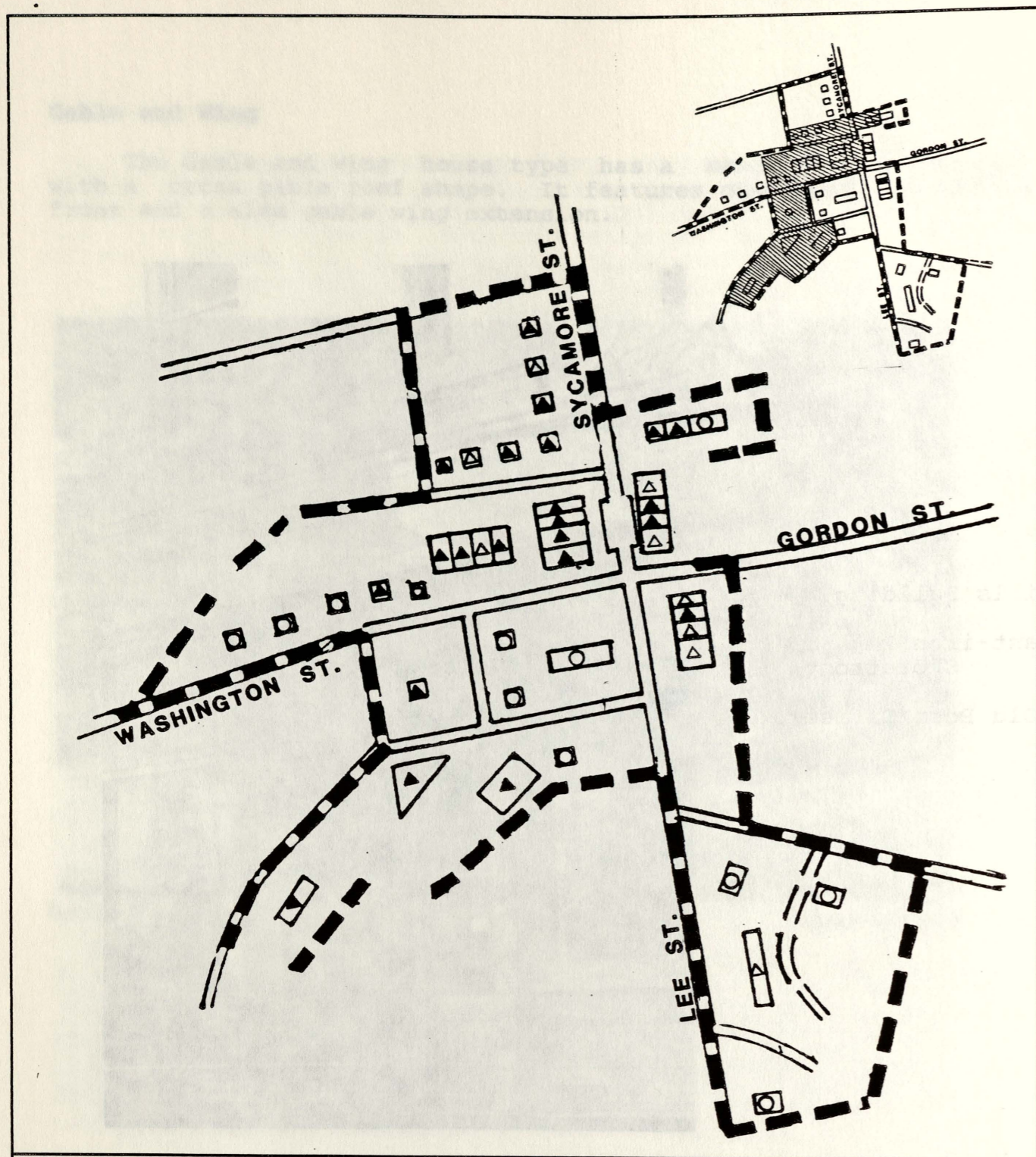
Side Gable houses are distinguished by the gable side facing front. This lends a horizontal character to the house. Unlike the Hall and Parlor which is typically just one room deep, the Side Gable has a massed plan.

Wills Building

Cast-iron  
Storefront

(Old Post Office)

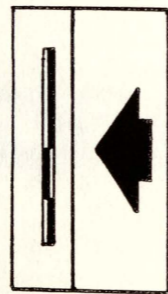




▲ Historic

○ Non-Historic

△ Historic-Obscured/Non-Contributing



JEFFERSON HISTORIC PRESERVATION STUDY  
Central Business District Facade Analysis Map 7

### 3) Facade Integrity Analysis

The Central Business District (CBD) is the nucleus of a town. Also known more simply as "downtown," the CBD is where community residents meet, shop, and (often) work. An integral part of a town, a strong CBD not only provides its community with goods and services, but can impart a sense of place as well, since its architecture is often of historic and stylistic significance.

Most of the older buildings in Georgia's small-town CBD's were built between 1870 and 1930.<sup>25</sup> Although the area around Jefferson's CBD was built up by 1867, only a few of its original structures remain today (for example, the Pendergrass Store, 1858; and the building which houses the Crawford W. Long Museum, c. 1860).

Many of the stores surrounding the square today were built between the mid-nineteenth century and the early twentieth century. Most have since lost their original design integrity. Over the years, many historic buildings on Washington Street and Lee Street have experienced irreversible modern alterations, such as having their storefronts stuccoed-over, or being refinished with new brick facades.

Nonetheless, there are still some buildings in Jefferson's CBD which have retained much of their architectural integrity. In addition to the previously-mentioned Pendergrass Store and the Crawford W. Long Museum, the Isbell Store on Washington Street and the Randolph-Porter Building on the square have experienced little or no drastic exterior alteration.

Since 1978, the Georgia Main Street Program, in conjunction with the National Trust for Historic Preservation, has been helping small Georgia towns revive their downtown areas. More than just a paint-up, fix-up measure, the Main Street Program employs historic preservation to make CBD's more attractive and more productive. As nearby Commerce has recently been renovated as a Main Street City, Jeffersonians may wish to examine the results of this program in Commerce's downtown. Additional information on the Main Street Program is available in the Appendix.

<sup>25</sup> Mainstreet Georgia. Downtown Revitalization: First Aid for Georgia's Small Towns. Georgia Mainstreet Program, Dept. of Community Affairs, Atlanta, GA.

The Facade Analysis map divides the buildings in Jefferson's CBD into 3 subtypes: Historic, Historic-Obscured/Non-Contributing, and Non-Historic.

- 1) Historic Buildings are classified as those which are 50 years old or older and which have not been modernized to such an extent that their original design integrity is lost.

130 Washington Street  
Street  
(Isbell Store)

Intact Facade



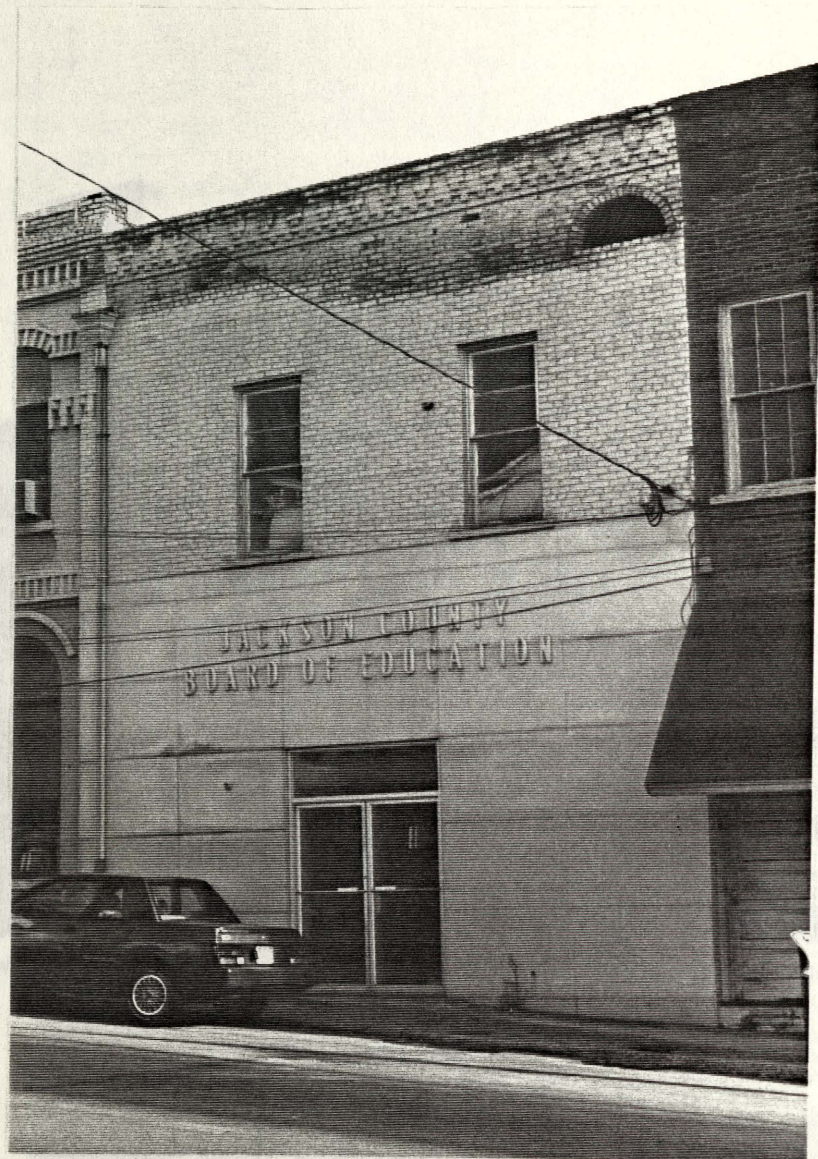
- 2) Historic-Obscured/Non-Contributing buildings are those which are 50 years old or older, but have been altered to the point that they have lost their historic character. Depending on the degree of alteration, it may be possible to restore such buildings to their original design.



Moderately-Altered Facade

110 Washington Street

3) Non-Historic buildings are those which are less than 50 years old, but conform to the historic buildings around them in terms of size, scale, building materials and use.<sup>26</sup>



120 Washington Street

Highly-Modified Facade

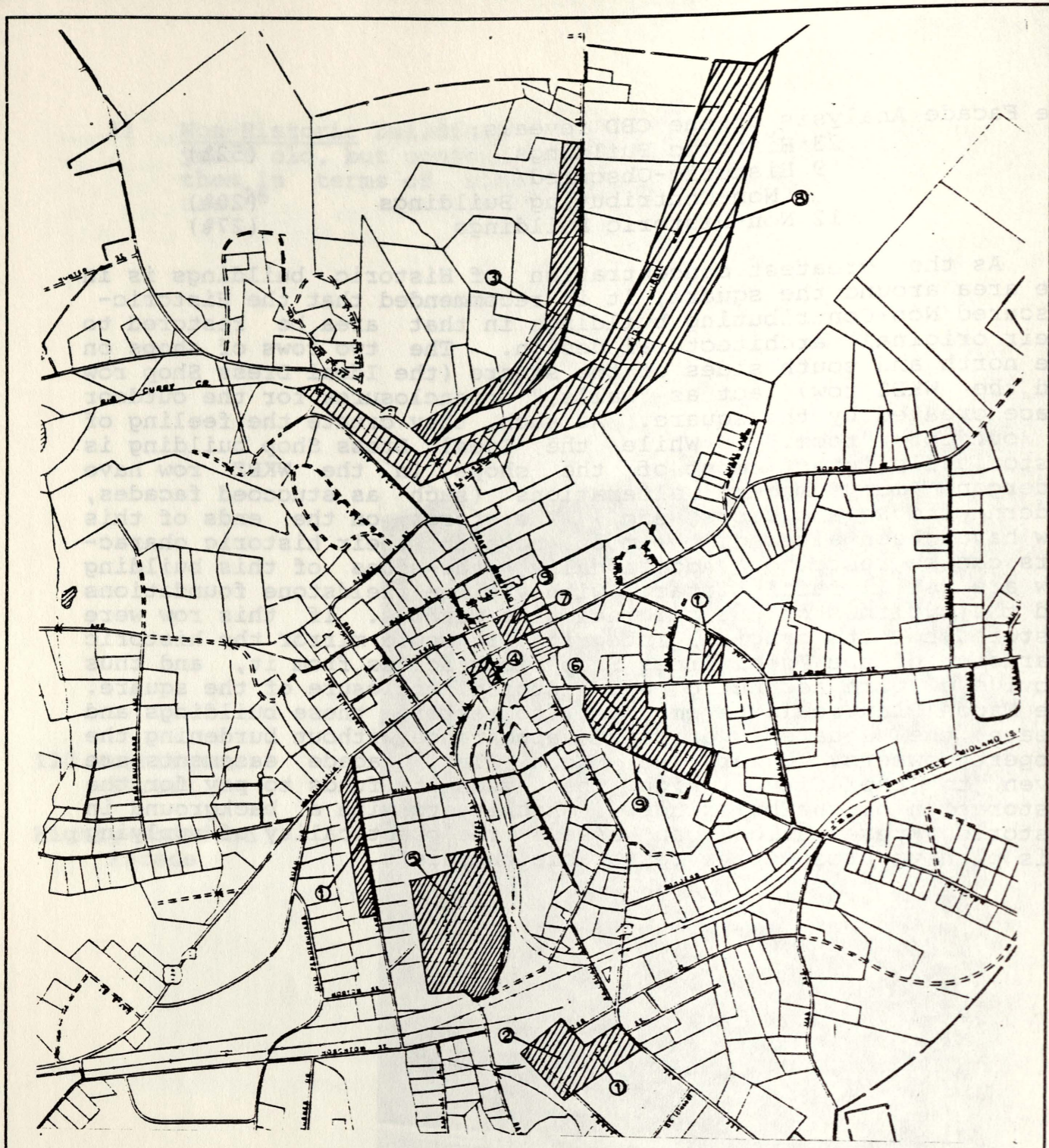
<sup>26</sup> Buildings which are less than 50 years old and are out of character, scale, size and use to the historic buildings around them are called intrusions. No intrusions were found in Jefferson's CBD.

The Facade Analysis of the CBD reveals:

23 Historic Buildings	(52%)
9 Historic-Obscured/ Non-Contributing Buildings	(20%)
12 Non-Historic Buildings	(27%)

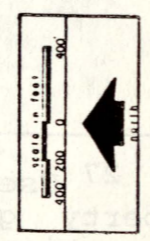
As the greatest concentration of Historic buildings is in the area around the square, it is recommended that the Historic-Obscured/Non-Contributing buildings in that area be restored to their original architectural design. The two rows of shops on the north and south sides of the square (the Ideal Dress Shop row and the WKBZ row) act as "walls," or enclosures for the outdoor space created by the square. As such, they create the feeling of an outdoor "room." While the Ideal Dress Shop building is historically intact, most of the shops in the WKBZ row have undergone many modern alterations (such as stuccoed facades, modern windows and doors, etc.) The stores on the ends of this row have been altered the most, however, their historic characters can be restored. Additionally, the sides of this building row are still fairly intact, with visible fieldstone foundations and the outlines of the original side windows. If this row were restored to its original integrity, it would mirror the historic character of the Ideal Dress Shop block across from it, and thus provide a more aesthetic and historic enclosure of the square. The Macon Plan could be employed to restore these buildings and create the square's original appearance without burdening the Property owners. Under the Macon Plan, facade easements are given to the City, which then uses its funds to pay for the restoration of the buildings.<sup>27</sup> Architects with a background in historic preservation can assess the practicality of applying this plan to prospective restorable buildings.

<sup>27</sup> Used successfully in Macon, owners of historic commercial property given easements to the City, which in turn paid for restoration of the properties.



- |                                  |                                |
|----------------------------------|--------------------------------|
| 1 Treescape                      | 6 Open Space                   |
| 2 Granite Curbstones             | 7 Public Square                |
| 3 Rubble Masonry Retaining Walls | 8 Curry Creek and Flood Plains |
| 4 Paving Patterns                | 9 Urban Sculpture              |
| 5 Street Scape                   |                                |

JEFFERSON HISTORIC PRESERVATION STUDY  
 Visual Resources Analysis Map 8



#### 4) Visual Resource Analysis

The character of a community is derived not from individual elements alone, but from the composite of interacting relationships between resources of the built and natural environments. The combination of Jefferson's historic resources and its natural features lends a unique identity to the town. Elements which contribute to the townscape are often subtle and overlooked. Yet their absence would drastically alter the feeling and character of the area.

The survey of Jefferson revealed a variety of visual resources which contribute to the overall townscape. Map 8, Visual Resource Analysis, shows the location of these resources.

##### 1. Treescapes

Three of Jefferson's treescapes were identified by the survey of the town: 151 Athens Street, Lawrenceville Street, and Epps Street. This is by no means a comprehensive inventory of contributing treescapes. The abundance of mature trees in Jefferson contributes strongly to the residential neighborhoods and the town as a whole.

##### 2. Granite Curbstones

Granite curbstones are a frequently-overlooked contributing townscape element. However, the aesthetic of an historic granite curb is quite distinct from that of a modern concrete curb. These street details also reflect the technology of a past era. Granite curbs are found in Jefferson between Epps Street and Cobb Street in the Jefferson Mills parking lot.

### 3. Rubble Masonry Retaining Walls

Topography is a determining factor in the character of the Danielsville Street neighborhood. The lots to the south of the street are dominated by the flood plains of the Big Curry Creek. On the other hand, the north side of the street consists of raised sloping lots. Rubble masonry retaining walls were erected at this juncture of topography to prevent erosion of the northern lots. These irregularly-coursed walls are a major visual resource along the street.



Rubble Masonry Retaining Wall

Danielsville Street

### 4. Paving Patterns

Decorative paving patterns are also visual resources which contribute to a community's character. The hexagonal sidewalk pattern on the south and east sides of the Jackson County Courthouse are such resources.

### 5. Streetscape

The visual impact of a street is derived from a composition of features such as: a) materials of construction, b) setback from the street, c) size of the buildings, and d) scale of the buildings. The Mahaffey Street neighborhood is a good example of the way these features can combine into a streetscape. The homes are consistently constructed of wood, the setback of each house from the street varies little, and all the homes are basically the same size and scale.

### 6. Open Space

Open space within a town contributes significantly as a visual resource. The most prominent open space in Jefferson is the cemetery west of Athens Street. The vista offered by this open space reveals the rolling topography of the area.

### 7. Public Square

Jefferson's public square is also a visual resource. Unfortunately, the integrity of the square has suffered from alterations. Highway construction has obscured the original configuration of the square, leaving only the Confederate and Long monuments to demark the once open space.

As with an historic building whose integrity has been obscured, the square does retain the potential for restoration. Rows of brick-front commercial buildings on the north and south sides of the square define its boundaries, as does Washington Street to the west and College Street to the east. Jefferson's public square represents the heart of the town and its Central Business District (CBD). It possesses great potential for restoration to an attractive open space which would in turn enhance the CBD as a viable shopping area.

### 8. Big Curry Creek

Natural features are significant among Jefferson's visual resources. The Big Curry Creek and its flood plain are dominant natural features which contribute to the visual character of the community.

## 9. Urban Sculpture

As a visual resource, urban sculpture contributes to a community's sense of place. The Crawford W. Long and Confederate monuments in Jefferson's public square form a major visual nexus at the center of town.

A second significant type of urban sculpture found in every community is mortuary sculpture. In Jefferson's Woodbine Cemetery, west of Athens Street, the grave stones and monuments, natural topography, and the open space combine visually to create a powerful landscape.



Urban Sculpture

Woodbine Cemetery

## Inventory Summary

The inventory of Jefferson's historic resources revealed a rich variety of historic elements. Not surprisingly, the largest category of resources is buildings. The survey team recorded 213 historic buildings in Jefferson. Of these, 122 (57%) were analyzed by style and 66 (31%) by type. A miscellaneous 11 (5%) of the remaining historic buildings were not suited to stylistic or typological analysis. The last 14 (7%) were classified as Historic-Obscured and Non-Contributing. A numerical breakdown of Jefferson's historic buildings is as follows:

Historic Buildings - Total	213	
Analyzed by Style	122	57%
Analyzed by Type	66	31%
Miscellaneous	11	5%
Historic-Obscured & Non-Contributing	14	7%

Analyzed by Style - Total	122	% of Style	% of Total
Greek Revival	6	5%	2.8%
Queen Anne	45	37%	21.1%
Folk Victorian	7	5%	3.3%
Craftsman	23	19%	10.8%
Brick-front Commercial	18	15%	8.5%
Other	23	19%	10.8%
Gothic Revival	1		
Italianate	3		
Colonial Revival	7		
Neo-Classical	3		
Minimal Traditional	9		

Analyzed by Type - Total	66	% of Style	% of Total
Hall and Parlor	11	17%	5.2%
Double-Pen	18	27%	8.5%
I-House	2	3%	.9%
Other	35	53%	16.4%
Georgian Plan	9		
Gable Front	11		
Gable and Wing	11		
Side Gable	4		

Miscellaneous - Total 11

Historic-Obscured & Non-Contributing - Total 14

Although identified individually, most of these buildings are linked by similar characteristics to neighboring historic buildings. As such, they have the potential of comprising districts. For further discussion on the identification of potential historic districts in Jefferson see the Community Preservation: Considerations and Recommendations Section.

The survey team also recorded one structure, the Big Curry Creek Bridge on Georgia 15 between Kalurah and Danielsville Streets. The survey team also recorded one structure, the Big Curry Creek Bridge and Georgia Highway 15 between Kalurah and Danielsville Streets. Erected in 1926, it is the only solid spandrel concrete arched bridge in Jackson County. The design of the structure is extraordinary and makes it one of the best examples of its type in the state. This structure is a significant historic resource due to its exceptional design, integrity, and setting. This bridge is currently endangered by proposals to upgrade the structure's safety rating.



Solid Spandrel Concrete  
Arched Bridge

Big Curry Creek Bridge



Southeast view across Curry Creek Bridge

## Community Preservation:

## Considerations and Recommendations

Through the preservation of its historic resources, a community enhances both the quality of environment and the quality of life for its residents. The economic, social, and aesthetic benefits of historic preservation are widely acknowledged. In Maintaining a Sense of Place: A Citizen's Guide to Community Preservation, John Waters outlines some of the specific ways preservation may benefit a community:

- 1) preservation, enhancement, and maintenance of existing urban amenities, too costly to replace once destroyed;
- 2) the recycling, or adaptive re-use, of old buildings and neighborhoods for continued use and benefit;
- 3) the maintenance, or enhancement of property values;
- 4) the retention of the indigenous character and sense of time and place which provides identity to the community and its residents;
- 5) enhancement of the aesthetic quality of the community and promotion of support for urban design standards; and
- 6) guidance of the orderly growth and development of the community.

The following study recommendations were designed expressly for Jefferson. The Historic Resources Team evaluated all the research and survey information and prepared maps based on this data. The maps combined with the Historic Resources Analysis provided a foundation for the specific recommendations which follow.

Both community education and community planning play an integral role in preserving the resources of Jefferson and maintaining its sense of place. A specific outline of Jefferson's resources can be seen on either the Stylistic/Typological Map or on the Proposed Districts and Individual Resources Map. The latter map serves as a guide for decisions in Jefferson about preserving specific resources or groups of resources either at the local or national level. Factors such as land use, zoning, and transportation routes are also considered.

Alternative methods for further preserving the community's resources are available. Sources of assistance for preservation can be found in Appendix 6. The bibliography also includes texts which serve as tools for preservation planning.

#### Community Education

Preservation awareness begins with community education. Citizens aware of their community's historic resources are more likely to appreciate and preserve those resources.

Community education can be approached on two age-based levels through school curriculum and community preservation awareness programs. The separation of the community into these groups is based upon individuals' levels of comprehension.

At the school-age level, preservation concepts should originate in social studies and art programs. Social studies classes are ideal for examining the history of Jefferson and Jackson County. Various local history approaches include studying community growth and settlement patterns, learning about the lives of significant citizens in Jefferson's past - where they worked and lived - and examining historic resources including buildings, sites and other visual resources. Art classes provide an excellent forum for the study of architectural styles and visual resource analysis. Mixed media studies of historic buildings, including slide presentations and walking tours of buildings in Jefferson, can provide necessary variety for art classes.

For adult members of the community, preservation education is approached in a different manner. The format of preservation education programs at this level can be targeted towards specific groups, such as downtown merchants, or general citizens who are interested in the heritage of Jefferson. The Jefferson Historic Preservation Commission can serve as the liaison for the local groups and the preservation professional presenting the various preservation awareness workshops.

Presentations for Jefferson's downtown merchants can include explanatory sessions on facade improvements and design guidelines, architectural analysis and style interpretations and federal government programs - such as the "Main Street Program"<sup>28</sup> and grant programs. Seminars for the general public could be organized by local civic groups such as the Historical Society or the Lions Club. These seminars can range in topics from "Jefferson's Heritage," to "Architectural Awareness and Building Style Identification," to "Community Efforts for Historic Preservation."

An important aspect of all community preservation efforts is the "Historic Resources Tour." The Historic Resources Tour covers walking tours of downtown and historic neighborhoods as well as historic home tours and historic building tours.<sup>29</sup> Tours give curious citizens the opportunity to explore their community's resources.

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<sup>28</sup> Discussion of the Main Street Program can be found in the Central Business District section of the Historic Resources Analysis Chapter and in the Appendix.

<sup>29</sup> In Athens, a nearby community, the local heritage society conducts annual tours of the historic homes of the area, concentrating on a different section each year. The "Upstairs Downtown" tour provides the opportunity for people to see how local businesses utilize the floors above the downtown commercial buildings.

## Community Planning

Design guidelines must be developed for historic preservation district designations. These guidelines should be designed by preservation planning professionals in conjunction with the historic preservation commission using the guidance of the Northeast Georgia Area Planning and Development Commission and the Georgia Alliance of Preservation Commissions.

A local designation has already been made by the Jefferson Historic Preservation Commission. This study has identified fifteen districts and seventeen individual resources.

Various legal tools are available for historic preservation in Jefferson. The community can initiate an easement program for various resources, be they facades or scenic vistas. Easement programs have proven successful nation-wide (Charleston, Savannah, New Orleans, etc.). The Georgia State Historic Preservation Office is an excellent resource for information on these programs.

Another tool that can be used in Jefferson is the "revolving fund." Revolving funds are characteristically initiated by historical societies. The revolving fund is used to provide the money with which to purchase, and often, restore, endangered historic properties.<sup>30</sup> Rehabilitated properties are most often sold with particular covenants placed in the title. The monies from the sale are reinvested in the revolving fund for future use.

Jefferson's historic preservation ordinance is an excellent addition to the city's statutes, however, as with all new programs, helpful additions can be made. It would greatly benefit the Jefferson historic preservation ordinance to add a section on "Demolition by Neglect." Demolition by neglect occurs when a property is not maintained, and hence becomes unsightly and/or structurally unsound. Adding a section on minimum maintenance requirements to Jefferson's historic preservation ordinance will help ensure that designated historic properties are not allowed to deteriorate.<sup>31</sup>

Through designations of local resources and community education, historic preservation planning can greatly enhance the quality of life in Jefferson.

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<sup>30</sup> Charleston and Savannah have used revolving funds for years. Charleston used its fund to purchase and restore properties, while Savannah uses its fund for purchases only.

<sup>31</sup> For an example of a demolition by neglect clause, please see Maintaining a Sense of Place by John Waters, (Athens: Institute of Community and Area Development, 1983), Appendix G.

## Proposed Districts and Individual Resources

Through reviewing the historical information and examining the results of the historic resources survey, Jefferson's resources were identified. Individual resources were denoted on both the architectural analysis and the stylistic/typological maps. From these maps the team was able to discern which properties belonged together in groups or districts and which were isolated or individual resources.

Districts are composed of a grouping of three or more resources. The following twenty-one established factors are used to delineate edges of historic districts.<sup>32</sup>

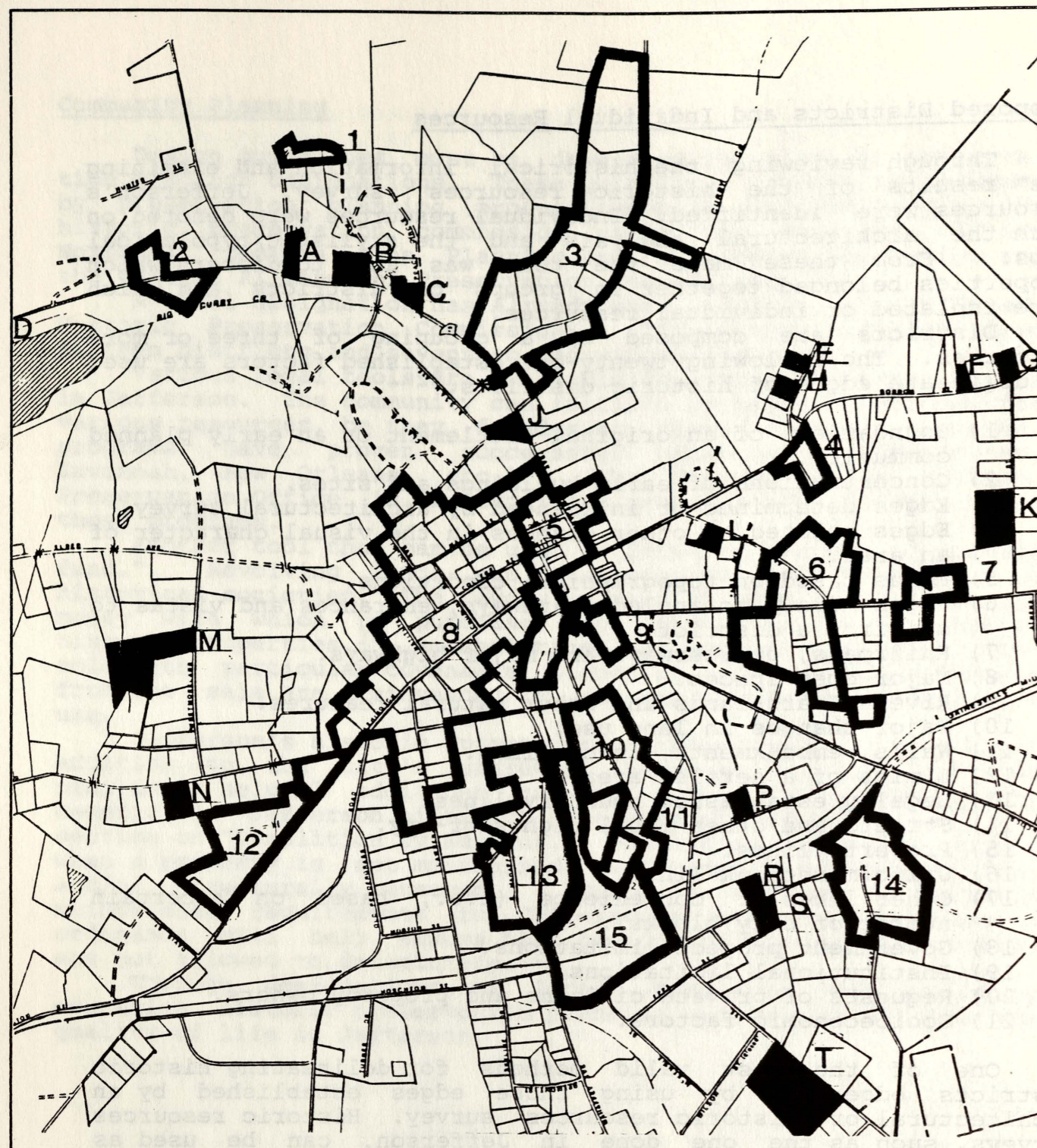
- 1) Boundaries of an original settlement or an early planned community.
- 2) Concentrations of early buildings and sites.
- 3) Edges determined or influenced by architectural survey.
- 4) Edges related to other changes in the visual character of an area.
- 5) Edges based on topographical conditions.
- 6) Edges drawn to include gateways, entrances and vistas to and from a district.
- 7) Railroads, expressways and major highways.
- 8) Major open spaces.
- 9) Rivers, marshlands and other natural features.
- 10) Major changes in land use.
- 11) Walls, embankments, fence lines.
- 12) Limits of a settled area.
- 13) Legally established boundary lines.
- 14) Streets and other local rights-of-way.
- 15) Property lines.
- 16) Uniform setback lines.
- 17) Other lines of convenience (i.e., based on a certain number of city blocks).
- 18) Government project limitations.
- 19) Institutional limitations.
- 20) Requests of private citizens and property owners.
- 21) Socioeconomic factors.

One of the most valid methods for delineating historic districts edges is by using those edges established by an architectural or historic resources survey. Historic resources surveys, such as the one done in Jefferson, can be used as official planning documents for determining district boundaries and kept for public record for future use.

In Jefferson, fifteen districts and seventeen individual resources were identified. The districts can be roughly clas-

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<sup>32</sup> National Trust for Historic Preservation, A Guide to Delineating Historic Districts, Washington, D.C.: The Preservation Press, 1976.



Proposed District  
 Individual Resource

JEFFERSON HISTORIC PRESERVATION STUDY      Map 9  
 Proposed Historic Districts and Individual Resources

sified into four categories, commercial, residential, rural residential, and industrial. Map 9 shows the districts, identified by numbers one through fifteen, and individual properties, identified by letters A -T (omitting I, O, and Q). The proposed districts are classified and named below.

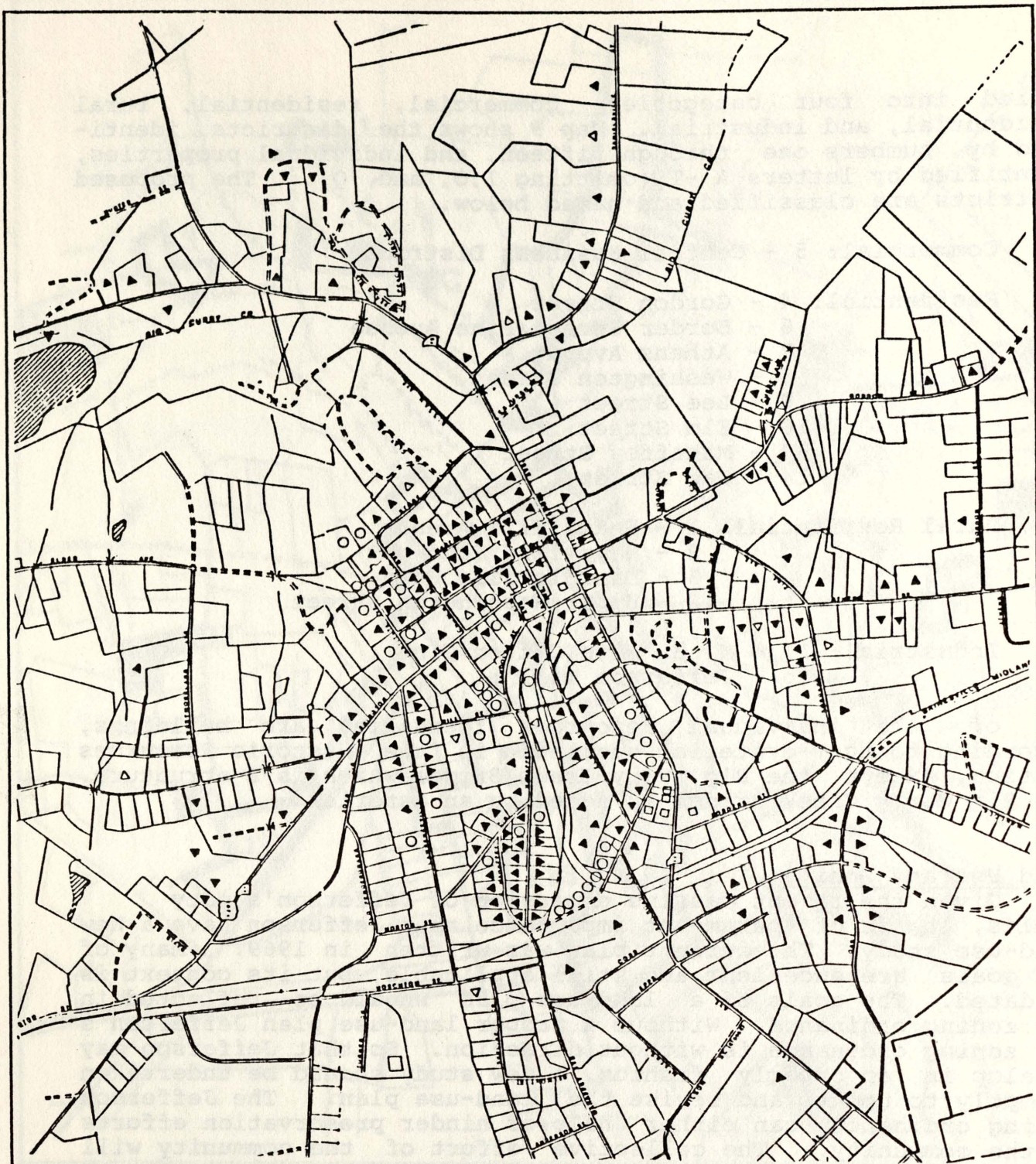
- Commercial: 5 - Central Business District
- Residential: 4 - Gordon Street  
 6 - Border Street/Pine Avenue  
 7 - Athens Avenue  
 8 - Washington Street  
 9 - Lee Street  
 10 - Elm Street  
 13 - Mahaffey Street  
 14 - Oak Street
- Rural Residential: 1 - Peach Hill Avenue  
 2 - Maysville Road  
 3 - Danielsville Road  
 12 - Upper Washington Street
- Industrial: 11 - H. S. Fite Cotton Gin  
 15 - Jefferson Mill

All of the individual resources identified are buildings, according to the criteria outlined in the Historic Resources Section, except the Big Curry Creek Bridge which is a structure. The Big Curry Creek Bridge is noted by an asterisk.

Land Use and Zoning

Given the recent massive expansion of Jefferson's city limits, it is of paramount importance that Jefferson have a new land-use study. The current plan was written in 1969. Many of its goals are excellent and still applicable, but its context is outdated. The goals of a land-use plan should be reflected in the zoning ordinance. Without a proper land-use plan Jefferson's new zoning ordinance is without direction. So that Jefferson may develop in an orderly fashion, a new study should be undertaken promptly to update and revise the land-use plan. The Jefferson zoning ordinance can either help or hinder preservation efforts in the community. The collective effort of the community will insure that zoning reinforces and enhances the preservation of historic Jefferson.

Preservationists are very concerned with the appearance of land. Inappropriate zoning can have a negative impact on the design integrity of historic structures. Some of the current districts make possible a mixing of dissimilar buildings within their boundaries. Historic structures in R-3 districts, for example, are in danger of having their design integrity violated



▲ Historic  
 △ Historic-Obscured/  
 Non-Contributing

○ Non-Historic  
 □ Intrusion



by high-density construction, such as apartments, on adjacent or nearby lots. Historic structures in commercial areas could be endangered by utilization of land for what is seen as its "highest and best use." In order for zoning to complement the preservation of historic structures and provide maximum protection, zoning districts should be sensitive to the preservation needs of the community. Strict adherence to the zoning and preservation ordinances coupled with public interest and awareness will protect the historic structures of Jefferson.

#### Transportation and Downtown

Downtown Jefferson currently suffers from excessive traffic which is unnecessary, inconvenient and hazardous to drivers and pedestrians. A rerouting of through traffic away from this area would be very beneficial to both the commercial and historic interests of the city.

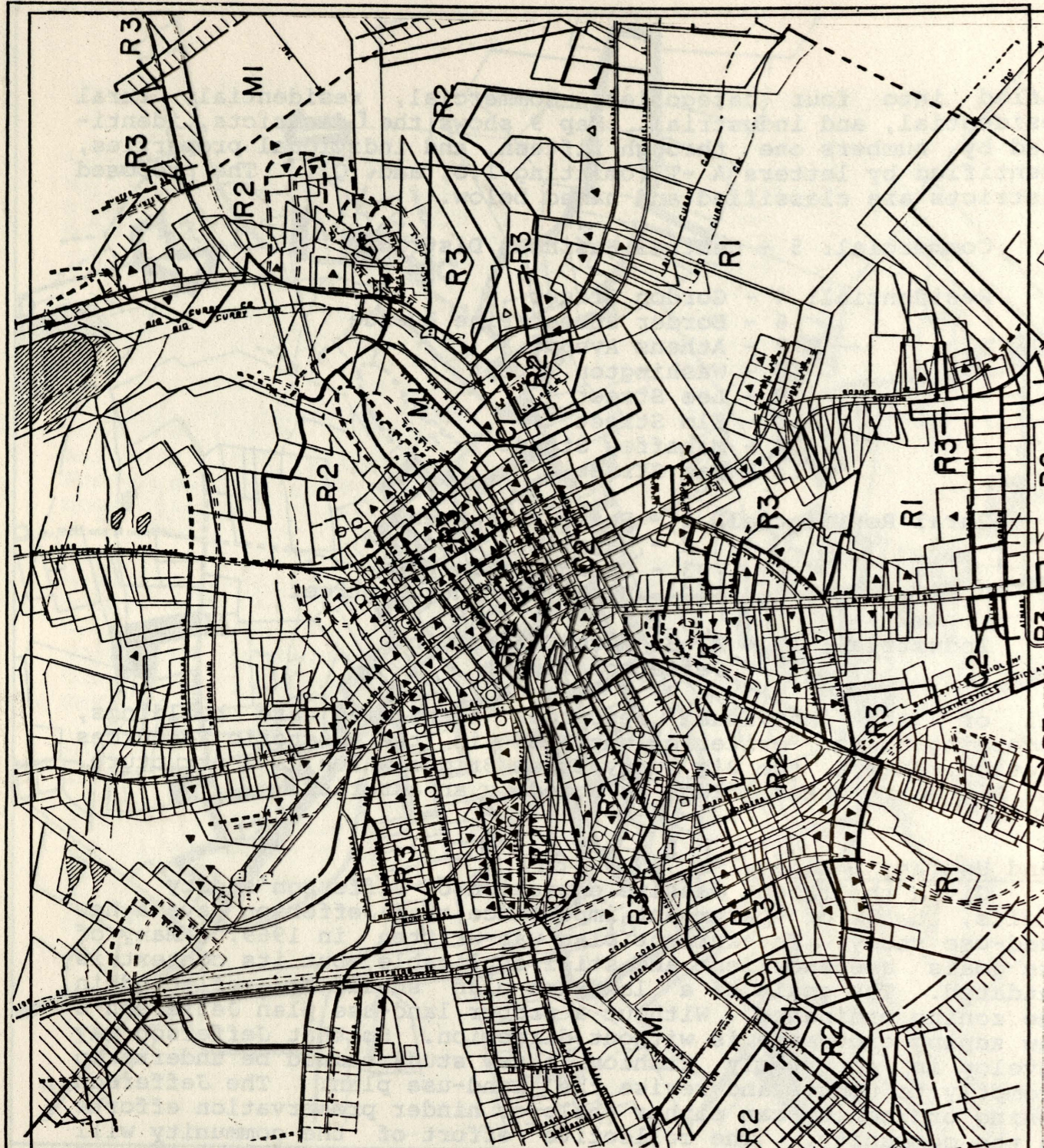
The 1970 thoroughfare study by the Northeast Georgia Area Planning and Development Commission recommended that existing collectors north or south of the city be upgraded and connected with arterial routes to provide alternate paths through Jefferson. The addition of a north-south bypass would also help to relieve the downtown area of unnecessary traffic, noise and pollution. These alternate routes would be a needed improvement to Jefferson's transportation system, and would directly benefit the downtown area.

A goal for the community should be to make downtown as safe and pleasant as possible for shoppers and tourists. Jefferson would benefit greatly from a Main Street Program. A downtown revitalization project would enable Jefferson to reverse the trend of shoppers going to shopping centers and malls for their goods and services. According to John C. Waters in his article "Environmental Aspects of Revitalization,"

The ultimate goal in the revitalization of downtown is to insure the economic and cultural vitality of the area. Historically, it serves not only the immediate community, but an area or region. . . . its strategic location can bring together more stores, services, professional offices, financial, cultural, and entertainment facilities than any one suburban shopping center. The central business district can offer diversity and choice.<sup>33</sup>

Successful downtown revitalization requires careful planning and implementation. Buildings would be restored to their original

<sup>33</sup> John C. Waters, "Environmental Aspects of Revitalization," in Thoughts on the Revival of Downtown, U.S.A. Larry Bramblett, Project Coordinator, Athens, Institute of Community and Area Development, 1975, p. 45.



▲ Historic	○ Non-Historic
△ Historic-Obscured/ Non-Contributing	□ Intrusion
JEFFERSON HISTORIC PRESERVATION STUDY Zoning Overlay of Architectural Analysis Map 10	

by high-density construction, such as apartments, on adjacent or nearby lots. Historic structures in commercial areas could be endangered by utilization of land for what is seen as its "highest and best use." In order for zoning to complement the preservation of historic structures and provide maximum protection, zoning districts should be sensitive to the preservation needs of the community. Strict adherence to the zoning and preservation ordinances coupled with public interest and awareness will protect the historic structures of Jefferson.

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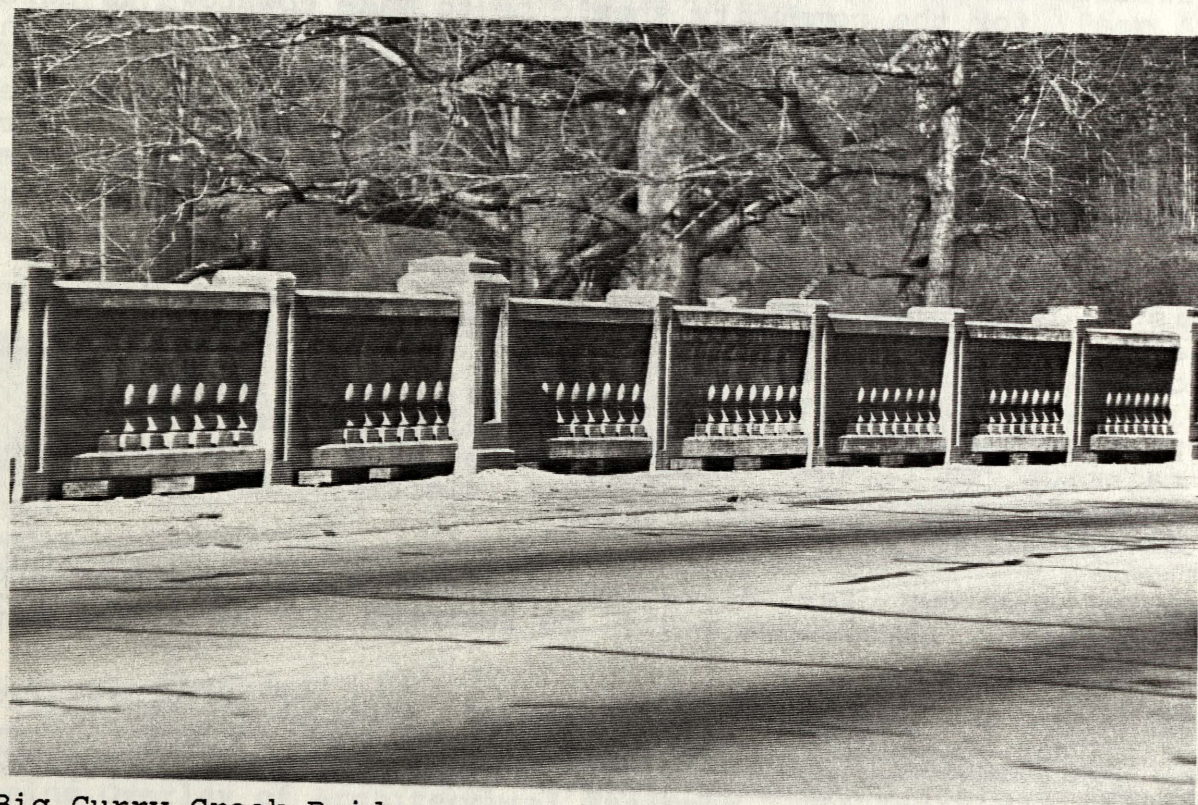
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architectural character and the town square rebuilt. Parking spaces lost by the reconstruction of the square could be relocated south of town and behind the businesses facing the square, with access through the rear of the establishments. A municipal parking authority should be created to construct, maintain and administrate downtown parking facilities. The town square of Jefferson was at one time the commercial center and visual focal point of the entire community, contributing to the overall enjoyment of downtown. The beautiful new square will enhance the central business district while drawing shoppers and tourists.

A rerouting of through traffic away from the central business district will contribute to the revitalization of downtown, allow the reconstruction of the town square, and make it possible to preserve the architectural integrity of the Big Curry Creek Bridge. With the reduction in the volume of traffic, a two-lane addition, which would drastically alter the appearance of the historic bridge, will no longer be necessary. The reduction in traffic will also make it possible to slow down traffic utilizing the narrow bridge. A speed limit of 20-25 miles per hour would greatly reduce the possibility of accidents on the bridge. Another alternative is to construct a new two-lane bridge, built according to Georgia Department of Transportation safety standards, over Big Curry Creek while closing the older bridge to vehicular traffic. No matter what alternative is selected, the architectural integrity of the old bridge should be preserved.



Big Curry Creek Bridge

Balustrade Detail

### Summary of Study Recommendations

It is important to use slide presentations, walking tours, and seminars to familiarize Jefferson's citizens with their community's historic resources. For historic preservation to be effective in Jefferson, the knowledge gained from these presentations must be applied to land use and zoning decisions as well.

The following is a summary of the recommendations made in this section.

- 1) Designate historic districts and sites in Jefferson as quickly as possible.
- 2) Develop design guidelines for designated historic districts.
- 3) Develop a community historic preservation education program at two levels (general community and school program).
- 4) Initiate an easement program and revolving fund.
- 5) Add a "demolition by neglect" amendment to the historic preservation ordinance.
- 6) Develop an updated land-use plan.
- 7) Implement a zoning plan sensitive to the preservation of historic structures.
- 8) Re-route through traffic away from Jefferson's downtown area.
- 9) Initiate downtown revitalization project (Main Street Program).
- 10) Reconstruct town square.
- 11) Preserve the architectural integrity of the Curry Creek Bridge.

The recommendations outlined in this section provide an agenda for Jefferson's historic preservation plan. These proposals are arranged sequentially in order to facilitate the preservation process. Followed in the outlined order, these recommendations can comprise Jefferson's preservation action plan.



Jefferson Square

APPENDIX I

GLOSSARY

Architrave - The lowest part of the entablature, sometimes supported by itself, for example, as a window.

Barrel - A vaulted ceiling, also called a barrel vault.

Bay - A vertical division of a building, marked not by walls but by columns or piers.

Bracket - A small support of other material, often of wood, to support a projecting weight.

Capital - The uppermost part of a column.

Cast iron - An alloy of iron and carbon.

Chimney - A structure for carrying off smoke and other gases from a fire.

Classical - Pertaining to the styles of architecture derived from ancient Greece and Rome.

Corbels - A series of courses of corbels, especially used in the construction of a vault.

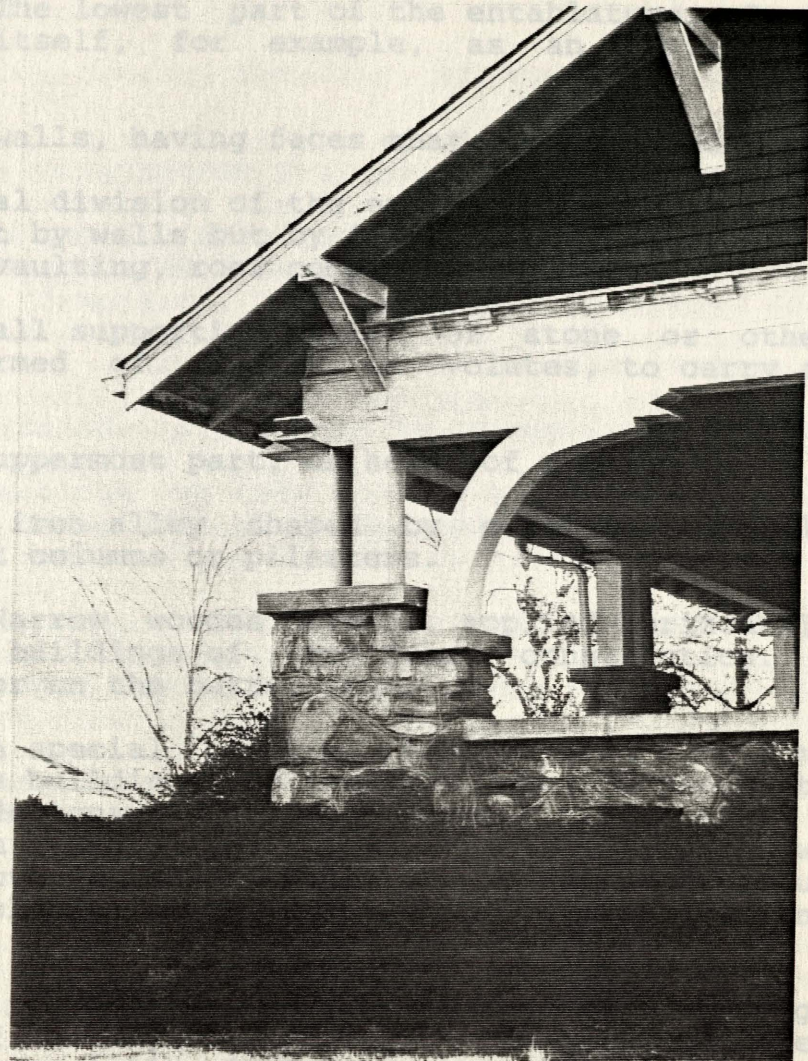
Cornerboard - Vertical trim at the corners of a room.

Corinthian Order - A classical order distinguished by the capitals, which are ornamented with acanthus leaves and volutes.

Cornice - The uppermost, projecting part of an entablature, or feature resembling it.

Dentil - A small square block used in series in Ionic, Corinthian, Composite, and more rarely Doric cornices.

Doric Order - A classical order most readily distinguished by its plain capitals.



Lawrenceville Street

## APPENDIX 1

### GLOSSARY

Architrave - The lowest part of the entablature. It is sometimes used by itself, for example, as an enframing around a window.

Battered - Of walls, having faces that slope inward toward the top.

Bay - A vertical division of the exterior or interior of a building marked not by walls but by fenestration, an order, buttresses, units of vaulting, roof compartments, etc.

Bracket - A small supporting piece of stone or other material, often formed of scrolls or volutes, to carry a projecting weight.

Capital - The uppermost part, or head, of a column.

Cast iron - An iron alloy shaped by casting, commonly found in storefront columns or pilasters.

Clapboard - Narrow wooden boards, applied horizontally, used as siding on buildings of wood frame construction. Overlapping and thicker on the bottom edge.

Clerestory - A special group of windows that admits more air and light to a building. In recent vernacular usage, the term has come to designate the row of transom lights above the display windows on a storefront, as well as the row of windows that rises above a lower roof and is set back through the next roof's slope, as in the monitor roof on an industrial building.

Corbels - A form of bracketing produced by extending successive courses of masonry or wood beyond the wall surface. Rows of corbels, especially in brick, constitute a major wall treatment in vernacular design.

Cornerboard - Vertical trim at the corner of wood frame houses.

Corinthian Order - A classical order distinguished by the capitals, which are ornamented with acanthus leaves and caulicoli.

Cornice - The uppermost, projecting part of an entablature, or feature resembling it.

Dentil - A small square block used in series in Ionic, Corinthian, Composite, and more rarely Doric cornices.

Doric Order - A classical order most readily distinguished by its

simple, unornamented capitals and tablets with vertical grooving, called triglyphs, set at intervals in the frieze.

Dormer - A structure projecting from a sloping roof, usually housing a window.

Double hung window - A window with two sashes that slide up and down.

Eaves - The underpart of a sloping roof overhanging a wall.

Eclectic - Architecture which borrows heavily from various sources. This type of design was very popular in the early part of the twentieth century.

Facade - The primary wall or face of a building.

Fenestration - The arrangement of windows in a building.

Folk - Architecture built by persons with no professional training in design or construction which is simple and utilitarian in design with essentially no attempt at fashionable detailing.

Frieze - The middle part of an entablature.

Gable - Section of the end wall of a house between the sloping sides of a gable roof.

Gingerbread - Superfluous ornament, the term frequently applied to the fanciful decorations of late Victorian architecture.

HABS - Historic American Buildings Survey Program founded in 1933 as part of the Civil Works Program to produce accurate records of significant American architecture and to provide work for architects, draftsmen, and photographers. Since 1934, it has been an active program under the National Park Service in the Department of the Interior.

Historic - A resource at least 50 years old, possessing a high degree of integrity or with historic alterations showing historic evolution.

Historic-Obscured and Non-Contributing - A resource at least 50 years old with loss of integrity by substantial alteration. Such resources may possess the potential of restoration through extensive research and documentation.

Intrusion - A modern addition or alteration which is not in keeping with the architectural character of an area.

Ionic Order - A classical order distinguished by the form of the

capital, with a spiral scroll, called a volute, on either side.

Lintel - A beam over an opening in a wall or over two or more pillars or posts.

Non-Historic - Structures less than 50 years old.

Order - The basic structural system of the Greek temple, consisting of columns with an entablature resting on them. The Greeks had three orders: the Doric, the Ionic, and the Corinthian. The Romans adopted the Greek orders, adding them to their own Tuscan orders. The Renaissance adopted the Roman orders and added the Composite. Each order had its own recognized proportions as well as its own set of ornamental features.

Parapet - A low wall, sometimes battlemented, placed to protect any spot where there is a sudden drop, for example, at the edge of a bridge, quay, or house-top.

Pedestal - The base for a column or pier, usually rectangular in section.

Rubble Masonry - Stones that have not been shaped or at most have been shaped by fracture (not cut). In walls or coursed rubble, the stones are approximately the same size and shape and the courses are clearly defined. In random rubble, the stones are of varying size and shape and the pattern formed by them is quite irregular.

Sash - A sliding glass frame running in a vertical groove.

Scale - Scale is created by the size of units of construction and architectural detail which relate to the size of man. Scale is also determined by building mass and its relation to open space. The predominant element of scale may be brick or stone units, windows or door openings, porches or balconies, etc.

Shingles - Covering for either roof or walls. Pieces of wood, asphalt or asbestos, applied in an overlapping manner.

Sidelight - A narrow vertical window usually found on both sides of a door.

Transom - A horizontal bar of stone or wood across the opening of a window or across a panel.

Vergeboard - The finish board covering the juncture of the wall and the roof of a gable. The board follows the slope of the roof and fits snugly against the wall (similar to a bargeboard).

Vernacular - Local interpretation of a style which possesses enough

stylistic detailing to recognize the influence of a style, but not enough to be considered truly representative of that style.

Windshield Survey - The preliminary step when making an historic building survey of a large area. The surveyor makes a brief reconnaissance of the subject area by automobile, noting the location of buildings, sites, structures, etc., which appear to be historic. These are later examined in closer detail, usually according to a specialized survey form.

## APPENDIX 2

### DESCRIPTIONS OF JEFFERSON'S ZONING DISTRICTS

#### 1. Single Family Residential (R-1)

This district allows single family detached dwellings, which are subject to area, yard and height requirements, accessory buildings, fall-out shelters, public parking areas that are adjacent to commercial or industrial zones, and home swimming pools. Also permitted are golf, swimming, tennis, or country clubs. Building use is limited to private schools, libraries, churches, home occupations, and government uses which are necessary to the general public welfare. Agriculture, forestry, livestock, and poultry production are allowed as long as certain conditions are met.

#### 2. Two-Family Residential (R-2)

All of the uses found in the R-1 district are allowed in the R-2 district except public parking areas located adjacent to commercial or industrial zones. Also allowed are two-family dwellings (duplexes) and townhouses. Townhouses are subject to special provisions concerning placement and construction and must be approved by the Jefferson City Council and the Jackson County Planning Commission.

#### 3. Multi-Family Residential (R-3)

The R-3 district allows all uses found in the R-2 district except government use. Also allowed are multi-family detached dwellings, which are subject to area, yard, and height requirements, public utility structures and buildings, hotels, office buildings, hospitals, nursing homes, clubs, boarding houses, and lodges.

#### 4. Manufactured Home Park (R-4)

Land use in this district is reserved for single family dwellings, two-family dwellings, multi-family dwellings, individual manufactured homes, and manufactured home parks. Manufactured homes and manufactured home parks are subject to provisions concerning construction and placement. Parks must receive a certificate of approval from the Jackson County Health Department.

#### 5. Manufactured Home (MH)

This district allows all of the uses found in the above districts. Manufactured home parks are permitted if a complete development plan is submitted to and approved by the Jefferson City Council. Signs are allowed but subject to regulation.

#### 6. Professional (P)

The Professional district allows all uses found in the R-1, R-2 and R-3 districts. Physicians, lawyers, accountants, engineers, architects, and businesses incidently related to these professions are allowed in this district. Insurance offices,

realtors and other businesses related to personal services are included. Veterinarians are specifically excluded. Signs are allowed but are subject to regulation.

7. Neighborhood Commercial (C-1)

Land use in this district is limited to activities which will serve in convenience centers for the needs of the immediate community. Permitted are retail businesses and commercial uses in which there is no processing or treatment of materials or products. Acceptable enterprises include drive-in banks, drug stores, restaurants, taverns, florist shops, neighborhood groceries, tailors, and beauty salons. Also permitted are all uses found in R-1, R-2, R-3, and P districts. Signs are subject to regulation.

8. General Commercial (C-2)

This type of district allows the same enterprises of the C-1 district while adding commercial activities that appeal to the whole community. Furniture stores, theatres, bowling alleys, automobile service stations, and sporting goods stores would need a broader support base than that found in a C-1 district and are therefore placed in a C-2 district. Also permitted in this district are commercial parking decks, bottling plants, supermarkets, auditoriums, and publishing establishments.

9. Highway Business (C-3)

The Highway Business district is for the development of retail service establishments oriented to highway use. This district is intended only for major highway locations. The C-3 district permits all land uses found in C-2 and P districts.

10. Wholesale and Light Industrial (M-1)

The M-1 district allows all uses found in the C-2 district except residential. Also included are establishments for manufacture, repair, assembly, or processing. Land may be used for junk yards, development of natural resources (i.e.: mining), truck terminals, wholesale warehouses, and lumber yards. Prohibited is the manufacture of hazardous acids, glue, fertilizer, cement, plaster, or explosives. Stockyards, garbage dumps, petroleum refineries, and other establishments judged noxious or offensive by the Jackson County Planning Commission or city council are also prohibited.

APPENDIX 3

HISTORIC PRESERVATION COMMISSION ORDINANCE  
CITY OF JEFFERSON, GEORGIA

AN ORDINANCE TO ESTABLISH AN HISTORIC PRESERVATION COMMISSION IN THE CITY OF JEFFERSON, GEORGIA; TO PROVIDE FOR DESIGNATION OF HISTORIC PROPERTIES OR HISTORIC DISTRICTS; TO PROVIDE FOR ISSUANCE OF CERTIFICATES OF APPROPRIATENESS; TO PROVIDE FOR AN APPEALS PROCEDURE; TO REPEAL CONFLICTING ORDINANCES; AND FOR OTHER PURPOSES, BE IT ORDAINED BY THE MAYOR AND COUNCIL OF THE CITY OF JEFFERSON.

SECTION I

PURPOSE

In support and furtherance of its findings and determination that the historical, cultural, and aesthetic heritage of the City of Jefferson is among its most valued and important assets and that the preservation of this heritage is essential to the promotion of the health, prosperity and general welfare of the people;

In order to stimulate revitalization of the business districts and historic neighborhoods and to protect and enhance local historical and aesthetic attractions to tourists and thereby promote and stimulate business;

In order to enhance the opportunities for federal tax relief of property owners under relevant provisions of the Economic Recovery Tax Act of 1981 allowing tax investment credits for rehabilitation of certified historic structures (26 U.S.C.A., Section 191);

The Mayor and Council of the City of Jefferson hereby declare it to be the purpose and intent of this Ordinance to establish a uniform procedure for use in providing for the protection, enhancement, perpetuation, and use of places, districts, sites, buildings, structures, and works of art having a special historical, cultural, or aesthetic interest or value, in accordance with the provisions of the Ordinance.

SECTION II

CREATION OF AN HISTORIC PRESERVATION COMMISSION

A. Creation of the Commission.

The title of the Commission shall be the "City of Jefferson Historic Preservation Commission." Commission members shall be appointed by the City of Jefferson officials, and will have only

advisory authority in recommending landmark and historic district designation.

B. Commission Position within the City of Jefferson Government.

The City of Jefferson Historic Preservation Commission shall be considered a part of the planning functions of the City of Jefferson.

C. Commission Members: Number, Appointment, Terms, and Compensation.

The Historic Preservation Commission shall consist of seven (7) members. Initial appointments shall be: two (2) members for one (1) year; four (4) members for two (2) years; and one (1) member for three (3) years.

THE BELOW PEOPLE WERE APPOINTED UNANIMOUSLY AT THE COUNCIL MEETING OF MARCH 10, 1986:

- |                        |               |
|------------------------|---------------|
| 1. MR. TOM BRYAN       | (3 YEAR TERM) |
| 2. MRS. FRARY ELROD    | (2 YEAR TERM) |
| 3. MRS. HAROLD JARRETT | "             |
| 4. MRS. JACK DAVIDSON  | "             |
| 5. MR. FRED GURLEY     | "             |
| 6. MR. HENRY ASBURY    | (1 YEAR TERM) |
| 7. MR. MALCOLM MORTON  | "             |

Members do not receive a salary, although they may be reimbursed for expenses.

D. Statement of the Commission's Powers.

The City of Jefferson Historic Preservation Commission shall be authorized to:

1. Prepare an inventory of all property within its respective jurisdiction having the potential for designation as historic property;
2. Recommend to the City Council specific places, districts, sites, buildings, structures, or works of art to be designated by ordinance as historic properties or historic districts;
3. Review applications for Certificate of Appropriateness and grant or deny same in accordance with the provisions of this Ordinance;
4. Recommend to the City Council that the designation of any place, district, site, building, structure, or work of art as an historic property or as an historic district be revoked or removed;
5. Restore or preserve any historic properties acquired by the City of Jefferson;
6. Promote the acquisition by the City of Jefferson of facade easements and conservation easements in accordance with the provisions of the "Facade and Conservation Easements Act of 1976" (Georgia Laws 1976, p. 1181);
7. Conduct an educational program on historic properties located within its historic preservation jurisdiction;
8. Make such investigations and studies of matters relating to historic preservation as the local governing body or

the Commission itself may, from time to time, deem necessary or appropriate for the purposes of preserving historic resources;

9. Seek out state and federal funds for historic preservation, and make recommendations to the City of Jefferson concerning the most appropriate uses of any funds acquired;
10. Submit to the Historic Preservation Section of the Department of Natural Resources a list of historic properties or historic districts designated;
11. Perform historic preservation activities as the official agency of the City of Jefferson historic preservation program;
12. Employ persons, if necessary, to carry out the responsibilities of the Commission;
13. Receive donations, grants, funds, or gifts of historic property, and to acquire and sell historic properties. The Commission shall not obligate the City of Jefferson without prior consent;
14. Review and make comments to the State Historic Preservation Office concerning the nomination of properties within its jurisdiction to the National Register of Historic Places.

E. Commission's Power to Adopt Rules of Procedure.

The Commission shall adopt rules for the transaction of its business and consideration of applications; shall provide for the time and place of regular meetings, and for the calling of special meetings. The Commission shall have the flexibility to adopt rules of procedure without amendment to this Ordinance. A quorum shall consist of a majority of the members. The latest edition of "Robert's Rules of Order" shall determine the order of business at all meetings.

F. Commission's Authority to Receive Funding from Various Sources.

The Commission shall have the authority to accept donations and shall insure that these funds do not displace appropriated governmental funds.

G. Records of Commission Meetings.

A public record shall be kept of the Commission's resolutions, proceedings, and actions.

SECTION III

DESIGNATION OF HISTORIC DISTRICTS & LANDMARKS

A. Preliminary Research by the Commission.

1. Commission's Mandate to Conduct a Survey of Local Historical Resources: The Commission shall have the authority to

compile and collect information and conduct surveys of historic resources within the City of Jefferson.

2. Commission's Power to Recommend Districts and Buildings to the City of Jefferson Council for Designation: The Commission shall present to the City Council nominations for historic districts and local landmarks.
3. Preparation of a Report on Proposed Designations: The Commission shall prepare formal reports when nominating historic districts or local landmarks. These reports shall be used to educate the community and to provide a permanent record of the designation. The report will follow guidelines for nominating structures to the National Register of Historic Places (National Preservation Act of 1966), and shall consist of two (2) parts: a) a physical description, and b) a description of historic significance. This report will be submitted to the Historic Preservation Section of the Department of Natural Resources.

#### B. Designation of an Historic District.

1. Criteria for Selection of Historic Districts: An Historic District is a geographically definable area, which contains structures, sites, works of art, or a combination thereof, which: a) have special character or special historic/aesthetic value or interest; b) represent one or more periods or styles of architecture typical of one or more eras in the history of the municipality, county, state, or region; c) cause such area, by reason of such factors, to constitute a visibly perceptible section of the municipality or county.
2. Boundaries of an Historic District: Boundaries of an Historic District shall be specified on tax maps; these boundaries will be included in the separate ordinances designating local districts. Boundaries specified in legal notices shall coincide with the boundaries finally designated. Districts shall be shown on the Official Zoning Map or, in the absence of zoning, on an official map designated as a public record.
3. Evaluation of Properties within Historic Districts: Individual properties within historic districts shall be classified as: a) Historic (more than 50 years old); b) Non-Historic (less than 50 years old, yet possessing architectural character); c) Intrusions (structures less than 50 years old which do not contribute to the historical character of the district).
4. Affirmation of Existing Zoning: This Historic Preservation Ordinance is not a Use Ordinance, and local zoning laws, where they exist, remain in effect until modified.

#### C. Designation of a Landmark.

1. Criteria for Selection of Landmarks: An historic landmark is a structure, site, work of art, including the adjacent

area necessary for the proper appreciation or use thereof, deemed worthy of preservation by reason of value to the City of Jefferson, State of Georgia, or local region, for one or more of the following reasons: a) it is an outstanding example of a structure representative of its era; b) it is one of the few remaining examples of past architectural style; c) it is a place or structure associated with an event or person of historic or cultural significance to the City of Jefferson, State of Georgia, or the region.

2. Boundary Description: Boundaries shall be clearly defined for individual properties on tax maps and located on the Official Zoning Map, or, in the absence of zoning, on an official map designated as a public record.

#### D. General Matters Affecting Designation of Both Historic Districts and Landmarks.

1. Application for Designation of Historic District or Landmark: a) Historic District - An historical society, neighborhood association, or group of property owners may apply for designation. b) Landmark Structure - An historical society or property owner may apply for designation.
2. Required Public Hearings: The Commission and the local governing body shall hold a Public Hearing on the proposed ordinance for designation. Notice of the hearing shall be published in at least three (3) consecutive issues in the legal organ of the City of Jefferson, and written notice of the hearing shall be mailed by the Commission to all owners and occupants of such properties. All such notices shall be published or mailed not less than ten (10) nor more than twenty (20) days prior to date set for the Public Hearing. A letter sent via the United States Mail to the last-known owner of the property shall constitute legal notification under this Ordinance.
3. Notification of Property Owners of Proposed Designation: Any ordinance designating any property or district as Historic shall describe each property to be designated, set forth the name(s) of the owner(s) of the designated property or properties, and require that a Certificate of Appropriateness be obtained from the Historic Preservation Commission prior to any material change in appearance of the designated property.
4. Requirements Regarding District Boundaries: Any ordinance designating any property or district as Historic shall require that the designated property or district be shown on the Official Zoning Map, or other designated map in the absence of zoning, of the City of Jefferson and kept as a public record to provide notice of such designation.
5. Notification of Historic Preservation Section: Prior to designating any property or district as Historic, the Commission must submit a report on the historic, cultural,

architectural, or aesthetic significance of each place, district, site, building/structure, or work of art, to the Historic Preservation Section of the Department of Natural Resources; thirty (30) days will be allowed to prepare written comments.

6. Ordinance for Designation Announcement: A decision to accept or deny the ordinance for designation shall be made within fifteen (15) days following the Public Hearing, and shall be in the form of a resolution to the City of Jefferson.
7. Notification of Adoption of Ordinance for Designation: Within thirty (30) days immediately following the adoption of the ordinance for designation, the owners and occupants of each designated historic property and the owners and occupants of each structure, site, or work of art located within a designated historic district shall be given written notification of such designation by the City Council which notice shall apprise said owners and occupants of the necessity of obtaining a Certificate of Appropriateness prior to undertaking any material change in appearance of the historic property designated or within the historic district designated.
8. Notification of Other Agencies Regarding Designation: The Commission shall notify all necessary agencies within the City of Jefferson of the ordinance for designation, including the local historical organization.
9. Moratorium on Applications for Alteration or Demolition while Ordinance for Designation is Pending: If an ordinance for designation is being considered, the Commission shall have the power to freeze the status of the involved property.
10. Authority to Amend or Rescind Designation: The Commission has the authority to amend and/or rescind the designation if necessary.

#### SECTION IV

##### APPLICATION TO PRESERVATION COMMISSION FOR CERTIFICATE OF APPROPRIATENESS

###### A. Approval of Alterations or New Construction in Historic Districts or Involving Landmarks.

After the designation by ordinance of an historic property or of an historic district, no material change in the appearance of such historic property, or of a structure, site, or work of art within such historic district, shall be made or be permitted to be made by the owner or occupant thereof, unless or until application for a Certificate of Appropriateness has been submitted to and approved by the Commission.

###### B. Approval of New Construction within Designated Districts.

The Commission shall issue Certificates of Appropriateness to new structures constructed within designated historic districts. These structures shall conform in design, scale, building materials, setback, and landscaping to the character of the district specified in the Commission's Design Guidelines.

###### C. Guidelines and Criteria for Certificates of Appropriateness.

When considering application for Certificates of Appropriateness to existing buildings, the Secretary of the Interior's "Standards of Rehabilitation" shall be used as a guideline along with any other criteria adopted by the Commission.

###### D. Submission of Plans to Commission.

An application for Certificate of Appropriateness shall be accompanied by such drawings, photographs, or plans, as may be required by the Commission.

###### E. Acceptable Commission Reaction to Application for Certificate of Appropriateness.

1. The Commission shall approve the Application and issue a Certificate of Appropriateness if it finds that the proposed material change(s) in the appearance would not have a substantial adverse effect on the aesthetic, historic, or architectural significance and value of the historic property or the historic district. In making this determination, the Commission shall consider, in addition to any other pertinent factors, the historical and architectural value and significance, architectural style, general design arrangement, texture, and material of the architectural features involved, and the relationship thereof to the exterior architectural style, and pertinent features of the other structures in the immediate neighborhood.
2. The Commission shall deny a Certificate of Appropriateness if it finds that the proposed material change(s) in appearance would have substantial adverse effects on the aesthetic, historic, or architectural significance and value of the historic property or the historic district.

###### F. Public Hearings on Applications for Certificates of Appropriateness, Notices, and Right to be Heard.

At least seven (7) days prior to review of a Certificate of Appropriateness, the Commission shall take such action as may reasonably be required to inform the owners of any property likely to be affected by reason of the application, and shall give applicant and such owners an opportunity to be heard. In cases where the Commission deems it necessary, it may hold a public hearing concerning the application.

###### G. Interior Alterations.

In its review of applications for Certificates of Appropriateness, the Commission shall not consider interior arrangement

or use having no effect on exterior architectural features.

H. Technical Advice.

When dealing with difficult technical questions, the Commission shall have the power to seek expert advice.

I. Deadline for Approval or Rejection of Application for Certificate of Appropriateness.

1. The Commission shall approve or reject an application for a Certificate of Appropriateness within not more than forty-five (45) days after the filing thereof by the owner or occupant of an historic property, or of a structure, site, or work of art located within an historic district. Evidence of approval shall be by a Certificate of Appropriateness issued by the Commission.
2. Failure of the Commission to act within said forty-five (45) days shall constitute approval, and no other evidence of approval shall be needed.

J. Necessary Actions to be Taken by Commission upon Rejection of Application for Certificate of Appropriateness.

1. In the event the Commission rejects an application, it shall state its reasons for doing so, and shall transmit a record of such actions and reasons, in writing, to the applicant. The Commission may suggest alternative courses of action it thinks proper if it disapproves of the application submitted. The applicant, if he or she so desires, may make modifications to the plans and may re-submit the application at any time after doing so.
2. In cases where the application covers a material change in the appearance of a structure which would require the issuance of a building permit, the rejection of the application for a Certificate of Appropriateness by the Commission shall be binding upon the building inspector or other administrative officer charged with issuing building permits and, in such a case, no building permit shall be issued.

K. Undue Hardship.

Where, by reason of unusual circumstances, the strict application of any provision of this Ordinance would result in the exceptional practical difficulty or undue hardship upon any owner of a specific property, the Commission, in passing upon applications, shall have the power to vary or modify strict adherence to said provisions, or to interpret the meaning of said provisions, so as to relieve such difficulty or hardship; provided such variances, modifications, or interpretations shall remain in harmony with the general purpose and intent of said provisions, so that the architectural or historical integrity, or character of the property, shall be conserved and substantial justice done. In granting variances, the Commission may impose such reasonable and additional stipulations and conditions as will, in its judgment, best fulfill

the purpose of this Ordinance. An undue hardship shall be a situation not of the person's own makings, which is: a) a problem unique to a specific property, or b) in order to comply with this Ordinance, the person will conflict with another Ordinance of the City of Jefferson.

L. Requirements of Conformance with Certificate of Appropriateness.

Work not in accordance with an issued Certificate of Appropriateness shall be halted before it is completed.

M. Certificate of Appropriateness Void if Construction not Commenced.

A certificate of Appropriateness shall become void unless construction is commenced within six (6) months of date of issuance. Certificates of Appropriateness shall be issued for a period of eighteen (18) months and are renewable.

N. Recording of Applications for Certificate of Appropriateness.

The Commission shall keep a public record of all applications for Certificates of Appropriateness, and of all the Commission's proceedings in connection with said application.

O. Acquisition of Property.

The Commission may, where such action is authorized by the local governing body, and is reasonably necessary or appropriate for the preservation of a unique historic property, enter into negotiations with the owner for the acquisition by gift, purchase, exchange, or otherwise, of the property or any interest therein.

P. Appeals.

Any person adversely affected by any determination made by the Commission relative to the issuance or denial of a Certificate of Appropriateness may appeal such determination to the City Council; the appeal must be applied for within fifteen (15) days after notification is sent. The City of Jefferson may approve, modify, or reject the determination made by the Commission, if the governing body finds that the Commission abused its discretion in reaching its decision. Appeals from decisions of the City of Jefferson made pursuant to the Georgia Historic Preservation Act may be taken to the Superior Court of the County, in the manner provided by law, for appeals from conviction for municipal or county ordinance violations.

SECTION V

DEMOLITION OR RELOCATION APPLICATIONS

The Commission shall have the authority to deny demolition or relocation permits within its jurisdiction.

A. Consideration of Pre-Demolition Plans.

A Public Hearing shall be scheduled for each application for demolition. This hearing shall be scheduled prior to the delay period specified.

B. Consideration of Post-Demolition Plans.

The Commission shall not grant demolition permission without reviewing at the same time the plans for the building that would replace the structure.

C. Demolition or Relocation Criteria.

1. Whenever a property owner shows that a building classified as Historic is incapable of earning an economic return on its value, as appraised by a qualified real estate appraiser, and the Commission fails to approve the issuance of a Certificate of Appropriateness, such building may be demolished; provided, however, that before a demolition permit is issued, notice of proposed demolition shall be given as follows:
  - a) for buildings rated Historic - Six (6) months
  - b) for buildings rated Non-Historic - Two (2) months
  - c) for buildings rated Intrusion - no delay
2. Notice shall be posted on the premises of the building or structure proposed for demolition in a location clearly visible from the street. In addition, notice shall be published in a newspaper of general local circulation at least three times prior to the date of the permit, and the first notice of which shall be published no more than fifteen (15) days after the application for a permit to demolish is filed. The purpose of this section is to further the purposes of this Ordinance by preserving historic buildings which are important to the education, culture, traditions, and the economic values of the (City of Jefferson) and to give the (City's) interested persons, historical societies, or organizations the opportunity to acquire or to arrange for the preservation of such buildings. The Commission may at any time during such stay approve a Certificate of Appropriateness, in which event a permit shall be issued without further delay.

Upon receipt of an application for a Certificate of Appropriateness for demolition or relocation, the Commission shall make a determination, supported by a written report, whether one or more of the following criteria are met:

1. The structure is of such interest or quality that it would reasonably meet national, state, or local criteria for designation as an historic or architectural landmark.
2. The structure is of such unusual or uncommon design texture or materials that it could not be reproduced or be reproduced only with great difficulty and expense.
3. Retention of the structure would aid substantially in preserving and protecting a structure which meets criterion (1) or (2) hereinabove.

Where the Commission determines that one or more of these criteria are met, no Certificate of Appropriateness shall be issued and the application shall be denied.

SECTION VI

MAINTENANCE OF HISTORIC PROPERTY

A. Ordinary Repair.

Ordinary maintenance or repair of any exterior architectural feature in or on an historic property, that does not involve a material change in design, material, or outer appearance thereof, is excluded from review.

B. Conformity to Existing Building Codes.

Nothing in this Ordinance shall be construed as to exempt property owners from complying with existing City or County building codes, nor to prevent any property owner from making any use of his property not prohibited by other statutes, ordinances, or regulations.

SECTION VII

PENALTY PROVISIONS

Violations of any provisions of this Ordinance shall be punished in the same manner as provided by charter or local law for punishment of violations of other validly-enacted ordinances of the City of Jefferson.

SECTION VIII

SEVERABILITY

In the event that any section, subsection, sentence, clause, or phrase of this Ordinance shall be declared or adjudged invalid

or unconstitutional, such adjudication shall in no manner affect the other sections, sentences, clauses, or phrases of this Ordinance which shall remain in full force and effect, as if the section, subsection, sentence, clause, or phrase so declared or adjudged invalid or unconstitutional were not originally a part thereof.

SECTION IX

REPEALER

All ordinances and parts of ordinances in conflict with this Ordinance are hereby repealed.

SECTION X

EFFECTIVE DATE

This Ordinance shall become effective upon its approval by the City Council of Jefferson.

SECTION XI

DEFINITIONS

(a) "Certificate of Appropriateness" - Means a document evidencing approval by the Historic Preservation Commission of an application to make a material change in the appearance of a designated historic property or of a property located within a designated historic district.

(b) "Exterior Architectural Features" - Means the architectural style, general design, and general arrangement of the exterior of a building or other structure, including but not limited to the kind or texture of the building material and the type and style of all windows, doors, signs and other appurtenant architectural fixtures, features, details or elements relative to the foregoing.

(c) "Exterior Environmental Features" - Means all those aspects of the landscape or the development of the site which affect the historical character of the property.

(d) "Historic District" - Means a geographically definable area which contains structures, sites, works of art or a combination thereof which exhibit a special historical, architectural, or environmental character as designated by (Mayor and Council/County Commissioners).

(e) "Historic Property" - Means an individual structure, site,

or work of art which exhibits a special historical, architectural, or environmental character as designated by (Mayor and Council/County Commissioners).

(f) "Material Change in Appearance" - Means a change that will affect either the exterior architectural or environmental features of an historic property or any structure, site or work or art within an historic district, and may include any one or more of the following:

1. A reconstruction or alteration of the size, shape, or facade of an historic property, including any of its architectural elements or details;
2. Demolition of an historic structure;
3. Commencement of excavation for construction purposes;
4. A change in the location of advertising visible from the public right-of-way;
5. The erection, alteration, restoration, or removal of any building or other structure within an historic property or district, including walls, fences, steps and pavements, or other appurtenant features.

THEREFORE BE IT RESOLVED, that the Jefferson City Council does hereby ordain, resolve, and enact the foregoing Historic Preservation Commission Ordinance for the City of Jefferson.

Adopted this 24th day of February, 1986.

Date of Implementation: 1st day of March, 1986.



# Keeping Up Appearances

## Storefront Guidelines

What makes for a successful Main Street business? It can't be measured exactly; there is no single success formula. Product, price, display, service, location and market all play a part. So too does the appearance of the store, the outside image of the business.

Many store owners seem to regard appearance as secondary to the more immediate concerns of running a business. Too often, the building is neglected or mis-handled.

Yet experience shows, time and again, that appearance is important to a healthy business downtown. With merchants working together to create an attractive image, downtown as a whole can benefit.

The 20th century brought changes for Main Street. The automobile brought new competition from commercial strips and shopping centers. Downtown merchants turned their attention to passing cars, erecting shiny new storefronts and eye-catching signs. Main Street stores tried to imitate their modern competitors.

In many ways, the result has been a sorry one. Down-

town now appears as a curious cross between neglected old buildings and a commercial strip. It presents a confused image to the shopping public.

The idea of visual relatedness is crucial to the goal of an integrated Main Street. Historically, Main Street facades complemented and reinforced one another. Compare the drawings on this page. Notice how the remodeling of the old facades has destroyed their continuity. They are no longer visually tied together. Each facade is unrelated to the next, and the character of the building group as a whole suffers.

With its buildings, history, setting and place within the community, downtown is unique and special. It makes sense to acknowledge these resources and take full advantage of them—to develop the qualities that are already present downtown.

What improvements can make your building work better for you? How can you make it more attractive to shoppers? The following pages present suggestions for improving appearances as well as ideas for prolonging the life of old buildings.



The appearance of downtown is the result of an evolutionary process in which buildings either stay the same, are altered or are completely replaced. This process is continuous and inevitable. But its success or failure depends on how sensitive these changes are to the existing framework of buildings.

The typical Main Street facade inherently exhibits some basic qualities resulting from its architectural style, construction materials and composition.

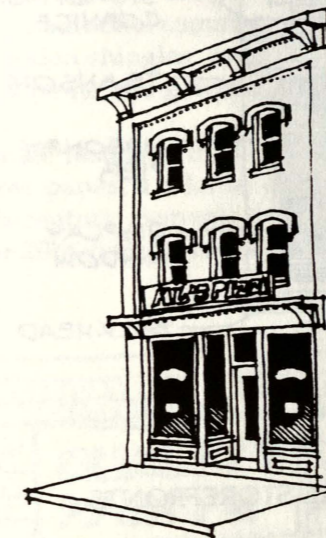
Sensitive change accepts these facade qualities and builds on them. The result is a harmonious blending of

new design elements within the existing facade. Insensitive change, on the other hand, ignores and often eliminates the design qualities of the original building and creates an unnecessary clash between new and old.

The series of drawings below shows how a typical facade might have changed over time.

Changes happen gradually and have a cumulative effect on a building's appearance. While some alterations are hardly noticeable, change upon change over the years can completely ignore the original facade.

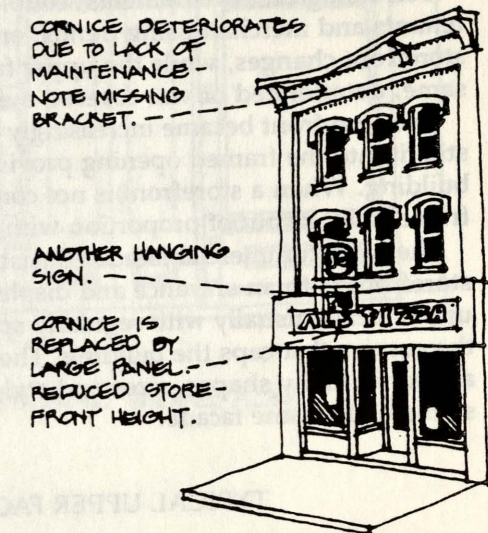
1. THE ORIGINAL FACADE—THE VISUAL RESOURCE



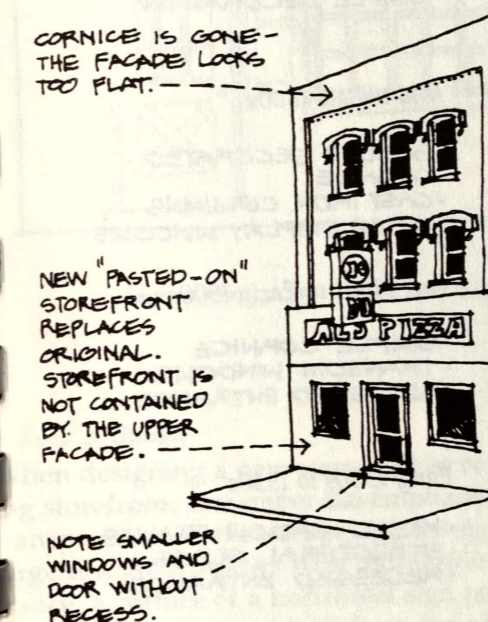
2. MINOR FACADE CHANGE



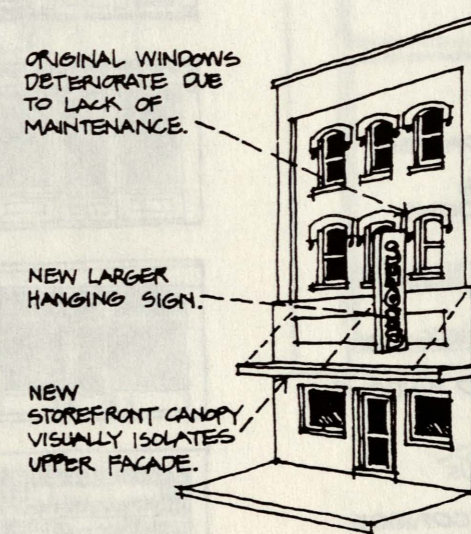
3. MORE MINOR FACADE CHANGE



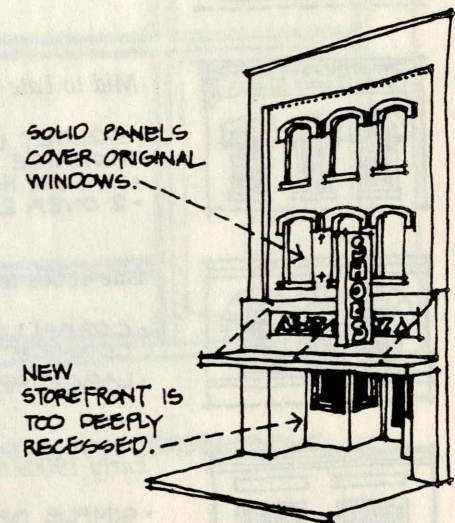
4. STOREFRONT REMODELING—THE FACADE LOOKS CUT IN HALF.



5. MORE STOREFRONT CHANGE



6. ANOTHER STOREFRONT REMODELING



The traditional commercial storefront can be considered the cornerstone of Main Street. Dating from the 19th and early 20th centuries, these buildings share a remarkable similarity—a consistency that creates a strong visual image for the downtown.

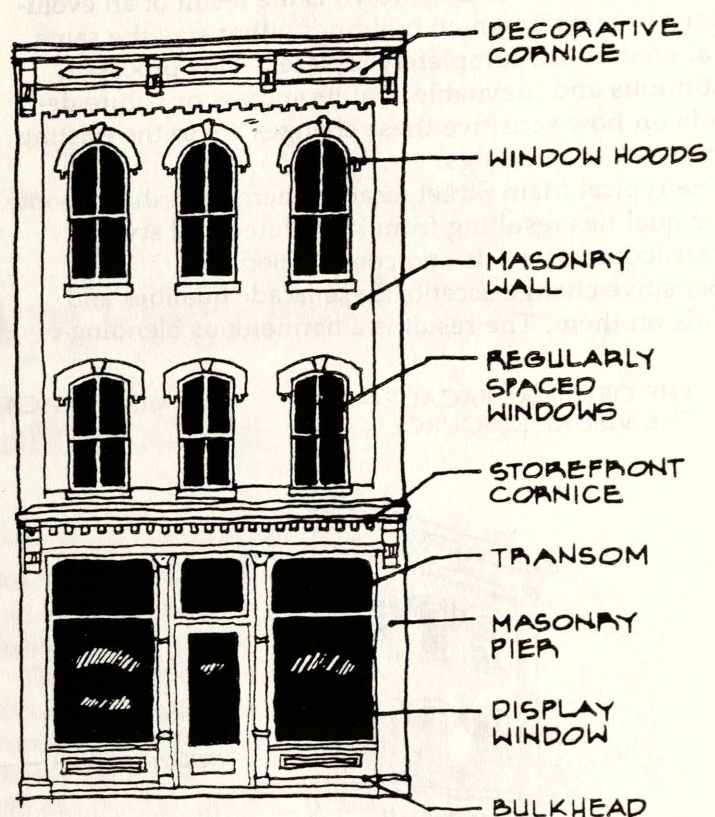
Because they were composed of similar parts, the blocks have a consistent, organized and coordinated appearance. Any one facade is visually related to its neighbors.

The parts of the facade were often compatible enough to be interchangeable. A commercial building from the mid 1800s could be easily modernized by inserting a new 1900s storefront. Although the styles and details changed, the proportions remained the same.

Technological developments, coupled with changing tenants and merchandising trends, encouraged frequent storefront changes, while the upper facade stayed the same, deteriorated or was covered over.

The storefront became increasingly transparent, but it still fit into the framed opening provided by the original building. When a storefront is not contained within this frame, it looks out of proportion with the upper facade.

The basic commercial facade consists of three parts: the storefront with an entrance and display windows, the upper facade usually with regularly spaced windows and the cornice that caps the building. These components appear in many shapes, sizes and styles but result in essentially the same facade.

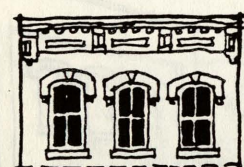


#### TYPICAL UPPER FACADES



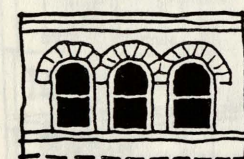
Early to Mid 1800s

- SIMPLE CORNICE
- LINTELS OVER WINDOWS
- SMALL WINDOW PANES



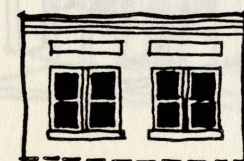
Mid to Late 1800s

- BOLDLY DECORATED CORNICE
- WINDOW HOODS
- 2 OVER 2 WINDOWS



Late 1800s to Early 1900s

- CORBELLED BRICK CORNICE
- LARGE, ARCHED WINDOWS



Early 1900s to 1930s

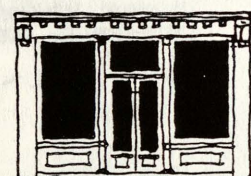
- SIMPLE BRICK CORNICE
- LARGE WINDOW OPENINGS WITH MULTIPLE UNITS

#### TYPICAL STOREFRONTS



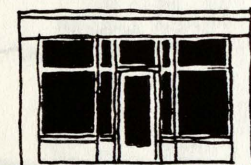
Early to Mid 1800s

- POST AND BEAM FRAME
- DIVIDED DISPLAY WINDOWS
- SIMPLE DECORATION



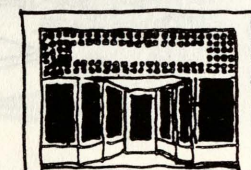
Mid to Late 1800s

- BOLDLY DECORATED CORNICE
- CAST IRON COLUMNS
- LARGE DISPLAY WINDOWS



Late 1800s to Early 1900s

- SIMPLE CORNICE
- TRANSOM WINDOWS
- RECESSED ENTRANCE



Early 1900s to 1930s

- METAL WINDOW FRAMES
- STRUCTURAL GLASS
- RECESSED ENTRANCE

#### • Storefront Materials

The color and texture of the storefront materials should be simple and unobtrusive: (1) The storefront frame can be wood, cast iron or anodized aluminum; (2) the display windows should be clear glass; (3) transom windows can be clear, tinted or stained glass; (4) the entrance door should have a large glass panel and can be made of wood, steel or aluminum; (5) the bulkheads can be wood panels, polished stone, glass, tile or aluminum-clad plywood panels; (6) the storefront cornice can be made of wood, cast iron or sheet metal or sometimes the horizontal supporting beam can serve as the storefront cap; (7) the side piers should be the same material as the upper facade, or stuccoed and painted to look the same.

Certain materials and design elements should never be used on a traditional commercial building. A mansard roof with wooden shingles, rough textured wood siding, fake bricks or stone and gravel aggregate materials are not appropriate.

Inappropriate historical themes should be avoided. Small window panes, a colonial door and storefront shutters are 18th-century elements that do not belong on most 19th or 20th-century facades.



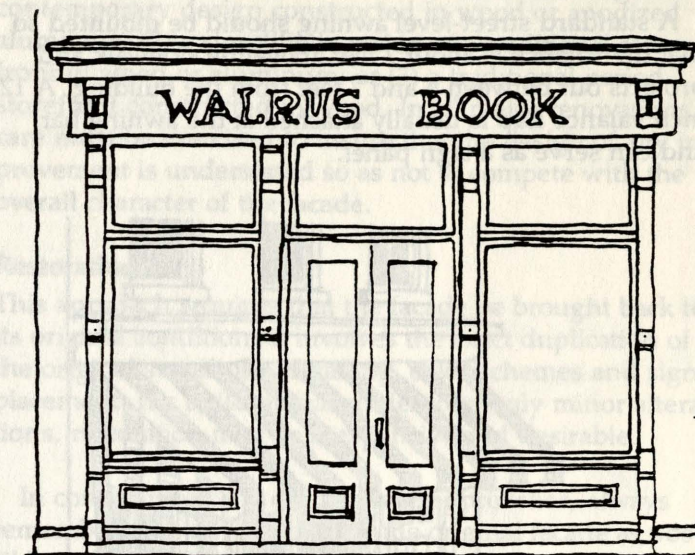
INAPPROPRIATE HISTORICAL THEME

#### • Keep It Simple

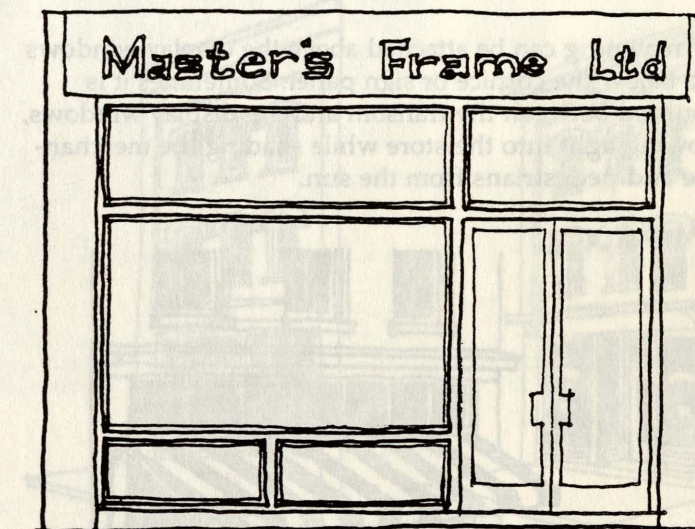
When designing a new storefront or renovating an existing storefront, remember the emphasis should be on transparency. The basic storefront design should include large display windows with thin framing, a recessed entrance, a cornice or a horizontal sign panel at the top of the storefront to separate it from the upper facade and

low bulkheads at the base to protect the windows and define the entrance.

This basic configuration can be constructed from traditional or contemporary materials, achieving the same result.



TRADITIONAL STOREFRONT



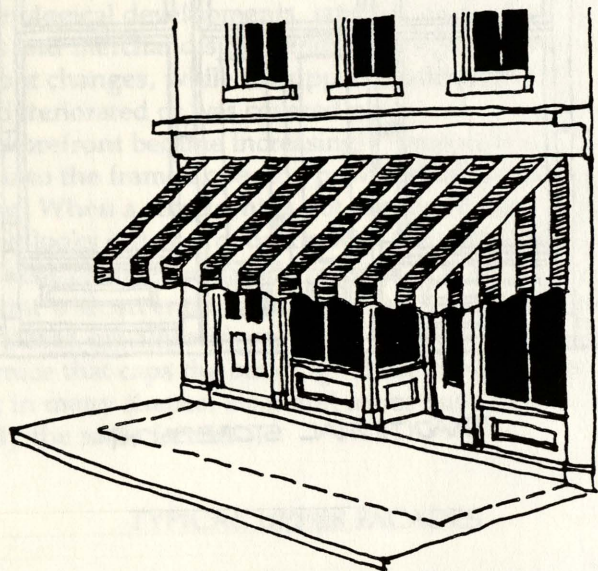
CONTEMPORARY STOREFRONT

The following page illustrates the construction techniques for a traditional wooden-framed storefront and for a more contemporary aluminum-framed storefront.

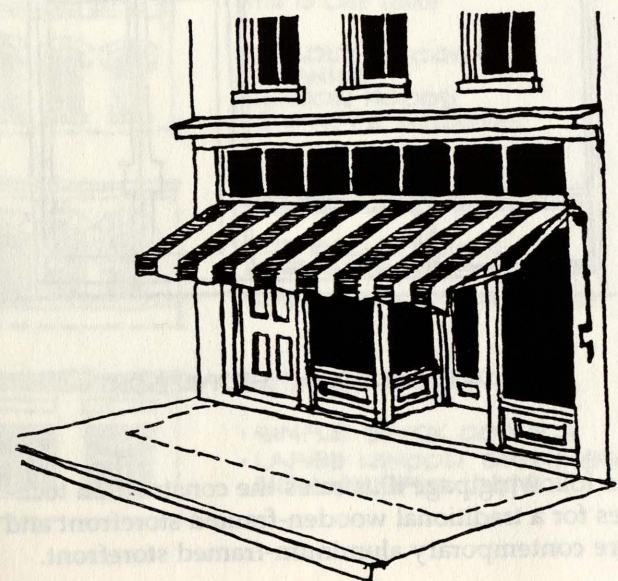
## AWNINGS

The canvas awning was an important design element in the traditional storefront. It provided cover, added color and served as a transition between the storefront and the upper facade. Most buildings that face the sun had awnings. Look at old pictures of your building to see how awnings were used.

A standard street-level awning should be mounted so that the valance is about 7 feet above the sidewalk and projects out between 4 and 7 feet from the building. A 12-inch valance flap is usually attached at the awning bar and can serve as a sign panel.



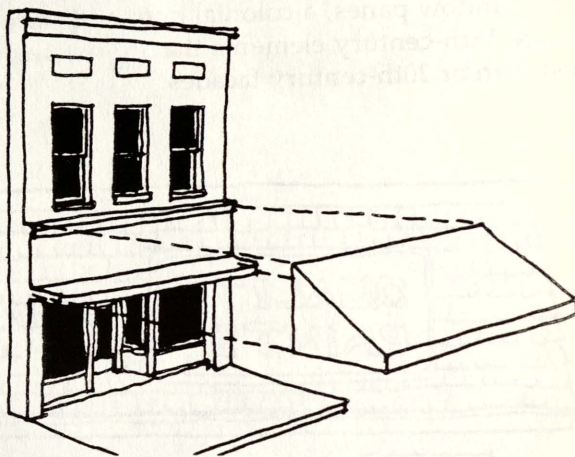
An awning can be attached above the display windows and below the cornice or sign panel. Sometimes it is mounted between the transom and the display windows, allowing light into the store while shading the merchandise and pedestrians from the sun.



An awning should reinforce the frame of the storefront and should not cover the piers or the space between the second-story window sills and the storefront cornice.



Inappropriate storefront alterations can be effectively disguised by mounting an awning over the alterations while maintaining the proportions of a traditional storefront.



Aluminum awnings or canopies generally detract from the historic character and should not be erected. If a flat canopy exists, it can be dressed up with a 12- to 24-inch awning valance.



Various awning materials offer different colors and patterns. There are several to choose from: canvas, vinyl-coated canvas and acrilan, a synthetic material. Each varies in cost and relative durability.

## What to Do?

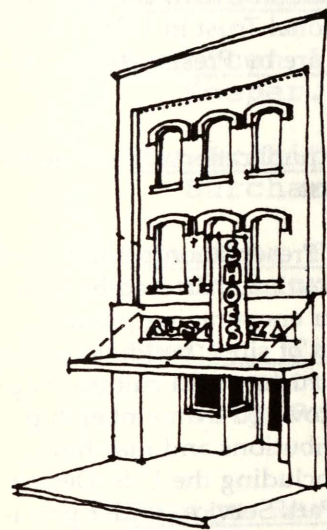
If you wish to improve your storefront, a good place to start is by finding old photographs of the building and studying how it originally looked. Determine what changes have been made and how they have affected the appearance of the facade. Investigate to see if the original storefront and facade elements have been covered over or removed. (Sometimes parts may have been removed and stored in the basement or on the upper floors.)

Depending on the condition of the building and the amount of money you have budgeted, there are three basic approaches you may want to consider.

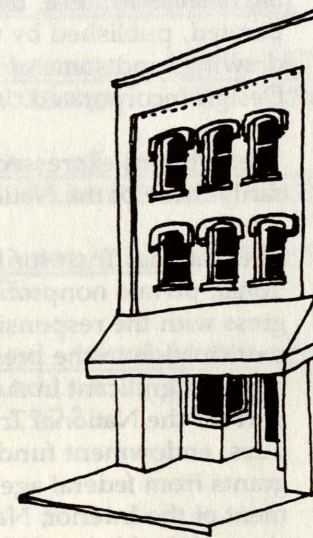
### Minimal Rehabilitation

This preservation approach to rehabilitation requires basic maintenance, necessary replacement (missing windows), removal of extraneous materials (over-sized signs, and tacked-on storefront coverings) and simple design improvements (properly proportioned sign, new paint scheme and new awning). Cosmetic treatments can help to unify the building by covering over a blocked down storefront with an awning or painting a contemporary storefront a dark receding color to minimize its effect.

## FACADE IMPROVEMENTS



EXISTING FACADE



MINIMAL  
REHABILITATION  
\$3-5,000



MAJOR RENOVATION  
\$8-15,000



RESTORATION  
\$10-20,000

### Major Renovation

This approach retains the existing original elements of the facade while using contemporary as well as traditional design and materials for replacement of inappropriate elements. For instance, when installing a new storefront any of these three alternatives would be appropriate: (1) a contemporary design constructed in wood or anodized aluminum; (2) a simplified version of a traditional storefront in wood or aluminum; or (3) a traditional period storefront constructed in wood. In all major renovations, care must be exercised to insure that the design of any improvement is understated so as not to compete with the overall character of the facade.

### Restoration

This approach requires that the facade be brought back to its original condition. It involves the exact duplication of the original storefront, detailing, color schemes and sign placement. If a building has undergone only minor alterations, restoration may be inexpensive and desirable.

In considering each of the above approaches, always remember to retain as much of the original facade as possible and to analyze carefully the effects of any improvement both to your building and to the streetscape.

## REAR ENTRANCES

As parking areas are developed behind stores, the backs of buildings are becoming more visually important. By improving the appearances and developing rear entrances, this back facade can serve for more than just deliveries. A rear entrance can provide direct customer access to your store from parking areas as well as improve circulation between the parking lots and the street.

In considering a rear entrance, think about some of these ideas:



- You may have to rearrange your display and storage area to handle the change in circulation.
- The rear facade should be clean and well-maintained. It should welcome customers, not threaten them.
- A small sign at the rear door should identify the store.

- An awning can be added for visual identification and convenience.
- Back windows can serve as secondary display windows.
- If there is enough sun, planter boxes might be added.
- Refuse containers should be hidden with a fence or simple enclosure.

## KEEPING UP APPEARANCES

These guidelines are not restoration guidelines. They are based on simplicity and quality of design, they are intended to help you make improvements that are appropriate to older commercial districts and can apply to most commercial buildings, both old and new.

You should consult your state historic preservation office and *The Secretary of the Interior's Standards for Rehabilitation* when considering a restoration or a project in which you intend to take the 25 percent investment tax credit for rehabilitating a certified historic structure.

These guidelines were prepared by B. Clarkson Schoettle, at the National Main Street Center, National Trust for Historic Preservation. This publication was made possible by a grant from the National Endowment for the Arts.

The guidelines were developed from the *Galesburg Building Improvement File*, by Preservation Urban Design Incorporated, published by the National Trust in 1978. The drawings and some of the text are by Preservation Urban Design Incorporated.

The opinions expressed in this publication are not necessarily those of the National Trust.

The National Trust for Historic Preservation is the only national, private nonprofit organization chartered by Congress with the responsibility for encouraging public participation in the preservation of sites, buildings and objects significant in American history and culture. Support for the National Trust is provided by membership dues, endowment funds, contributions and matching grants from federal agencies, including the U.S. Department of the Interior, National Park Service, under provisions of the National Historic Preservation Act of 1966. For information about membership in the National Trust, write Membership Department, National Trust for Historic Preservation, 1785 Massachusetts Avenue, N.W., Washington, D.C. 20036.

## APPENDIX 5

### SUGGESTED READINGS

#### General:

America's Forgotten Architecture. National Trust for Historic Preservation, Tony P. Wrenn and Elizabeth D. Mulloy. New York: Pantheon, 1976.

Lost America: From the Atlantic to the Mississippi. Constance M. Greiff, ed. Princeton: Pyne Press, 1971.

Preservation in American Towns and Cities. Nathan G. Weinberg. Boulder, Colorado: Westview Press, 1979.

#### Adaptive Use:

Buildings Reborn: New Uses, Old Places. Barbaralee Diamonstein. New York: Harper and Row, 1978.

Recycling Buildings: Renovations, Remodelings, Restorations, and Reuses. Elizabeth Kendall Thompson, ed. New York: Architectural Record Books, McGraw-Hill, 1977.

#### Architecture and Architectural History:

American Architecture, 1607-1976. Marcus Whiffen and Frederick Koeper. Cambridge: MIT Press, 1981.

The Architecture of America: A Social and Cultural History. John Burchard and Albert Bush-Brown. Boston: Little, Brown, 1961.

Building Early America. Charles E. Peterson, ed. Philadelphia: Chilton, 1976.

Space, Time and Architecture: The Growth of a New Tradition. Siegfried Giedion. 1941. 5th ed. Cambridge: Harvard University Press, 1972.

#### Design Review

Design Review in Historic Districts: A Handbook for Virginia Review Boards. Alice Meriwether Bowsher. Washington D.C.: Preservation Press, 1978.

These listings are from The Brown Book, (see Bibliography).

## APPENDIX 6

### Sources of Assistance

Certified Local Government Program  
c/o School of Environmental Design  
Caldwell Hall  
University of Georgia  
Athens, Georgia 30602

(404) 542-4731

Georgia State Historic Preservation Office  
Historic Preservation Section  
Georgia Department of Natural Resources  
205 Butler Street, SE, Suite 1462  
Atlanta, Georgia 30334

(404) 656-2840

Georgia Trust for Historic Preservation  
1516 Peachtree Street, N.W.  
Atlanta, Georgia 30309

(404) 881-9980

Institute of Community and Area Development  
300 Old College  
University of Georgia  
Athens, Georgia 30602

(404) 542-3350

National Trust for Historic Preservation  
1785 Massachusetts Avenue, N.W.  
Washington, D.C. 20036

(202) 673-4000

(Southern Regional Office)  
National Trust for Historic Preservation  
456 King Street  
Charleston, South Carolina 29403

(803) 724-4711

National Alliance of Preservation Commissions  
Suite 500  
1522 K Street, N.W.  
Washington, D.C. 20052

(202) 783-3363

Northeast Georgia Area Planning and Development Commission  
305 Research Drive  
Athens, Georgia 30601

(404) 548-3141

University of Georgia Historic Preservation Program  
School of Environmental Design  
609 Caldwell Hall  
University of Georgia  
Athens, Georgia 30602

(404) 542-4706



186 Lee Street

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Institute of Community and Area Development, 1975.

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Jefferson Historic Preservation Commission. Interview, March 2, 1987.

Smith, Juanita. The University of Georgia. Interview, March 6, 1987.



