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JASPER HISTORIC RESOURCE MANUAL

UNIVERSITY OF GEORGIA
SCHOOL OF ENVIRONMENTAL DESIGN
1996



Jasper Historic Resource Manual

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PURPOSE

The following report is a preservation study of the City of Jasper, Pickens County, Georgia. The study presents information on both present and potential preservation activity in Jasper. There are several purposes of this study.

- To document, through an intensive written and photographic survey, the historic resources in Jasper and outline any potential historic districts.

- To evaluate current developmental and economic factors, along with current preservation efforts, in order to determine how historic preservation can enhance the prosperity and historic integrity of the town of Jasper.

- To include a developmental history, which traces the economic, social and environmental history of Jasper, in order to establish the context and significance of Jasper's built environment.

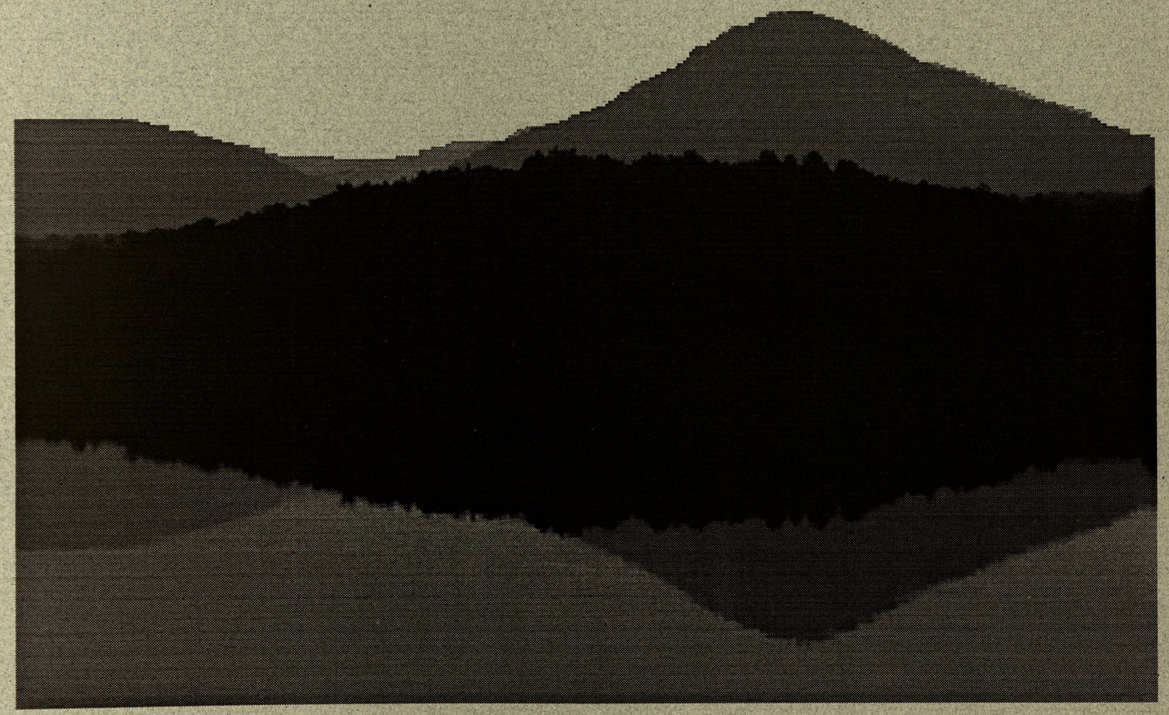
- To present recommendations for the present and future preservation of Jasper's historic resources, which together can protect the historic integrity of Jasper while encouraging economic viability and visual appeal.

EXECUTIVE SUMMARY

This study is a preservation study for the city of Jasper, Georgia, authorized by Mayor John Weaver the City Council in February, 1996. The study was conducted by a team of second-year graduate students from the University of Georgia's Master of Historic Preservation (MHP) enrolled in a historic preservation planning studio course. The focus of the study was to survey and inventory all the historic resources in Jasper, to prepare a developmental history of the city, and to record the existing physical conditions in a series of maps. The developmental forces, revealed by the city's history were analyzed to determine their impact of the city's resources in the past. The current physical conditions observed from the maps were analyzed to determine their effect on the condition and location of the resources. Last, the existing and projected governmental policies and plans of civic groups and local organization were analyzed for their preservation potential for the future.

This book summarizes the historic resources survey, the analyses of developmental forces from the past, existing physical conditions such as land use and transportation, and policies and plans which may effect the future of Jasper's historic resources. It addresses such issues as why preservation is important, the economic benefits of preservation, potential hazards to preservation efforts, tools to protect resources, and financial incentives for preservation. The study concludes with recommendations for community-wide preservation activities such as a heritage education program and a Main Street Program to benefit the individual citizens and the community.

INTRODUCTION



INTRODUCTION

Every year the graduate students of the University of Georgia's Masters of Historic Preservation Program conduct preservation studies in small communities in Georgia. Usually divided among three different communities, the second-year graduate students independently conduct a professional preservation study to be utilized by the towns for planning purposes and to increase preservation awareness in the area. This year the Georgia towns chosen were Jasper, Thomasville and four small communities in Sumter County. This preservation study of Jasper provides a thorough inventory of the historic resources within the incorporated city, along with recommendations intended to guide future preservation activity. The preservation study benefits Jasper by providing information to help guide future growth while also striving to protect its historic character. Additionally, the study provides an opportunity for the students to put to use the skills and strategies learned in school. With the hope that this study will serve as a catalyst for increased preservation awareness and appreciation of Jasper's historic resources, we present the Jasper Historic Resources Manual to the City of Jasper.

WHY HISTORIC PRESERVATION?

In the words of Dwight Young, Director of Planned Giving for the National Trust for Historic Preservation, preservation is really simple. It is "just having the good sense to hang onto something because it's good to look at, because it works, because it links us with a past that we need to remember" (Young 1991, 1). This is a basic way of explaining the significant role of historic preservation in enhancing communities. Preservation strives to protect and respect the historic resources of a community because it is the heritage of a place which gives a community its most cherished qualities.

Historic preservation is not just for places with prominent historical, political and cultural associations. Preservation is significant for all communities, even small ordinary ones. (Ordinary in the sense that these largely unknown places are the quiet hometowns for a majority of Americans.) They are not large, bustling cities with famous works of art and elaborate architectural treasures. They are often relatively quiet communities where generations have worked, lived, and grown together. However, the preservation of these ordinary communities is very important. Every community adds something special to the collective history of the American people. More significantly, the preservation of these ordinary places fills in the gaps of a national history which tends to highlight the big events, while neglecting the reality that the majority of our history is ordinary history.

In the small ways that people often fail to see, the preservation of historic resources makes life fuller and more meaningful. For example, a small downtown commerical district or square, full of pedestrians crossing the street and greeting one another, may be unremarkable for those who have grown up there. However, these are often the elements we think of when we experience a strong, positive sense of place, in contrast to the development of a commercial shopping strip on a highway skirting town. This type of development results in increased traffic, isolated stores between vast parking lots, a diminished sense of community and failing businesses in a deserted downtown. Towns can reject this scenario with sound planning and historic preservation efforts. Communities do have a say in how their towns develop through an organized planning effort, and historic preservation is part of this effort. The goal of preservation is not just to save buildings; rather, the goal of historic preservation is to enhance communities through the protection of historic resources, such as the preservation and revitalization of an historic downtown.

There are many benefits of preservation. Some of them are as follows:

• preservation, enhancement, and maintenance of existing urban amenities; too costly to replace once destroyed;

• the recycling, or adaptive re-use, of old buildings and neighborhoods for continued use and benefit;

• the maintenance, or enhancement of property values;

• the retention of the indigenous character and sense of time and place which provides identity to the community and its residents;

• enhancement of the aesthetic quality of the community and promotion of support for urban design standards;

• guidance of the orderly growth and development of the community (Waters, 1).

ECONOMIC BENEFITS OF PRESERVATION

There are many economic benefits of preservation. The following is an excerpt from "The Economic Impacts of Historic Preservation on Community Economics," thesis by Todd Cleveland, 1989, The University of Georgia.

Impacts closely related to the historic resource:

•increase in property value (residential and commerical)
•collection of property taxes
•strengthening of local tax base
•money spent on rehabilitation/restoration
•jobs generated by rehabilitation/restoration (construction industry,architectural, engine)

•building materials used in rehabilitation/restoration
•adaptive use
•revitalization of abandoned properties
•downtown facade improvements
•neighborhood revitalization
•building permits and permit fees

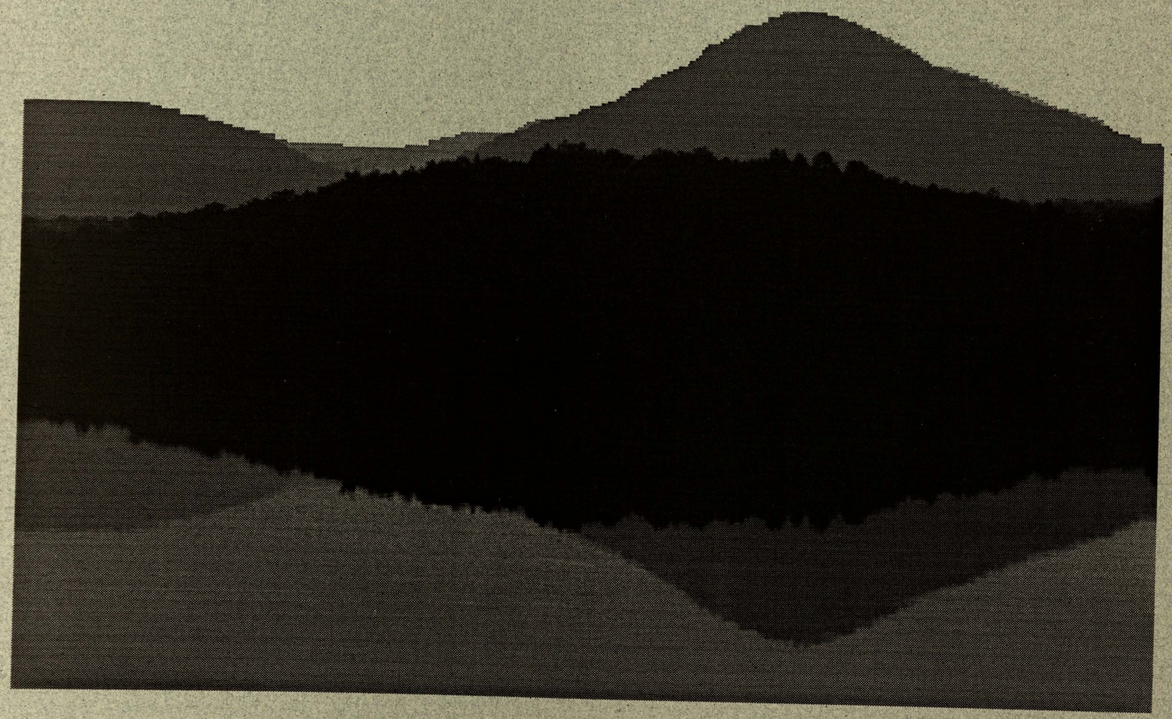
Impacts related to activities in or near the historic resource:

• downtown retail sales
• neighborhood retail sales
• collection of sales tax (including local option sales tax)
• increased rental rates
• business licenses and license fees
• money generated by visits to and/or activities in historic house museums, historic sites, preservation organization-owned properties, etc.
• activities of tourism-related bodies (chambers, welcome centers, tour companies, etc.)
• bed and breakfasts, restaurants
•employment (retail, service, entertainment, lodging, etc.)

Impacts less related to (but still dependent on) historic resources:

•activities of realtors, appraisers (employment, too)
•hotel/motel occupancy
•collection of motel/hotel taxes
•special events within historic areas or in celebration of historic resources
•attraction of business, industry, or special events due to historic resources.

METHODOLOGY



METHODOLOGY

PHASE 1: BACKGROUND AND FUNDING APPROVAL

Six team members comprised the Jasper Preservation Study Team, all second-year graduate students in the Master of Historic Preservation (MHP) Program at the University of Georgia. The preservation study was a required project for an MHP class entitled Preservation Planning which is intended to provide preservation students with hands-on experience in assisting communities in the protection of their historic resources. Jasper was chosen as a preservation study site for the UGA team after Regional Preservation Planner, Kevin McAuliffe, contacted the instructor of the class, Pratt Cassity. The City of Jasper, led by Mayor Johnny Weaver, agreed to sponsor the team, with support from the Marble Valley Historical Society. A contract and budget developed by the team to legalize their relationship with the City was approved at the February 5, 1996, City Council meeting. Tom Eubanks, local architect and MVHS member, served as the official contact and spokesperson for the team at the meeting. After an initial meeting with Marble Valley Historical Society members to discuss strategies, expectations and previous survey efforts, the Jasper team finalized its plans for an intensive historic resources survey to take place on February 6, 1996. Team members were Marcus Watson, Sheila Koehler, Michele Reich, Claudia Deviney, Jenny Buerkert and Diana Miles.

PHASE 2: PRELIMINARY RESEARCH AND WINDSHIELD SURVEY

While making contact with the sponsor and gaining funding approval, the team gathered basic research on the City of Jasper and environs. Tasks and research subjects were divided among the students. Utilizing the resources of the

newly constructed Pickens County Library, the Georgia Room at the University of Georgia, the Map Room in the Science Library of the University of Georgia and the repository at the Regional Development Center in Dalton, the team was able to construct a basic history and profile of the city before beginning any survey field work. Information was also gathered from interviews with various town officials and local citizens. The windshield survey, an initial assessment of the town's historic, cultural and visual resources, took place on January 6, 1996. The six team members split into two groups of three and drove every road within the incorporated limits of Jasper to determine the concentration and number of historic resources (over 50 years old) within the town. The information gathered from this initial survey also helped to design a strategy for the intensive historic resources survey to be done in a later phase of the project.

PHASE 3: PRELIMINARY RESEARCH

This phase consisted of continued research efforts, developing strategy for the intensive survey and designing a training and orientation program for first-year graduate students who would act as volunteers on the actual survey day. Subjects researched during this time included information for a developmental history of Jasper, community economic development, demographics, downtown improvements, planning and zoning practices and other pertinent preservation-related issues. Students gathered information from a variety of sources, including federal and state agencies, the city and county government, private consulting firms and previous planning studies.

PHASE 4: INTENSIVE SURVEY OF HISTORIC RESOURCES

The actual survey, which took place on February 6, 1996, was planned using city tax

maps in conjunction with the information gathered from the windshield survey. Splitting the town into four sections, the team broke into four groups with no more than four and no less than two members in each group. Each survey group utilized one volunteer first-year student. The groups spread out by car, filling out detailed survey forms on each historic building in their section (see survey form in Appendix). An individual picture was also taken of each resource to accompany the survey form. By both walking and driving, the survey teams covered the entire town of Jasper in a single day. The survey form, a modified version of the form used by the state of Georgia, enabled residential, commercial and industrial buildings to be documented. The information included on the form addressed the physical condition and character of the resource, including categories such as style or type, integrity, architectural details, materials and landscape features.

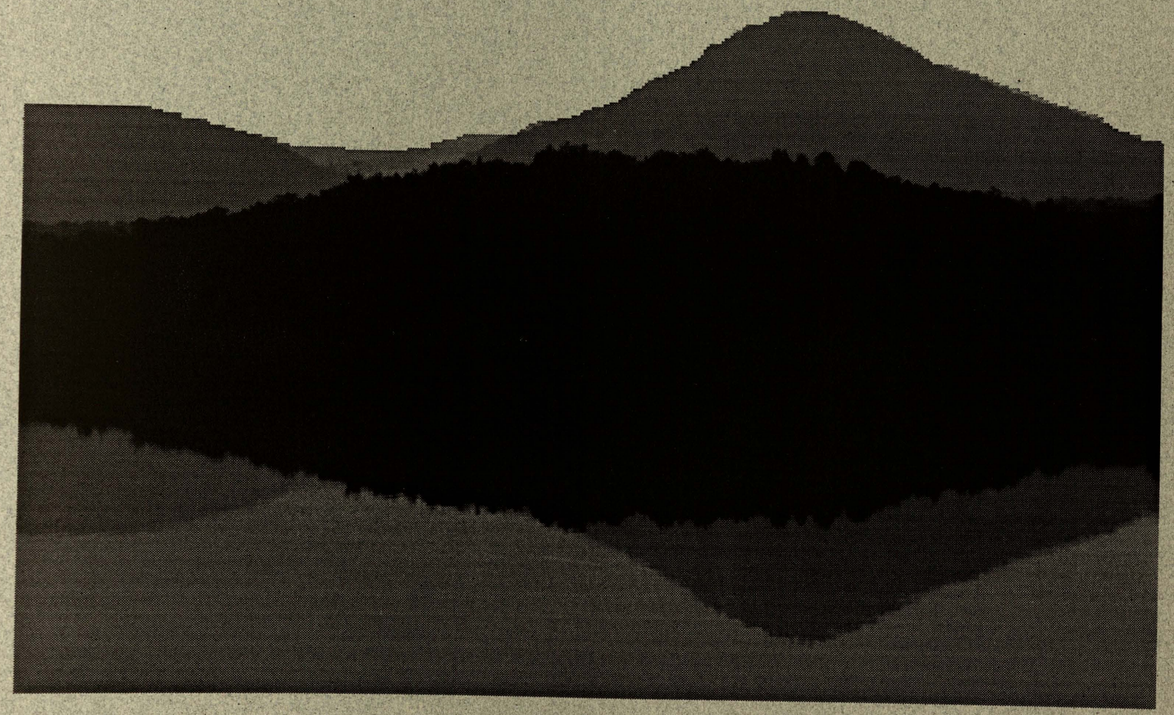
PHASE 5: ANALYSIS OF SURVEY DATA

After completing the survey, the information was analyzed to address a variety of characteristics important to historic buildings, such as age, concentration of buildings within a certain area, and architectural style or vernacular type. This information was then formatted into the graphic form of charts and maps, which together successfully expressed the written information in an easily understood visual format. The resulting survey data, together with community research, made possible the recommendations which would take place in a later phase.

PHASE 6: RECOMMENDATIONS

With completion the historic resource survey and the analysis of the results, the Jasper team developed a list of recommendations that the City of Jasper could implement both to protect its historic resources and to encourage economic vitality in the process.

DEVELOPMENTAL HISTORY

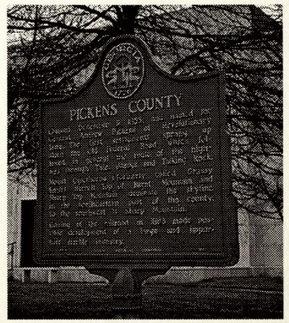


DEVELOPMENTAL HISTORY

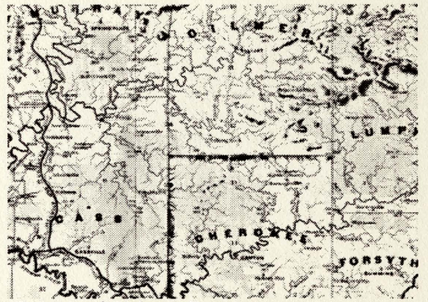
GEOGRAPHY

The town of Jasper is located in the north central section of Pickens County, 65 miles north of Atlanta, and serves as the county seat. The town rests on a plateau between two ranges of the Georgia Blue Ridge Mountains. This location provides excellent views from the downtown area into the surrounding mountains and valleys.

As one moves eastward, the geology of the county shifts from a very hard limestone in the west to broken shale and finally into an agricultural soil in the eastern section. The county is marked by severe changes in altitude. Although no rivers are found within its boundaries, the county contains many small streams. Lands between the towns of Tate and Nelson are the site of the world's largest marble deposits. These marble deposits were discovered by Henry Fitzsimmons in 1820. This great ridge of pure stone, located in the Long Swamp Valley, is five miles in length, and in some areas, 2000 feet deep.



An imaginary line drawn roughly through the center of the county would also denote that place where the Appalachian Mountains change to the hills of the Piedmont. This line marks the northern limit where cotton can be successfully grown. Finally, the line marks a transition zone where two very different cultures, that of the small Appalachian farmer and that of the Piedmont planter, met and molded a new and unique culture. With a geography as dynamic as that of Pickens county, there is an obvious impact upon the economic, cultural and political development of the area.



Origins of Pickens County

HISTORICAL OVERVIEW

Archaeological studies have shown this area to have been inhabited for at least a millennium. By 1755 the displaced Cherokees from the Carolinas had driven the Creek Indians from the North Georgia Mountains and remained there themselves for another 80 years. The unending surge of white settlers into Georgia would eventually push the Cherokees even further from their homeland to the reservations of Oklahoma. This infamous forced departure is known as the "Trail of Tears."

White advances into the Cherokee Nation began as early as 1805, when agreements were signed for the building of a state road through the Cherokee lands. The Old Federal Road, as it was called, began at Flowery Branch in Hall County, Georgia and was carefully surveyed across the mountains of the state to the Tennessee line. The road was maintained by the Cherokees, who constructed and operated taverns scattered along the route. Much of the road was little more than a path which wandered across thousands of largely uninhabited acres. Few were courageous enough to venture far from its boundaries. The highway played a major role in opening these lands to settlement and to the establishment of the town of Jasper. Today route 53 , between Tate and Jasper, follows the Old Federal Highway. More of this old road exits in Pickens County than any other North Georgia region.

By 1829 efforts to remove the Cherokee Nation from lands which would later become present day Pickens County had already begun. The Indian lands were divided into land lots and given away in the notorious lottery of 1832. The plan had been to populate the area with white settlers. However, most of the lottery winners sold their lots to land speculators. TheCherokees had been removed by 1838 but

Northwest Georgia remained sparsely populated for years.

Pickens County was formed in 1853 from lands belonging to Gilmer and Cherokee counties. By 1856, a central location along the Old Federal Highway was chosen as the site for Jasper, the new county seat. The first court was held under an oak tree within the city limits. A court house was erected between the years of 1853 and 1860. The county continued to be sparsely populated well into the years preceding the Civil War. Jasper consisted of little more than a jail and courthouse surrounded by an assortment of log cabins. The census of 1860 shows only one man, Samuel Tate, as owning enough slaves to have been considered a planter. The majority of the population consisted of small farmers and their families.

As mentioned previously, the area provided a transitional zone for two very different cultures. It was the northern boundary of "King Cotton" and the planter culture and also the southern boundary of the small farmer of the Appalachian Mountain region. These small farmers were much less dependent upon northern goods and prices than their fellow Georgians of the Piedmont and Coastal Cotton Belt. Many had been forced from their homes in Virginia and the Carolinas because they could not compete against the wealthy planters and their large forces of slave labor. Many feared that slavery might in time be extended to include them. Few held sympathy for the South Carolina cry for secession. These feelings produced an absence of unified support for the movement to secede from the Union and explains the mixed political fervor of the times. Little remains to document the lives of Pickens County citizens who supported the Union, but we do know that the state of Georgia defeated two South Carolina attempts to secede. James Simmons of Pickens was among six delegates to the Georgia Convention who steadfastly refused

to vote for secession, even as a sign of unity. The Union flag continued to fly above the Jasper courthouse for a period time after the rest of the state had seceded from the Union.

Adding to the political instability of the area was an extremely unpopular draft law. Many poor mountain families were left to starve as their men were conscripted into the Confederate Army while wealthy planters were excluded from service in order to supervise the slave population. As the war progressed, the rate of desertions rose and food shortages increased. Mountain areas of North Georgia became a popular refuge for Confederate deserters intent upon returning to their families. The county residents were intermittently plagued by roving bands of deserters and "Home Guard" groups who used the protection of the army to plunder any citizen. The flag above the courthouse at Jasper changed from Union to Confederate and back again many times. General Sherman and his troops eventually restored order to the area after pleas from the local citizens for protection. It is interesting to note that after the war and well into the twentieth century, many Pickens County politicians chose to run as independents rather than ally themselves with either political party.

HISTORY AND DEVELOPMENT OF TRANSPORTATION ROUTES

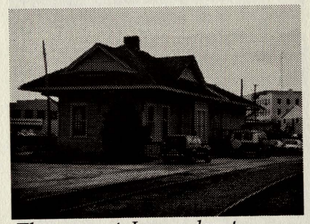
The presence of transportation routes has played an extremely important part in the history and development of Jasper. It was agreed by all concerned that the new county seat should be situated along the Old Federal Highway, which was the major transportation route of the time; but it took an election to choose the site which would become the town of Jasper. This new town served as the principle trading and governmental center for the county.

The construction of railroad lines into the North Georgia Mountains began in 1878. The Marietta and North Georgia Railroad was organized and largely financed by North Georgia citizens in an attempt to open new markets for the natural resources and products of the area. By September of 1883, rail service had reached Pickens County and Jasper. The first depot was constructed near the present day Woodbridge Inn but was later destroyed. It was then replaced in 1905 by the current depot which has recently been restored and is occupied by the County Extension Service. It is one of several historic depots situated between Marietta, Georgia and the Tennessee state line.

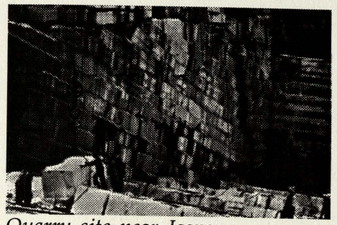
HISTORY AND DEVELOPMENT OF ECONOMIC FACTORS

The economic development of Jasper cannot be discussed without including information concerning Pickens County as a whole. An early picture of industry in the area is seen through the letters of Farish Carter Tate to his kinsman Farish Carter. As the new year began in the winter of 1855, the people of Pickens County were just recovering from a scarlet fever epidemic, a two inch snow had fallen and Samuel Tate, father of Farish Tate, was planing a new corn mill. From the mid to late 1800s, almost every type of grist mill could be found on the numerous streams of Pickens County. Construction of a railroad into the county provided an economic boost to this early industry and provided new markets for produce.

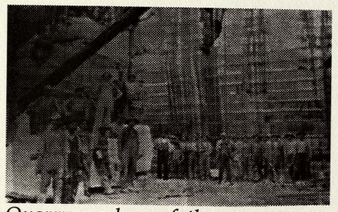
The presence of a depot within the community of Jasper made it a center for this burgeoning commercialism. In the late 1800s, seven cotton gins could be counted in Pickens County alone. King Cotton made its appearance in the area as lands suitable for its growth were planted. The railroad had made transportation of the cumbersome cotton bails an easy task.



The current Jasper depot.



Quarry site near Jasper.



Quarry workers of the area.

The railroad also opened the door to a new industry. Although the Indians had made use of marble for centuries and Henry Fitzsimmons had quarried it for local use; it was not until the coming of the railroad that marble could be easily transported from the area. By the early 1900s, under the direction of Sam Tate and the Georgia Marble Company marble production was in full operation and was being transported throughout the country. Although marble was never quarried in Jasper, the nearby industry provided economic opportunities for Jasper merchants and businessmen.

From the early days of the Cherokee taverns, the tourist industry has had a presence in the county. By 1880, the train carried tourists into Jasper to view the majestic scenery and to dine at Ed Lennings' hotel (now the Woodbridge Inn).

Visitors to the area in the early 1920s could visit the mountain resort known as Tate Mountain Estates. The resort included an 18-hole golf course, a manmade lake and an inn of log construction known as Connahaynee Lodge. It proved to be the first of resort communities like Big Canoe and Bent Tree in the county.

By the 1930s, Jasper had proven itself to be the commercial center of Pickens County. It supported successful Chevrolet and Ford dealerships, drug stores and general merchandise stores. It was a distribution point for Standard Oil products in this section of the state. The Georgia Power Company maintained an office and salesroom in the town as well. Industry included a harness shop, a shoe shop, alumber mill and a marble plant which produced monuments. Farm products at the time included cotton, corn, wheat, oats, rye, hay, potatoes, cabbage, apples and peaches.

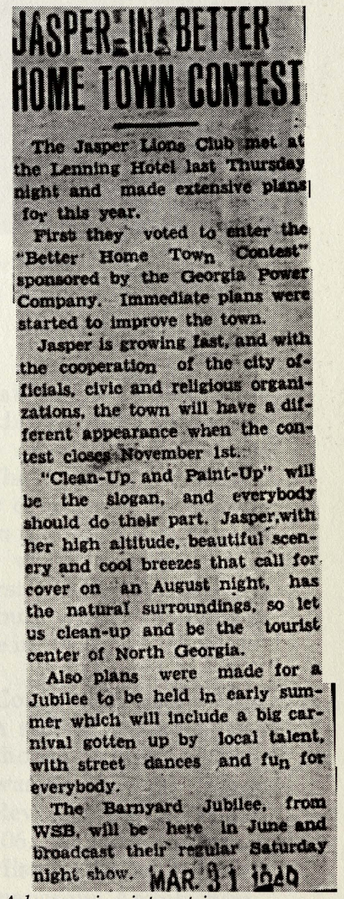
The population in Jasper in 1953 was 1,380 residents. The poultry industry had been added to the county's list of commercial endeavors.

New industries within the town of Jasper now included the Royal Crown Bottling Company, the Nunally-McCrea Company which made work clothes and dungarees and the Jasper Rubber Company which produced a variety of rubber goods.

HISTORY OF PLANNING AND BEAUTIFICATION EFFORTS

As new industries and businesses began building in the area, Jasper residents showed an early interest in land use planning. As early as 1940, Jasper residents showed an interest in the visual qualities of their town. A 1940 land use plan was recommended by the Community and County Land Use Planing Committee. It divided the county into 23 land use areas after conducting a study which included the following factors : soils, slope of land, condition of soils, amount of erosion, land use problems, type of farm, size of farm and opportunities for non-farm work. In that same year, the town of Jasper entered a " Better Home Town Contest". Many of the activities included the beautification of the downtown commercial district and have been documented by the "Jasper Georgia First Mountain City" scrapbook compiled by James Hugh Bryant.

The Georgia Planning Act of 1989 requires each local government to assess its current situation in areas such as population, economic base, natural and historic resources, community facilities, housing and land use patterns. The governments are then asked to assess future needs and to set goals and policies to meet predicted needs and accommodate planned changes. The comprehensive plan therefore acts as a guide for long range growth. In addition to guiding growth, the plan guides the revision of environmental quality and resource protection regulations and the design of future regulations to meet state and federal standards.



JASPER IN BETTER HOME TOWN CONTEST

The Jasper Lions Club met at the Lenning Hotel last Thursday night and made extensive plans for this year.

First they voted to enter the "Better Home Town Contest" sponsored by the Georgia Power Company. Immediate plans were started to improve the town.

Jasper is growing fast, and with the cooperation of the city officials, civic and religious organizations, the town will have a different appearance when the contest closes November 1st.

"Clean-Up and Paint-Up" will be the slogan, and everybody should do their part. Jasper, with her high altitude, beautiful scenery and cool breezes that call for cover on an August night, has the natural surroundings, so let us clean-up and be the tourist center of North Georgia.

Also plans were made for a Jubilee to be held in early summer which will include a big carnival gotten up by local talent, with street dances and fun for everybody.

The Barnyard Jubilee, from WSB, will be here in June and broadcast their regular Saturday night show.

MAR 31 1949

A burgeoning interest in beautification–A news clipping from 1949.

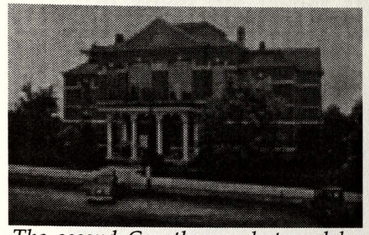
In 1991 a task force was assembled to study several county wide planning issues. This task force expanded to become the Comprehensive Plan Advisory Committee, which conducted workshops on the various plan elements. The policy document produced served as a starting point for the comprehensive plan. From the policies developed, the North Georgia Regional Development Center Staff and the local governments developed future land use maps and five-year work programs. Two public meetings were held, the first to present the plan for public comment, the second to present the revised document. After further reviews to consider effects and ensure compliance with the Georgia Planning Act, the final document was adopted by Jasper in 1993.

The most recent study conducted for the town was for the development of a downtown improvement plan. The Jaeger Company conducted a survey in 1994 and prepared a report with suggestions for the business district. Major recommendations included changes in the streetscape, such as new lighting and tree planting, as well as plans for parking alternatives and the re-routing of Spring Street. Of interest to this study is the Historic Buildings Analysis which examines how the modification of the commercial facades has affected the integrity of many historic buildings in the downtown.

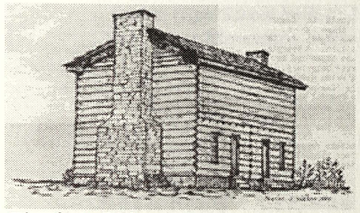
ARCHITECTURAL HISTORY

Townscape

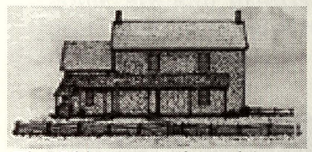
The visual changes which occur within a business district are often hard to recognize in the present tense. It sometimes requires a look to the past in order to comprehend this gradual evolution. Many elements, both natural and manmade, combine to create these changes. Important features such as shade trees or street furniture may gradually disappear. In most



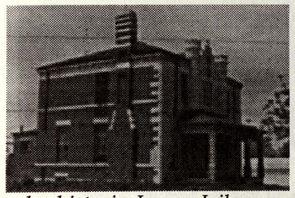
The second Courthouse, destroyed by fire in 1947.



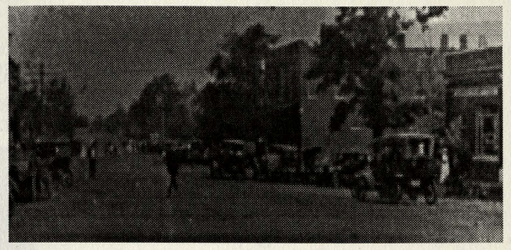
The first Pickens County jail. Burned down during the Civil War.



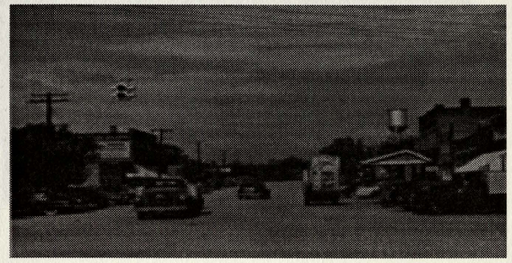
The Old Stone Jail stood in Jasper until it was demolished in the 1960's



The historic Jasper Jail, now on the National Register of Historic Buildings.



Street scene 1920's



Paving the way for the automobile. Street scene 1949.

Public Buildings

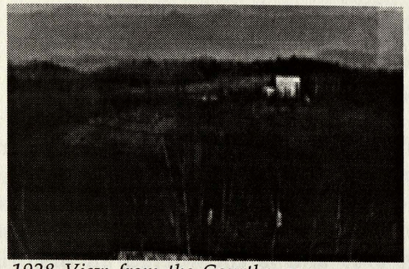
From the stately oak where the first court was held to the present-day marble courthouse, citizens of Jasper have enjoyed a history of impressive buildings. The current courthouse was built in 1949 and is considered an historic resource by the state even though it is not yet 50 years old. Although no visual documentation was discovered for the first, the photo, above left shows the second courthouse which was built in 1888 and destroyed by fire in 1947.

The first Pickens County jail was burned during the Civil War. A second stone jail was built behind the courthouse remainingthere until the 1960s when it was demolished. These sketches were done by Rev. Charles O. Walker. The third jail, built in 1906, has been placed on the National Register of Historic Places and is an example of Victorian Romanesque Architecture.

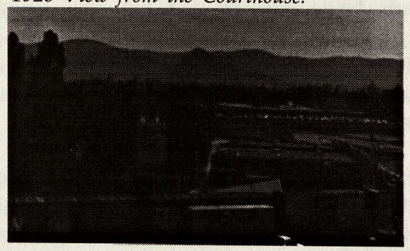
cases these changes are imperceptible individually, but added together, over a period of time, they greatly affect the character of the streetscape. The following photographs document the changes which have occurred in downtown Jasper. The scenes also depict how streets have changed in order to accommodate the automobile.



1899 View from the Courthouse, note the technical school and railroad yard.

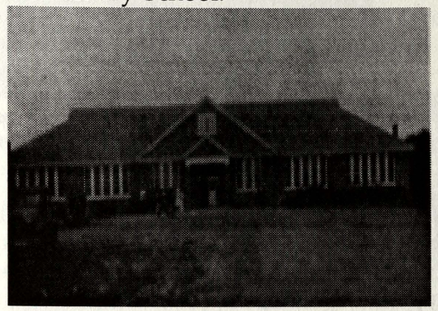


1928 View from the Courthouse.



1995View from the Courthouse, note technical school and railroad yard

Kirby Academy, built in 1907, was Jasper's first high school. It was demolished in 1926 when the Jasper High School was built. Today, the 1926 high school serves as the Jasper Elementary School.



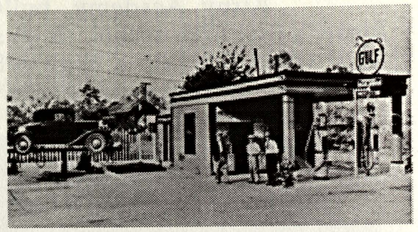
Jasper High School built in 1926 now serves as the Jasper Elementary School.

Downtown

The downtown business district has experienced various commercial styles throughout its history. Seen below are examples of buildings which served the community. Some are still in existence while others have been demolished and replaced by parking lots or new construction.



Known locally as the Corner Store, this building has a marble facade and was built c.1915.

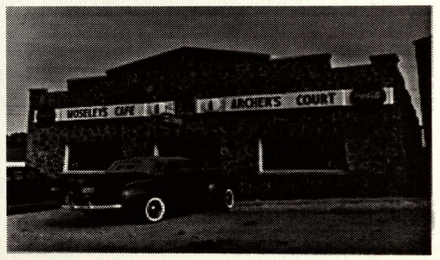


Although no longer in existence, the Supreme Station built in 1928 was North Georgia's first full service gas station.

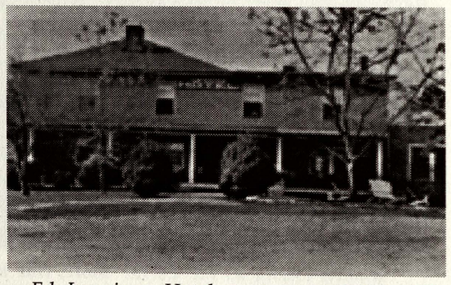
The Archer Court, built in 1938, can be seen on Church Street. Although this architectural style was common for the time, few examples of these tourist courts are still in existence. Originally this court consisted of one-story accomodations for weary travellers. Currently, the structure consists of two-story accomodations for those planning an extended stay.

CAFE NOW OPEN
In Archer Tourist Court
New Building, Modern Equipment,
Good Food, Courteous Service
CHARLEY MOSLEY, Cafe Mgr.
MAR 11 1949

The opening of Archer Court as advertised in a newsclipping from 1949.



Archer Court built in 1938



Ed Lennings Hotel as seen in 1940. The hotel has been in existence since 1880 and is currently known as the Woodbridge Inn.

Residences

Log construction was first in terms of architectural history with regard to residential structures. Access to the region's forested areas and woodlands were facilitators of this early settlement, log construction.



Example of log construction that would have been common in Jasper and Pickens County c. 1836-1890.

Architecture progressed from log construction to more sophisticated styles. This sketch of the Simmons Home is an example of those typically scattered throughout the county c.1836.



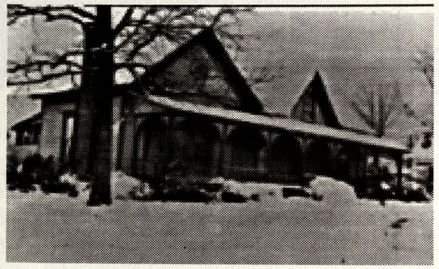
Simmons House, Jasper

Around the turn of the century when transportation improved and commercial ventures increased, the people of Jasper were no longer content with simple frame or log homes. More extensive homes with elaborate decorative elements were constructed during this period. Although many have been demolished or destroyed, several remain and can be viewed on downtown streets.

"As the examples prove, Jasper has a rich architectural heritage worthy of preservation"– Michele Reich, graduate student University of Georgia, Historic Preservation Program.



Kissie Thompson House



The Brady House -Folk Victorian

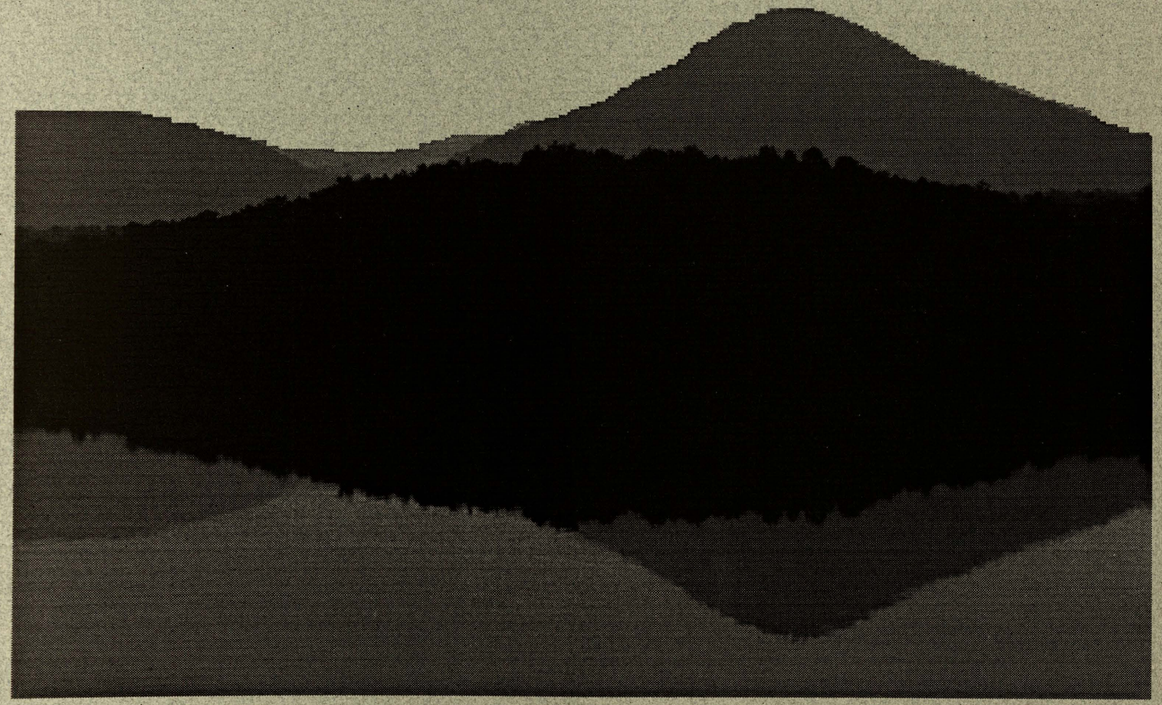


The Roper House - Craftsman



This photo shows an example of English Vernacular and which was being built c. 1949.

CURRENT CONDITIONS



CURRENT CONDITIONS

The Joint Comprehensive Plan for Pickens County, Jasper, Nelson, and Talking Rock contains information on community development factors such as demographics, natural resources, land use, economic development, housing, government and recreational facilities. The comprehensive plan is the county's means of identifying changes occurring in the county and devising ways of meeting its future needs as indicated by the trends of change. This preservation study utilizes the information taken from the plan and summarizes it below, along with information from two additional sources, "Snapshots of Georgia: Pickens County" and "Pickens County Community Health Profile," as a foundation from which to build a preservation plan which will meet the needs of the historic resources in the county.

DEVELOPMENTAL FACTORS

Demographics

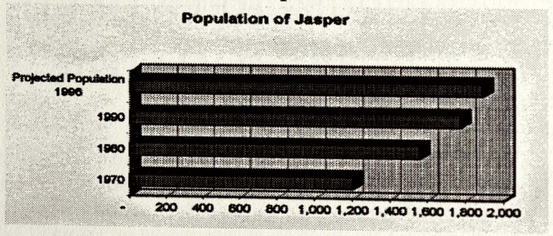
Population

Jasper, Georgia, the county seat of Pickens County, is located in the scenic foothills of the Blue Ridge Mountains in North Georgia. Jasper is the largest incorporated city in Pickens County and contains approximately ten percent of its total population.

The majority of the population of Pickens County lives outside the three cities. Most of the steady growth in the county has occurred in the mountains in the eastern part of the county, where there has been a boom in second homes and retirement housing. While this trend is expected to continue, Jasper also has experienced positive population growth over the past 25 years and is expected to continue to do so. Jasper comprises approximately 1,900 of the county's

16,000 residents. While the county population is almost 98 percent white and 1.6 percent African-American, Jasper is approximately 90 percent white and 10 percent African-American. The higher minority population is partially due to the settlement of African-American workers employed in the marble mines in the past. A rise in the Hispanic population of the county is expected due to the expansion of the sunbelt labor market.

The median age in the county was 34.4 in 1990, while in Jasper the median age was 36.5. The 65 and over age group is expected to be the fastest growing age group over the next twenty years. This will affect transportation, senior day care, housing and health facilities, all of which will require expansion and improvements. Finally, there are over 5,600 households in the county with an average of 2.63 persons per household. This figure is lower in Jasper, 2.38 and dropping, as senior citizens relocate there for the available municipal services.

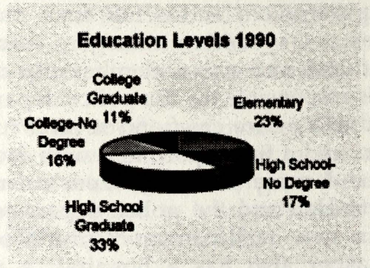


Source: The Joint Comprehensive Plan for Pickens County, Jasper, Nelson, and Talking Rock

Education

In 1990, 60 percent of the population of Jasper over age 25 were high school graduates, with 16.6 percent of the population also having attended college and 11 percent having been graduated. These numbers show a significant increase over the 1980 figures in which 56.8 percent of the population had not received a high school diploma. This increase is attributed to the inmigration of residents with higher

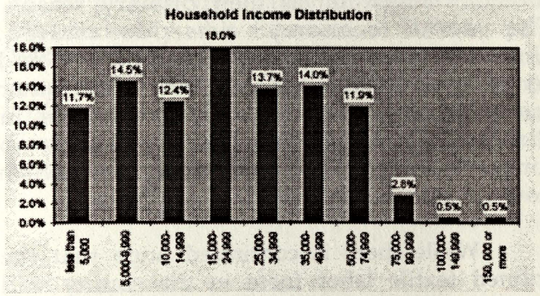
levels of education and to the Pickens County school system's efforts to encourage student achievement.



Source: The Joint Comprehensive Plan for Pickens County, Jasper, Nelson, and Talking Rock

Income

In 1989, Jasper's median household and per capita incomes were $19,967 and $11,754 respectively. These were lower than the state median household income ($29,021) and per capita income ($13,631). Some of the difference between the state and Jasper median household incomes can be accounted for by the rise in single person households, mostly elderly residents on fixed incomes. 57% of Jasper's households earned less than $25,000 a year.



Source: The Joint Comprehensive Plan for Pickens County, Jasper, Nelson, and Talking Rock

Government

Pickens County has a sole commissioner form of government and a full time manager. Jasper has a mayor/city manager, who is an elected official, and a five member city council. The city is responsible for the police department, composed of a police chief and several full time patrolmen, and a fire department with four paid firemen and more than a dozen volunteers. Jasper City Hall and the police department are located in new facilities on Burnt Mountain Road. Jasper also has a hospital, a private nursing home and has emergency medical services provided by West Georgia Ambulance Service.

Economic Development

Economic Base

In 1980 Pickens County's economy was dominated by manufacturing, with 37% of employees working in that sector. During the ensuing decade however, the two largest manufacturing firms, Lee Apparel Company, Inc. and Pickens Footwear, closed. Both cited foreign competition as their primary reason. The local economy was devastated. Unemployment rose to 12.3% in 1989 and remained as high as 10% in 1990. While other manufacturing firms have opened plants in Pickens County since then, the economy is no longer dominated by manufacturing, which now accounts for only 15.4% of employees.

While there is continued hope that the trained textile labor force in the county will attract more companies to the area, the economy has begun to readjust. One effort at helping re-balance the local economy is the retraining program at Pickens Technical Institute. Local government now employs the largest percentage of workers in the county at 18.8%, while federal and state government employees represent

another 4.1% of the work force. Other sectors which have seen significant increases include retail trade, wholesale trade and services. Pickens County has also seen a significant increase in the number of residents self-employed in non-farm related work.

While total employment has risen and fallen over recent years due to the changes in the manufacturing sector, growth during this decade is expected to be steady, with an overall gain of 76% by the year 2015.

Labor Force

Pickens County ranked below state and national averages in "white-collar" categories such as administration/managerial, professional specialty and administrative support. This is most likely a result of the dominance held by the manufacturing sector until 1989. Pickens County was on par with the state and national averages in the makeup of its labor force. Of the 11,281 people aged 16 and over in Pickens County, 7,376 or 65.4% were in the labor force. 367 or 5% of the labor force were unemployed, which compares favorably with the state figure of 5.7% and the national figure of 6.3%. Unfortunately, this rate rose to 9.3% in July, 1992, as Carter Jasper Company laid off workers preparatory to closing for a second time. Of the 7,009 people employed and living in Pickens County, 3,922 were employed in the county in 1990, while 2,539 commuted out.

Workforce Distribution, 1991

Occupation	% of Workforce Employed
Agriculture/Forestry/Fishing	.2%
Mining	9.1%
Construction	5.8%
Manufacturing	15.4%
Transportation and Public Utilities	6.1%
Wholesale Trade	4.7%
Retail Trade	16.9%
Finance/Insurance/Real Estate	6.6%
Services	12.2%
Federal Government	1.0%
State Government	3.1%
Local Government	18.8%

Source: The Joint Comprehensive Plan for Pickens County, Jasper, Nelson, and Talking Rock

Resources and Activities

As the plant closings were announced in 1988-89, a major effort was initiated by local leaders to recruit new industry. As part of that effort, the Pickens County Industrial Park is being expanded and Pickens County Technical Institute created a training course for welding in order to provide employment opportunities for dislocated manufacturing employees at a new company in Cherokee County. Further employment opportunities arose from the completion of the Cherokee County Industrial Park. The County also worked on its economic development strategy and has formed closer ties with state agencies and other economic development organizations.

The Pickens County Chamber of Commerce and the Industrial Development Authority (IDA) handle business recruitment for the county. The IDA owns and manages the Pickens County Industrial Park, located in Jasper. Pickens Technical Institute, which is a post-secondary vocational-technical school, offers 17 programs in four areas: business and computer, health occupations, technical and skilled trades. Other courses offered at the Institute are aimed at company-required courses for employees and at preparing people to join the workforce.

Jasper owns and manages a 100-acre industrial park, most of which is unsuitable for development due to terrain problems. Several of the major employers in the county are located in Jasper, while the downtown area contains restaurants, retail stores, banks and a variety of services.

Unique Economic Activities

Pickens County's biggest asset is one of its greatest natural resources: marble. Pickens County marble is a large crystalline marble which varies in color from white to gray to pink. The marble quarried is used for a variety of products, from dimension stone used in monuments and structures to marble crushed and ground into powder for use in landscaping, agricultural limestone, roofing and filler products.

Marble is the also the reason for Jasper's major tourist event of the year: the Marble Festival, held each October. Tours of the quarries are offered only at this time. Other festival activities include the requisite parade, arts and crafts exhibits along with mountain music and cloggers, a horse show, a theatrical production, a road race, a golf tournament, and guided tours of historic sites.

Climate, Topography, and Geology

Pickens County has a temperate climate. Spring and fall temperatures range from 55 to 80 degrees farenheit. Winter temperatures fall below freezing only a few days out of the season, while in the summer temperatures rarely exceed 98. The average rainfall is between 48 and 54 inches per year, with winter being the wettest season.

The county, which is 241 square miles, lies within three major physiographic and geologic provinces: the Piedmont, the Blue Ridge Mountain area and the Ridge and Valley area. Jasper, elevation 1,933 feet, lies within the Blue Ridge Mountain area, which is characterized by rugged, steep terrain, with small rough-surfaced plateaus, narrow winding valleys and mountain streams. The rocks found in Pickens county are primarily metamorphic: shales, schists, quartzite, gneiss and phyllites. Mineral deposits in the area include kyanite, granite, feldspar, mica and, of course, marble.

Soil and Slope Information

The soils of the area, which are divided into eight soil associations, vary from moderately deep to shallow soils on sloping uplands, with adequate to poor draining properties. Erosion is a problem in certain areas of the county which have a combination of shallow soils and steep terrain. Of the eight soil associations, six impose severe limitations on the use of residential-sewer and light industry. Jasper falls in the Hayesville-Madison association, which imposes only slight limitations on residential sewer and moderate limitations in the other three categories: residential-septic, light industry and agriculture. This makes it the second most attractive area for all kinds of development, next to the Wickham

Masada-Hiwassee association which imposes slight limitations on all uses except light industry, for which it imposes moderate limitations.

Significant and Rare Wildlife and Vegetation

Common wildlife mammals found in the county includes rabbits, squirrels, deer, raccoon, opossum, muskrat, beaver, mink, fox and bat. Doves, quail and waterfowl are the most common game birds in Pickens County, while other types of birds found in the area include hawks, owls, crows, and many types of song birds. Some rare but unprotected animals are also found in Pickens County, such as the silverstripe shiner, the riffle minnow, the coosa darter, the greenbreast darter and the eastern woodrat. Rare plants in the area include Pink Ladyslippers, Yellow Ladyslippers, and Piedmont Barren Strawberries. Finally, most lakes and streams in the county are home to largemouth bass, sunfish and catfish. Some streams are protected under the Georgia Erosion and Sedimentation Act as Trout Stream Protection Areas. These are considered vulnerable due to the effects of soil erosion and pollutant discharge from forestry and agricultural practices.

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Agricultural and Forest Land

As early as 1940, Pickens County had developed a land use plan based on what areas were suitable for farming. Agricultural pursuits over time have included corn, hay, poultry, cattle and timber. In 1978, the Soil Conservation Service (SCS) mapped out the county according to which areas were most suitable for agricultural purposes. The SCS noted 6,823 acres of prime farmland, with 21,298 acres considered to be of state-wide importance. The North Georgia Regional Development Center performed a land use survey in 1992 which

indicated that about 9,000 acres of land were being used as pasture or cropland. This is a further decrease from the already shrinking 17,858 acres reported by the U.S. Department of Commerce in the 1980s. This situation is commonly aggravated by land values being inflated by residential development demand.

Forestry is the largest natural resource in Pickens County. Nearly 120,000 acres of Pickens County's total land area was forest in 1989, and approximately 43% of that land was in some phase of timber production. This actually represents a decline in the number of acres in timber production from 1983. Most of the decline was due to land being returned to an undeveloped state.

Water Resources

Most bodies of water in Pickens County are manmade reservoirs, while the predominant streams are mainly tributaries with slower flow rates. Since there is little surface water, groundwater supplies most of the county's drinking water, with the exception of Jasper, which has a water intake on Cove Creek.

Water resources identified in Pickens County include water supply watersheds, ground water recharge areas, wetlands, and flood plains. While there are federal and state laws designed to protect these resources from destruction, pollution and sedimentation, there are no local laws and the county lacks the ability to enforce the environmental standards required by the state and federal laws. While none of these resources are in Jasper, their quality necessarily affects the quality of the water and therefore the quality of life in the entire county.

Recreation and Park Land

Jasper maintains two parks. The first, across from the high school on highway 53 includes a paved parking lot, a grassy area, a walking trail, a gazebo and a community building. The second park, at the intersection of Burnt Mountain Road and Pioneer Road, has tennis courts and other facilities. The city maintains a schedule for use of this park.

Housing

Between 1970 and 1990, residential development increased steadily. The two largest projects are Bent Tree and Big Canoe, which are private resort communities catering to seasonal residents and retirees. Single family development within the city limits of Jasper accounted for 26% of its added housing stock during the 1980s. Jasper is currently the only area in Pickens County which has land allotted for multi-family development, much of which will serve the growing elderly population who are attracted to the city by its public facilities and services. The older houses in Jasper and across the county are often victims of abandonment, some because they lack fully adequate facilities, measured by a full kitchen and full plumbing. Jasper also loses some of its housing stock to replacement and new construction as it grows.

In 1990, Jasper contained 157 owner occupied units and 336 renter occupied units and had a vacancy rate of 6%. Home ownership in Jasper was 51% in 1990, compared to 96% in Nelson and 92% in Talking Rock. This can be attributed to the higher number of rental units and public housing within Jasper. There are 152 public housing units in Jasper; there is no indicated need for and therefore no current plans for expansion. Finally, the median value of a house in Jasper in 1990 was $64,700, which can be attributed to its stock of newer houses.

Jasper's need for a variety of housing types is expected to grow. Jasper is already in the process of expanding its city limits to accommodate this need and expand its public services base. Jasper's commercial sector is also expected to grow. The downtown commercial buildings should be sensitively restored in order to attract and retain businesses.

Jasper Housing Units By Type

Unit Types	1980	1990
Total	647	796
Single-Family	406	511
Multi-Family	209	236
Mobile Homes	32	49

Source: The Joint Comprehensive Plan for Pickens County, Jasper, Nelson, and Talking Rock

LAND USE

Current and Future Land Use

Jasper consists of 1,622 acres, 1,103 of which are developed. Of those 1,103 acres, 515 or 47% represent single family land use. All eight land use categories identified in the comprehensive plan are present in Jasper, including residential, industrial, commercial, agricultural, institutional, recreational and transportation. Jasper has become urbanized more rapidly due to its accessibility and water and sewer service. It is expected to continue to have development within its limits, but it should be able to control the pattern of development by controlling the sewer expansion.

Commercial land use will continue to follow Highway 53 through Jasper, but will expand slightly to the north and south. Nearly all of the vacant and undeveloped land in the southern part of the city will be used for single-family residences in the future, while the undeveloped land in the northern area of the city will be used for single-family residences, multi-family residences, parks and recreation, and industry. Almost all of the acres currently devoted to agriculture/industry (located in the southwest of the city) will be converted to single-family residential land use.

Overall, Jasper's future land use plan will create an urbanized mixed-use core surrounded by single-family residential area. The land beyond the city limits will be single-family residential, parks/recreation/ conservation and agricultural land uses.

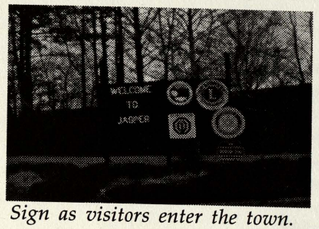
Transportation

Jasper can be approached by several traffic corridors. Intersecting the heart of the downtown are two major highway systems, state road 53, classified as a primary highway, and state road 108, classified as a secondary highway. There have been preliminary plans produced for the possible reworking Hwy. 53 from 515 to Jasper. This project is proposed to help alleviate current traffic conditions in the front of Pickens County High School.

In terms of public transportation, there are no passenger rail lines currently in operation in the area. Track upgrades have proven cost prohibitive. There is, though, a mass transit van service provided to residents of the area. This service is intended for use by the general public for transportation to shopping districts, banks, child care centers and educational

facilities. It operates on a fixed-route/demand-response schedule Monday through Friday, 8:30 a.m. - 5:00 p.m. Currently there is no airport in Jasper. Though there are proposals to develop one in Pickens County, currently no plans are underway.

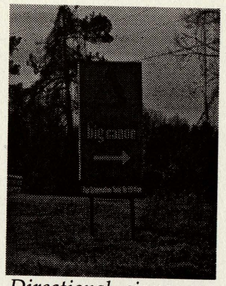
Signage



Sign as visitors enter the town.

Little can be remembered about a town that fails to establish itself to a stranger passing through the area. Therefore, adequate appropriate signage is essential to establishing a sense of place and defining your town. Entering the city limits from the southwest via state route 53, there is adequate directional signage aiding the driver and upon entering the city limits there is a "Welcome to Jasper" sign. In terms of directional signage once inside the city limits, there is very little. There are few signs to aid visitors in locating public facilities, such as libraries, city hall, public restrooms, or parks.

Recreational Facilities/ Public Spaces



Directional signage to Big Canoe.

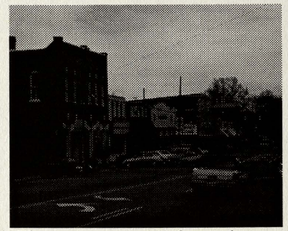
Our ever-changing, worked-centered society has managed to diminish our time for leisure. When families of today are able to enjoy their leisure time it is essential that it is quality time. Adequate recreational facilities ensure that family time is quality time. Jasper and its residents are fortunate that they are located in an area that allows for weekend getaways to Big Canoe and Amicalola State Falls. These are not only beneficial in terms of providing outlets for Jasper residents, but they also provide inlets for tourists and vacationers brought to this area to explore these attractions.

The Pickens County Recreation Department serves as a great source of organized recreational activity. Softball leagues, a swimming pool and the Senior Citizen Walking Club are just a few of the activities offered.

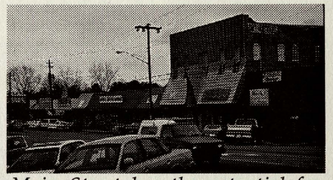
There is a small public space for visitors and residents to enjoy outside the courthouse, which serves to soften the commercial feel of the downtown. These open spaces are a positive reflection on the community; they state, "come and stay a while, enjoy our town". Incorporating more of these public open spaces can only serve to strengthen the overall impression of a small town atmosphere.

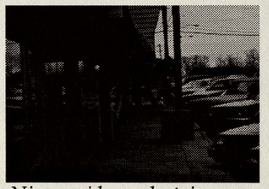
Streetscape

Downtown Jasper has currently a two way, commercial highway. It has wide sidewalks to accommodate pedestrians and plenty of parking, although sometimes, for example days when court is in session, there is a need for more parking. There are currently no street trees along the main street and pedestrian signage is minimal. The sidewalks of poured concrete are in relatively good condition and allow ample space for strollers and wheelchairs. There are adequately marked crosswalks, but due to the width of the street, crossing the street can prove dangerous. Traffic signals seem to alleviate speeding through this area of town and serve to stop the through traffic, which is a great means of potential business for the downtown.


The main street through downtown is a four-lane commercial highway.

There are no substantial gaps in the building facades of the commercial streetscape, but infill construction in many cases was carried out insensitively. Though many of the historic storefronts have been altered or are altogether modern, they do have the potential for compatibility among each other. Canvas awnings, complementary paint schemes and appropriate signage are in order; appropriate signage is that which assists not only vehicular traffic, but pedestrian traffic as well. For those visitors interested in a leisurely walk down the Jasper Main Street, communication of business facilities and services is essential. Currently this communication is not as clear as it could be. There will be a need for more trash receptacles


Main Street has the potential for compatibility.


Nice, wide pedestrian ways can prove beneficial to pedestrian traffic.

and benches, and most importantly public restrooms, if pedestrian traffic increases.

Water/ Sewage

Facilities providing water to Jasper are independent of other systems in the area and are owned by the City. The City of Jasper also purchases water from the Cherokee Water Authority. This service provides service to approximately 2570 customers.

The City of Jasper is the only city in the county with a public sewage and water treatment facility. The plant has a capacity of 780,000 gallons per day, though its current daily use is closer to 350,000 gallons per day. There is an emergency holding pond for runoff that exceeds this amount.

Source: The Joint Comprehensive Plan for Pickens County, Jasper, Nelson, and Talking Rock.

HISTORIC RESOURCE ANALYSIS



HISTORIC RESOURCES SURVEY ANALYSIS

An historic resources survey was performed in Jasper in order to identify and classify its historic structures. Four teams surveyed and photographed residential, commercial and civic buildings within the corporate city limits of Jasper built before 1946. Some buildings built between 1946 and 1955 were also included if determined to contribute to a potential historic district. This historic resources analysis compiles and summarizes the information gathered and delineates possible historic districts based upon the results. Further recommendations drawn from analysis of the survey can be found in the recommendations section.

This portion of the report explains the criteria for choosing the buildings to be surveyed, along with a review of the architectural styles and building types found in the city. This general information is followed by an analysis of the visual resources other than buildings which contribute to the historic character of Jasper. Finally, the periods of development and concentrations of styles and types found in Jasper are discussed and illustrated by maps which, in turn, have been used to delineate potential historic districts.

CRITERIA AND INTEGRITY

The criteria by which the historic resources in Jasper have been measured for this report are based on the National Park Service's Criteria for the National Register of Historic Places and the Georgia Historic Resources Survey. The following description of these criteria was taken from the *Georgia Historic Resources Survey Manual*.

The criteria described below help the surveyor determine which properties to include

in the Georgia Historic Resources Survey. Because Georgia has a wide range of historic resources, and because the survey data is a broad information base for many different preservation activities, the criteria for "surveyable" resources are necessarily general. National Register criteria are useful in deciding which structures to survey, but the number of surveyed buildings is not limited to those that are potentially eligible for the National Register. Many structures not eligible for the National Register are nonetheless resources for preservation, structures with preservation potential.

The surveyor documents in one of several ways the appearance and location of most pre-1946 structures that exhibit architectural integrity. Surveys in Georgia do not routinely document all buildings fifty years old or older on survey forms but rather are more selective. For purposes of this report, a single survey form was used to document each historic building.

This report deals specifically with architectural history. Therefore, historic resources were surveyed on the basis of style, method of construction, and form. Buildings surveyed were included for one or more of the following reasons:

- a noteworthy example
- a good representative of typical, ordinary buildings
- a sole or rare surviving example
- a very early, or very late example
- an architectural curiosity

Buildings less than 50 years old may have been included if they possess distinctive design characteristics or represent an important expression of mid-20th century America. In communities whose character is largely defined by mid-20th century development, a representative sampling of those structures is

preferable to a strict adherence to a cutoff date of 50 years.

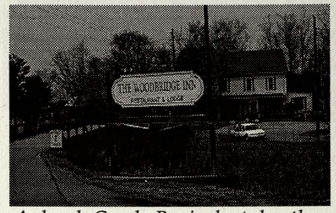
The physical condition of a building is not a major consideration in deciding whether to include the structure in the survey. *Condition*, which deals with a building's structural status or maintenance history, should not be confused with *integrity*, which deals with the survival of architectural design or character.

Historic integrity is a very important consideration in selecting the buildings to record in the survey. Integrity is the ability of a resource to convey an accurate sense of the past. Does the property still have the physical attributes which made it important? For example, a building important as an illustration of an architectural style must still possess most of the features that make up the style. A property important as an illustration of building type must still possess the characteristics that define that type.

In an historic resources survey, buildings are identified by architectural style and also by architectural type. Style and type are often confused. The architectural style of a structure is defined by the ornamentation applied to its exterior and by its design--the scale, proportion, massing, and the relationship of its parts. A building is classified as high style if all the elements that define that style are present. Often, however, only some of the elements are present and this is noted on the survey form. Many buildings do not have elements of any academic architectural style. These often employ traditional house types. These types are defined by their floor plans - the number of rooms and their relationship to each other. These floor plans are often reflected in roof shapes and the placement of windows and doors. The following pages describe and illustrate most of the styles and types from the late nineteenth and early twentieth century which are found in Jasper. These descriptions were taken from *Georgia's Living Places: Historic Houses in Their Landscaped Settings.*

Greek Revival

The Greek Revival style conjures up an image of white columns often associated with Georgia; however, this image conflicts with reality. Greek Revival buildings in Georgia are often much simpler in form, and a relatively small number of such grand "columned" houses actually existed in the state. By the 1840s, Georgia was completely settled, and the Greek Revival style, used from the 1840s to the 1860s, became the first style to appear statewide. A statement of cultural independence, the Greek Revival was a clear break with English and other European Renaissance traditions. It was the beginning of a romantic revival that drew directly from the original source, a sentimental imitation of the architecture of an ancient people that provided associations with Greek democracy. Thought of as a national style, the Greek Revival was used extensively throughout the United States at every level of society and in many variations.



A local Greek Revival style, the Woodbridge Inn.

The Greek Revival style is characterized by details such as prominent columns, pilasters, and wide plain entablatures that encircle a house. Proportions are large and heavy. A symmetrical front facade with a central entrance. An elaborate door surround contains a rectangular transom, sidelights and pilasters. Vernacular interpretations with simplified details, such as square columns rather than round, are common.

Local Adaptations

While the High Greek Revival style does not appear in Jasper, one building, the Woodbridge Inn, contains allusions to the style in its elements.

Folk Victorian



Folk Victorian- a decorativly adorned traditional house form.

Folk Victorian houses were built across Georgia in very large numbers. They were simple house forms, or house types, with Victorian-era decorative detailing. This detailing generally was taken from the elaborate styles, such as Queen Anne or Italianate, that were popular during the mid to late 19th century. Features were borrowed and added onto such places as porches and roof gables. This provided some hint of stylistic detailing on what was otherwise an unadorned traditional house form. This style is actually more a way of decorating a house than a precise stylistic category; however, the Folk Victorian house is so widespread that it demands a name. The style was commonly found in both urban and rural parts of the state from the 1870s to the 1910s.

The Folk Victorian house is basically a house type such as a gabled ell, central hallway, or I-house. Decorative details are added to the porch, in the gables, and around the window and door openings. Details are usually turned or jigsawn woodwork such as brackets, spindlework, porch posts, other bric-a-brac and gingerbread.

Local Adaptations

The houses in Jasper which contain elements of the Folk Victorian style are simpler and less ornate than typical examples of the style. While these houses exhibit some elements of the style, like cross gables, wrap porches, and typical floor plans, they lack the applied ornamentation normally associated with the style, such as sawnwork and spindlework.

Neoclassical Revival

The Neoclassical Revival style was very popular in Georgia. Almost every small town across the state has at least one example. The style was part of the revival of interest in classically-inspired architecture as well as a reaction against Victorian styles. It drew mostly on the Early Classical Revival and Greek Revival of the early 19th century and was often a combination of both Greek and Roman details. The Neoclassical Revival was built in Georgia's rural areas, cities, and small towns from the 1890s through the 1930s. Perhaps its popularity was based on its association with the "white columns" of antebellum Georgia.



A local Neo-Classical Revival adaptation.

A common feature of the Neoclassical Revival style is a dominant full-height front portico with classical columns. The portico may be at the entry or may cover the full facade; it may have a triangular pediment or be part of the overall roof. A full-height entry portico is often coupled with a one-story full-facade porch. The facade is more or less symmetrical, and the central entrance, surrounded with pilasters and columns, is elaborated with fanlights, sidelights, and transoms. There is almost always a classical cornice with dentils or modillions. The roof is usually low-pitched and hipped and may have a balustrade. A porte-cochere and side porches supported by columns are common.

Local Adaptation

Elements of Neoclassical Revival in Jasper really only occur in two buildings: The Jasper United Methodist Church and the Art Center. Each of these, while exhibiting elements of the style, are very simplified forms.



The Jasper Jail, elements of Victorian Romanesque.

Victorian Romanesque

A polychromatic exterior finish combined with the semi-circular arch highlight the Victorian Romanesque style, which was popular in Georgia beginning in the 1870s and lasting through the turn of the century. Different colored and textured stone or brick for window trim, arches, quoins and belt courses relieve the rock-faced stone finish. Decorated bricks and terra cotta tiles in conjunction with stone trim also may be used. The round arches usually are supported by short polished stone columns. Foliated forms, grotesques, and arabesques decorate capitals, corbels, belt courses and arches. Windows vary in size and shape.

Local Adaptation

The Victorian Romanesque style occurs in three of Jasper's buildings: the old jail, the building at the southeast corner of Main and Depot Streets, and the current El Azteca building. The jail is a unique local adaptation of the style, and the other buildings are typical early 20th-century commercial examples of the style.

English Vernacular Revival

The English Vernacular Revival was a common early 20th-century style in Georgia's suburban neighborhoods. Drawn from the domestic architecture of medieval England, this style was based on English country and vernacular houses, ranging from small cottages to large manor houses. The result was a combination of medieval English features. English Vernacular Revival houses were built all across the state in neighborhoods of both large cities and small towns during the 1920s and 1930s.



English Vernacular

Characteristics of English Vernacular Revival houses include a steeply-pitched gabled roof with dominant front-facing gable and decorative half-timbering in the gables. Almost all have masonry walls, most of which are masonry veneer, a recently developed technique for applying a thin layer of masonry to a wall. Some houses have patterned brickwork, while others may be completely stuccoed. Massive masonry chimneys with decorative tops are common. Windows are generally tall and narrow, grouped together, multi-paned, and casements rather than double-hung. Some openings, particularly the entrance, may be emphasized by a round arch. Houses of this style are generally asymmetrical.

Local Adaptation

The most apparent example of the English Vernacular Revival style in Jasper is the Greystone Complex. It's allusions to medieval architecture place it in this category. A few houses in Jasper are also contain elements of the style.

Colonial Revival



Colonial Revival

The term Colonial Revival is sometimes used to mean all of the revivals of American colonial buildings. In discussing Georgia's styles, however, Colonial and Georgian Revival should be considered the same; other revival styles have separate names and features. The Colonial Revival expressed a renewal of interest in American colonial architecture based on English precedent. Interest in America's colonial heritage grew out of the 1876 Centennial Exposition. Following the centennial, colonial buildings were studied carefully. Some of the Colonial Revival houses that resulted were close copies of originals; others only borrowed details. Often Colonial Revival details were simply added onto buildings of other styles. The Colonial Revival was very popular in Georgia for a long period, from the 1890s through the 1940s and beyond. It was often found in suburban neighborhoods next to many other revivals popular at the same time.

Most Colonial Revival houses are symmetrical. A central entranceway is elaborated with a pediment supported by pilasters or columns. The use of broken pediments, fanlights and sidelights is common. Classical cornices with dentils or modillions are usually present. These features tend to be larger than original colonial details.

Local Adaptations

Two high style examples of the Colonial Revival are highlights of Jasper's South Main Street. Other houses in town also exhibit elements of the style.

Craftsman

The Craftsman style was the most popular early 20th-century style in Georgia. The Craftsman style was a break with the popular revivals of historical styles and a movement toward the modern house. It was influenced by the English Arts and Crafts movement and by the wooden architecture of Japan. There was a major emphasis on materials and craftsmanship. The Craftsman style produced carefully designed houses, in which materials, especially woodwork, and the way in which they were put together into a structure were emphasized. Craftsman houses were built across the state in rural, small town, and urban settings from the 1910s through the 1930s. Entire neighborhoods of Craftsman style houses are common.



A Craftsman home in Jasper.

The Craftsman house usually has a low-pitched roof that is gabled but may also be hipped, giving a generally horizontal effect. The widely overhanging eaves are open with exposed rafters. Large gables have decorative brackets or braces at the eaves and may be covered with half-timbering. Roof dormers are sometimes found. Walls are most often wood but may also be covered with shingles or a masonry veneer of stone or brick. Porches have short square columns set on heavy masonry piers extending to the ground. Windows may have a multi-paned sash over a large one-paned sash. Craftsman houses are most often asymmetrical with a generally open and functional plan. The Craftsman style is most closely associated with the bungalow house type.

Local Adaptations

The Craftsman style is Jasper's dominant architectural style. As well as containing a few high style examples, Jasper exhibits many traditional house forms with Craftsman elements.

Minimal Traditional



Minimal Traditional–a post WWII architectural style.

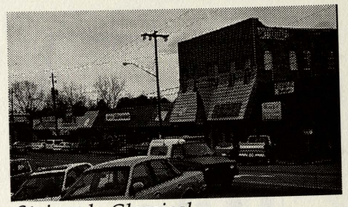
With the economic Depression of the 1930s came this compromise style which reflects the form of traditional Eclectic houses, but lacks their decorative detailing. Roof pitches are low or intermediate, rather than steep as in the preceding English Vernacular Revival style. Eaves and rakes are narrow, rather than overhanging as in other styles popular in the period. Usually, but not always, there is a large chimney and at least one front-facing gable, both echoing English Vernacular Revival features. In fact, many examples suggest Tudor cottages with the roof line lowered and detailing removed. These houses were built in great numbers in the years immediately preceding and following World War II; they commonly dominate the large tract-housing developments of the period.

Local Adaptations

The Minimal Traditional style occurs frequently in Jasper with most examples being influenced by English Vernacular Revival.

Stripped Classical

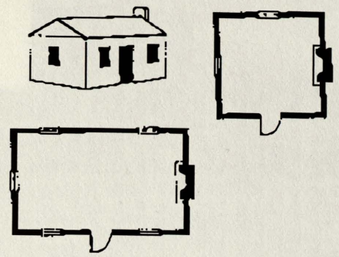
Stripped Classical is a common term used to describe early 20th-century commercial buildings, which are basic in form and have very little surface ornamentation. This typical commercial facade is found throughout Jasper's downtown business district.



Stripped Classical

Local Adaptations

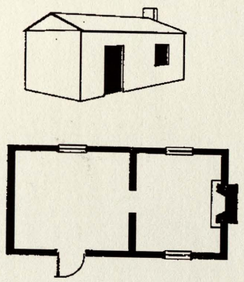
Stripped Classical best describes most of the one-story commercial facades in downtown Jasper.



Single Pen

Single Pen

Single-pen houses consist of a single unit, either square or rectangular. Location and arrangement of doors and windows vary. The roof is usually gabled, and the chimney or flue is at the exterior of one gable-end. Because of its small size, the single-pen house was usually enlarged by additions, so few remain in their original form. Most surviving single-pen houses in Georgia were built between about 1850 and 1900. Found in small towns and rural areas in much of the state, they seem most plentiful in North Georgia.



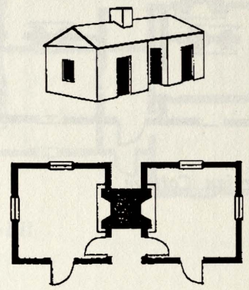
Hall and Parlor

Hall-Parlor

Named after two old-fashioned uses for rooms, the hall-parlor house consists of two unequal rooms. Entry is into the larger of the two, the hall (not hallway), which served multiple functions. Typically gabled, the hall-parlor house is heated with one or two flues or exterior end chimneys. Although the hall-parlor is one of America's earliest house types, most remaining Georgia examples were built in the last half of the 19th century and the first three decades of the 20th. The type was adaptable and expandable and popular for farm owners, tenant farmers, and mill workers alike. Farmstead houses of the hall-parlor type are most plentiful in North Georgia, while hall-parlor houses for industrial and agricultural workers are spread fairly uniformly across the state.

Saddlebag

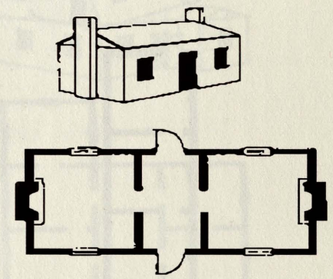
One of the most distinctive and easily recognizable house types in Georgia, the saddlebag house derives its name from a central chimney flanked by two rooms. Rooms are usually square, and the roof is usually gabled. There are two subtypes, one with an exterior door into each room and one with a single, central door into a vestibule beside the chimney. Georgia's saddlebag houses seem to have been built mainly in three periods, with examples in each period strongly linked to three general settings. The earliest saddlebag houses, built in the 1830s and 1840s in rural agricultural areas, are quite rare statewide. In the last few decades of the century saddlebags were popular alternatives for modest housing in outlying fringes of Georgia's towns and cities. Far more examples survive today from the great period of mill village construction, from about 1910 to 1930.



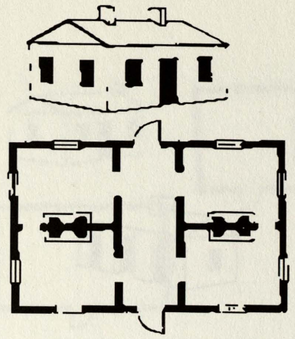
Saddlebag

Center Hall

A favorite for Georgians throughout the 19th century, this type consists of a central hallway or passageway between two rooms. It is distinguished from other types with central hallways by being only one room deep. The central hallway type most frequently has a gabled roof and exterior end chimneys. The type seems to be fairly evenly distributed across the state, appearing mainly on average-sized farmsteads and on principal residential streets in Georgia's towns and cities. Most examples were built between 1830 and 1930, with clusters occurring in the periods 1840-1860 and 1870-1890.



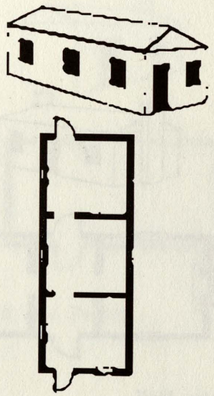
Center Hall



Georgian Cottage

Georgian Cottage

Possibly the single most popular and long-lived house type in Georgia, the Georgian cottage is named not for the state but for its floor plan, associated with 18th century English Georgian architecture. The Georgian plan consists of a central hallway with two rooms on either side. The plan shape is square or nearly so; the roof is usually hipped but sometimes gabled; and chimneys are sometimes in the exterior walls but usually in the interior of the house, between each pair of rooms. Houses of this type were built in almost all periods of Georgia's history, well into the 20th century, but the greatest concentration is between 1850 and 1890.



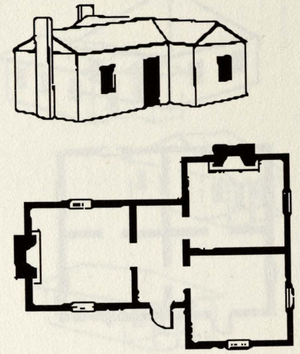
Shotgun

Shotgun

One of Georgia's better-known house types, shotgun houses are predominantly an urban phenomenon, built mainly for low-income workers between the 1870s and the 1920s. Shotgun houses are one room wide and two or more rooms deep, usually three. There is no hallway, and all doors typically line up front to back. The roof is usually gabled, but hipped roofs were also used. The shotgun house was especially popular in larger cities but may be found in small and medium-sized towns as well.

Gabled Ell Cottage

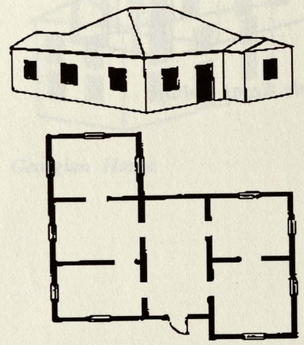
Of late-19th century house types in Georgia, the gabled ell cottage perhaps has the most examples. In plan, it is T- or L-shaped, and it usually, though not always, has a gabled roof. Sometimes called the gable-front-and-wing house type, the gabled ell cottage consists of a gable-front at one end of a recessed wing that is parallel to the facade. The front door, located in the recessed wing, may lead into a hallway or directly into the room in the wing. Fairl evenly distributed across Georgia, the gabled ell cottage was popular in both rural and urban areas and in both modest and well-to-do neighborhoods. Its period of greatest popularity was 1875-1915.



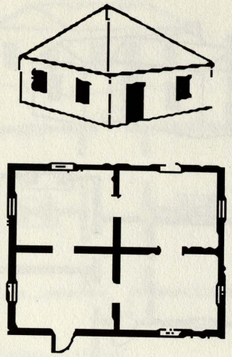
Gable-Ell

New South Cottage

Named after the turn-of-the-century period of great economic growth and regional confidence, the New South cottage was a very popular house type for middle- and upper-middle-income Georgians between the 1890s and 1920s. Although examples survive statewide, in both rural and urban areas, the greatest numbers are in a central band across the state, in the Piedmont and Upper Coastal Plain, and in the state's largest cities and towns. The New South cottage resembles the Queen Anne cottage in that it has a central square mass, usually with a hipped roof, and gabled projections. The main distinguishing trait of the New South cottage is its emphasis on symmetry, the key element of which is the central hallway plan. The central hallway is flanked by pairs of rooms, one or both of which might project forward. A pair of gables in the facade, either over projecting rooms or flush with the wall of the main mass, frequently provided additional symmetry to this house type.



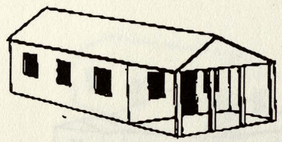
New South Cottage



Pyramidal Cottage

Pyramidal Cottage

One of the simplest housing forms in early 20th century Georgia, this house type consists of a square main mass, typically with four principal rooms and no hallway. The most memorable feature is the steeply-pitched pyramidal roof. Most pyramid cottages were built between 1910 and 1930. This type seems to have been more popular in the regions between the Fall Line and the Coast, in rural sections, and on the fringes of towns.



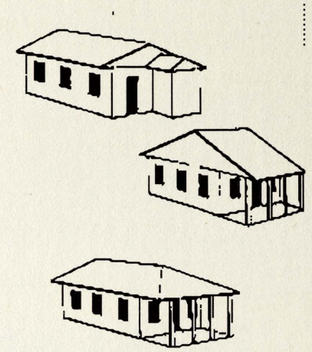
Temple Front Cottage

Temple Front Cottage

A long, rectangular house, the temple-front cottage has a full-width front porch beneath either a gabled or hipped roof. The house type is three or more rooms deep, with either a central hallway or hall-parlor plan. Almost exclusively a rural type, the temple-front cottage was popular in the 1920s and 1930s, distributed fairly evenly throughout all regions of the state.

Bungalow

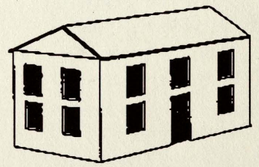
Sometimes mistakenly referred to as a style, bungalow house forms are long and low with irregular floor plans within an overall rectangular shape. Integral porches are common, as are low-pitched roofs with wide overhangs. Bungalows were very popular in all regions of Georgia between 1900 and 1930, both in rural areas and cities and towns. The bungalow type is divided into four subtypes based on roof forms and roof orientation: front gable, side gable, hipped, and cross gable. The front and side gable versions greatly outnumber hipped bungalows, while cross gable bungalows are rare.



Bungalow

Georgian House

Except for its two-story height, the Georgian house has all the characteristics of the Georgian cottage. Although the two-story house is less numerous than the one-story cottage, particularly in rural settings, it too was popular from the first decades of the 19th century well into the 20th. Most examples of the type, however, were built in the periods 1850-1860 and 1900-1930, chiefly in the larger towns and cities.



Georgian House

INVENTORY SUMMARY

The survey forms were analyzed to determine the periods of development and concentration of styles and types in Jasper. From this analysis, potential historic districts were identified. In the following section, the findings are explained and illustrated with maps. Map 1 shows the periods of development. Map 2 displays the concentration of types and styles throughout the town, while Map 3 outlines the potential historic districts.

Periods of Development

1851-1875
1876-1899
1900-1925
1926-1945
1946-1955

Each of the historic resources of Jasper was identified in the survey as belonging to one of five time periods as they are listed above. Buildings constructed in the same period reflect similar characteristics including architectural style, house type and construction technique. The following map (Map 1) illustrates the periods of construction in Jasper. It will be used, along with the map of styles and forms, to delineate potential historic districts.

Analysis of Styles and Types

The historic resources were further identified by academic architectural style or building type. Nine architectural styles and eleven vernacular building types were observed. The styles range from Greek Revival to Minimal Traditional, with Craftsman being the most common. The building types range from single pen to gabled ell to bungalow. Each historic building is classified on the following maps (Map 2 and 3 , see table as well) according to its style or type.

The classification of building by style or type is a subjective process. Buildings have often been modified over time. Therefore, elements of a new style may have been added, or the original floor plan of a building type changed into another by additions. It is up to the individual surveyor to determine the building's predominant style or original type. Where a change or addition has changed the form of the house completely, the current type is documented.

Potential Historic Districts

Based upon analysis of the concentration of styles and the periods of development in Jasper, the survey team has identified three potential local historic districts. The proposed Woodbridge Historic District begins in the northwest at the corner of Chambers Street and Old Federal Road, encompasses the properties on both sides of Chambers and Birch Streets, and includes several properties on the west side of North Main Street in that vicinity. It then runs along the south side of the railroad tracks to include the depot and the old tourist court. This district is characterized by early 20th-century vernacular house forms, Craftsman bungalows, and railroad buildings, and includes the wooden bridge and Woodbridge Inn.

The Downtown Historic District begins in the northwest at the corner of North Main Street and Sanders Avenue. It runs along the south side of the railroad tracks and down Depot Street to East Spring Street. From there it continues west on Spring Street to the western edge of the cemetery and north behind the elementary school. This district is made up of various turn-of-the-century and early 20th-century commercial buildings. It also includes Craftsman, Minimal Traditional, and other 20th-century house forms. Some of its older buildings include Victorian Romanesque

commercial buildings, the Neoclassical Art Center, the elementary school, and the log cabin.

The South Main Historic District begins in the northwest on West Spring Street, west of South Richards Street. It runs east on Spring Street to east of Wall Street and continues south to include properties on Cox Street. It continues down McWhorter Street, behind the Main Street properties to the city limit. Running west along the city's boundary, it then runs north to meet Mineral Springs Road North. It runs up Mineral Springs Road North and behind properties on the west side of Richards Street. This district is primarily residential and is made up of many different late 19th-century and early 20th-century styles and vernacular house forms, including Folk Victorian, English Vernacular Revival, Colonial Revival, and Craftsman.

Map 3 illustrates these potential historic districts as proposed.

VISUAL RESOURCES

Buildings divorced from their settings lose their societal meanings; to fully understand a structure's place in history, it must be considered in context with the town as a whole.

The visual resources of a community are those elements other than historic buildings which contribute to that community's historic character. These resources, while often taken for granted, are equally as important as architecture to a community's sense of place. Buildings divorced from their settings lose their societal meanings; to fully understand a structure's place in history, it must be considered in context with the town as a whole. A town's visual resources take several different forms, from landscape features to materials unique to the local experience. A general overview of resources that must not be overlooked in a town like Jasper follows.

The Railroad

The Louisville and Nashville Railroad and those that came before it, whose lines run

through Jasper, have contributed to the development of the city in many ways. This corridor and the residential, commercial, and industrial buildings associated with it served as the northern boundary of early Jasper development. Visually, these structures that surround the tracks, such as the turn-of-the-century depot and the wood bridge, serve as reminders to the citizens of Jasper and visitors alike of the impact the railroad has had on the town.

Mountain Vistas and Open Spaces

In several areas of town, a wanderer might happen upon any one of Jasper's spectacular views of its surrounding mountains. Because Jasper is a mountain town, these views contribute to the visual character of the community. Moreover, the town's open spaces, such as the one in front of the county courthouse, can be an important part of the community's identity.



Scenic vistas abound in Jasper.

Cemeteries

Cemeteries are a commonly overlooked visual element in the landscape. Jasper Cemetery, however, occupies a prominent place in downtown Jasper. The cemetery, which is older than the city and the county, stretches along both sides of Church street just south of Jasper United Methodist Church, creating a visual boundary between the downtown area and the purely residential outlying areas. This cemetery, in addition to its age, boasts the final resting places of the Pickens County representatives to the Georgia Secession Convention.

Marble

The single resource that makes Jasper and its surrounding areas most unique is, of course,



Marble accents are found in many places throughout the city.

the use of locally-quarried marble in decoration, architecture, and landscape features. Jasper can boast marble curbs, steps and retaining walls, in addition to its use in construction and as facing on buildings. Marble is used, for example, on public buildings such as the Old Jail and the County Courthouse because it is a symbol of community pride, as well as being aesthetically pleasing. Visually, the marble gives this area a character like none other in Georgia.

Jasper Resources by Architectural Style

Greek Revival	1
Neoclassical	2
Victorian Romanesque	3
Folk Victorian	6
Colonial Revival	3
Stripped Classical	11
Craftsman	49
English Vernacular Revival	6
Minimal Traditional	17
No Academic Style	33
Total	131

Jasper Resources by House Types with No Academic Style

Single Pen	1
Saddlebag	5
Hall and Parlor	9
Center Hall	5
Gabled Ell	6
Pyramidal	1
Shotgun	1
Bungalow	3
Ranch	1
Commercial Building	1
Total	33

Historic Resources Mar

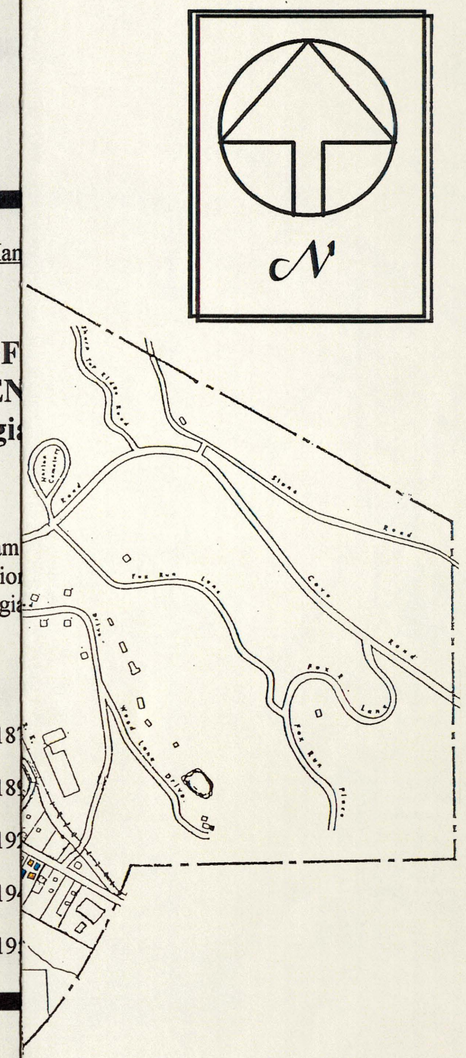
Map No. 1:
PERIODS OF
DEVELOPMEN
Jasper, Georgi

March 14, 1996

Jasper Survey Team
Master of Historic Preservatio
University of Georgi

Legend:

- 1851 - 18
- 1876 - 18
- 1900 - 19
- 1926 - 19
- 1946 - 19



Historic Resources Manual

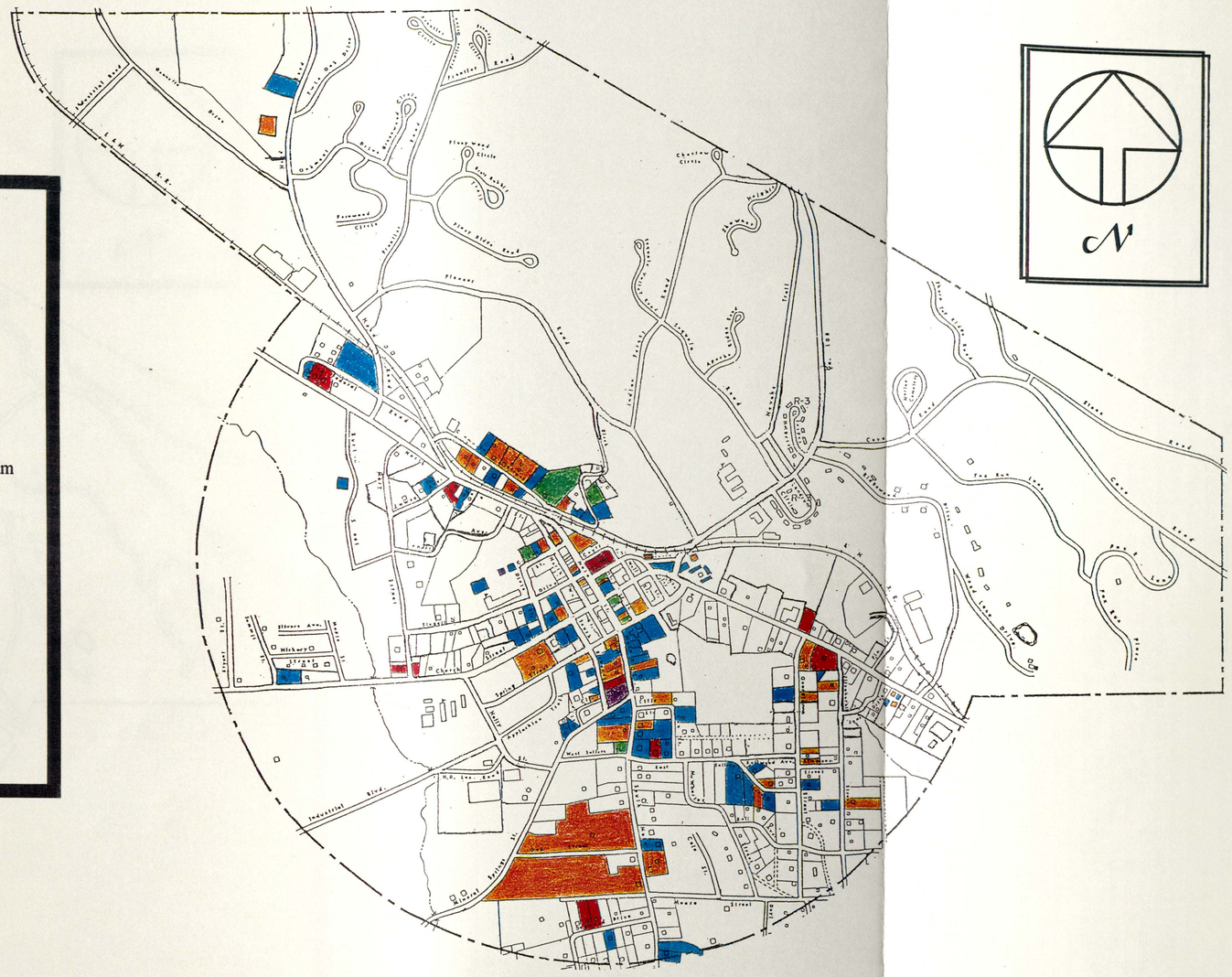
Map No. 1: PERIODS OF DEVELOPMENT Jasper, Georgia

March 14, 1996

Jasper Survey Team
Master of Historic Preservation Program
University of Georgia

Legend:

- 1851 - 1875
- 1876 - 1899
- 1900 - 1925
- 1926 - 1945
- 1946 - 1955



Historic Resources Manual

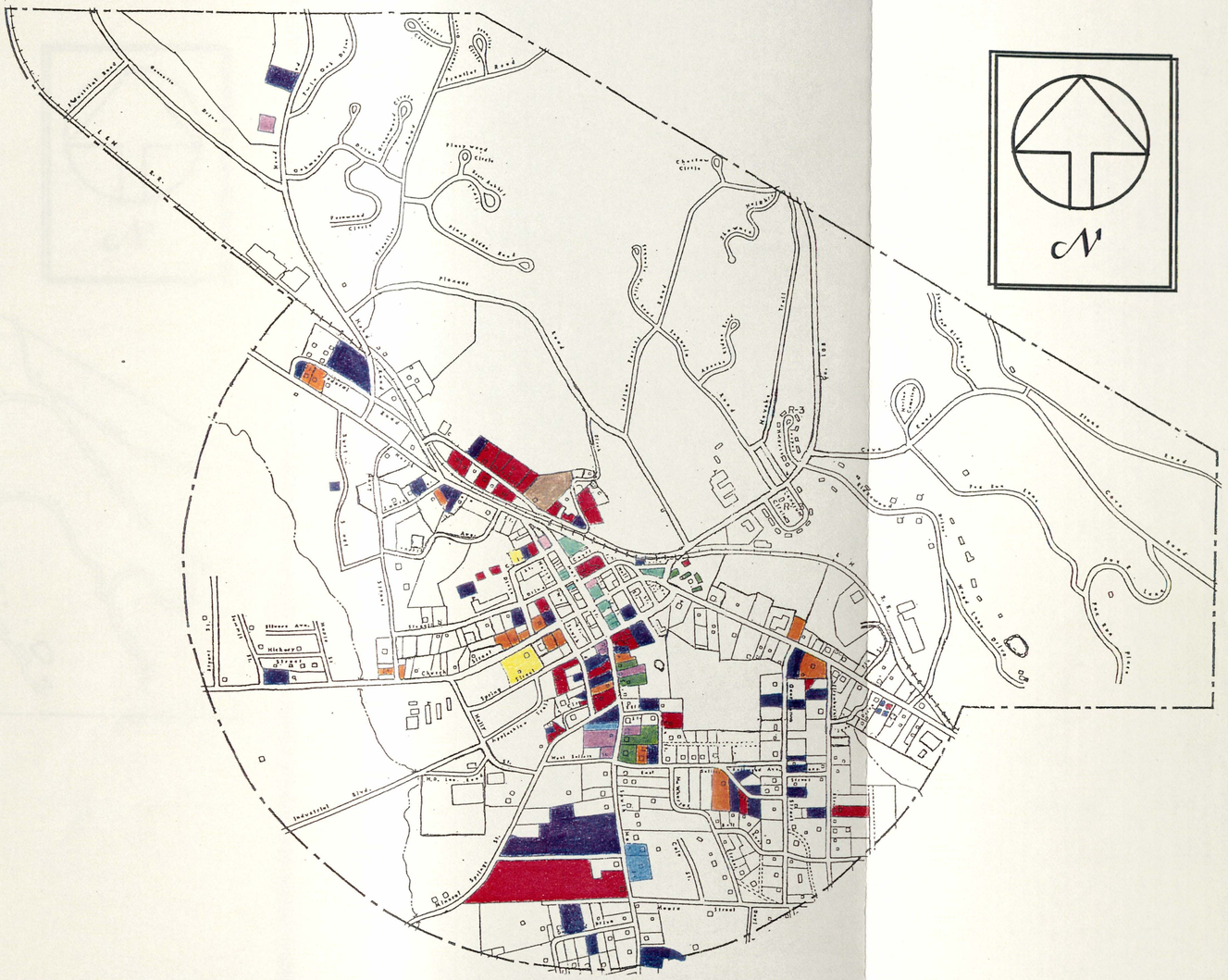
Map No. 2: ARCHITECTURAL STYLES Jasper, Georgia

March 14, 1996

Jasper Survey Team
Master of Historic Preservation Program
University of Georgia

Legend:

- Greek Revival
- Neoclassical
- Victorian Romanesque
- Folk Victorian
- Colonial Revival
- Stripped Classical
- Craftsman
- English Vernacular Revival
- Minimal Traditional
- No Academic Style



Historic Resources Manual

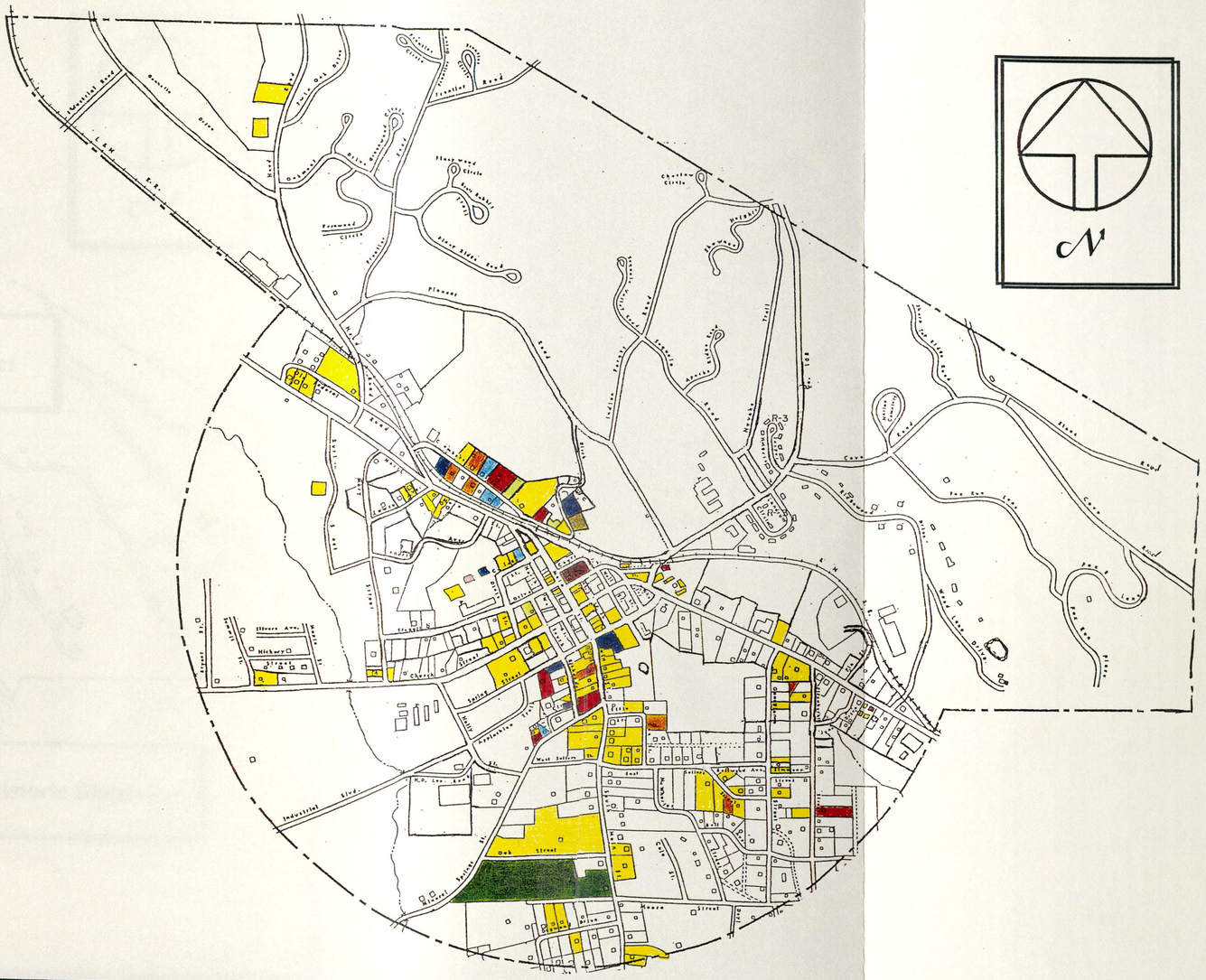
Map No. 3:
HOUSE TYPES WITH NO ACADEMIC STYLE
Jasper, Georgia

March 14, 1996

Jasper Survey Team
Master of Historic Preservation Program
University of Georgia

Legend:

- Single Pen
- Saddlebag
- Hall and Parlor
- Center Hall
- Gabled Ell Cottage
- Pyramidal Cottage
- Temple Front Cottage
- Shotgun
- Bungalow
- Ranch
- Commercial Building
- Mapped by Academic Style



Historic Resources Manual

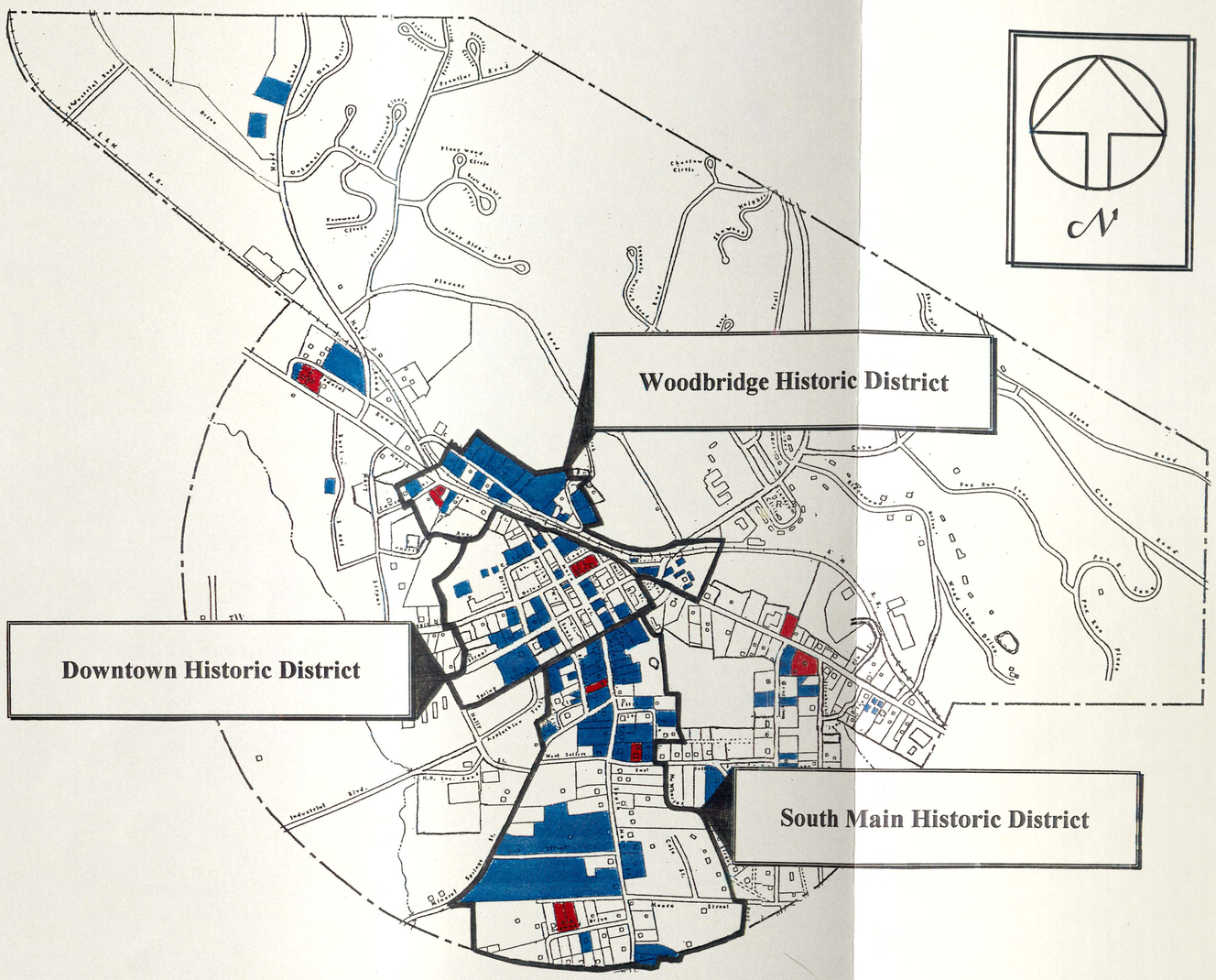
Map No. 4: POTENTIAL HISTORIC DISTRICTS Jasper, Georgia

March 14, 1996

Jasper Survey Team
Master of Historic Preservation Program
University of Georgia

Legend:

- Contributes to District
- Will Contribute Within Ten Years



COMMUNITY PRESERVATION



COMMUNITY PRESERVATION

CURRENT ZONING POLICIES

Jasper currently operates under the Recommended Zoning Ordinance of Jasper, Georgia as prepared by the North Georgia Area Planning and Development Commission. The ordinance was approved in February 1978 and amended. A traditional regulatory tool, a zoning ordinance stipulates strict regulations that have legal jurisdiction over land. It is also an important tool for regulating growth and ensuring that future development follows guidelines prescribed by the document. Contrary to popular belief, the primary objective of zoning is not restrictive but protective. By maintaining distinctive areas for land use, zoning protects choices for people by preventing an entire community from melting into a mélange of mixed uses. The Jasper zoning ordinance is typical in that it is composed of a text and a map that divides the city into districts. The text describes permitted uses in the different districts, establishes the standards for those uses, and provides for the administration and enforcement of the ordinance.

The Recommended Zoning Ordinance for Jasper recognizes four broad categories for districts according to land use. These are: residential, commercial categories, industry (M-1), and central business district (CBD). The residential and commercial, are further divided according to density, use of buildings, and degree of activity. Residential is divided in R-A Residential Agriculture, R-1 Low Density Residential, R-2 Medium Density Residential, and R-3 High Density Residential. The commercial category is also subdivided into C-1 Neighborhood Commercial and C-2 General Commercial.

At least 17 zoning changes occurred from the year 1978 thru October 1993 according to the current zoning map furnished by the City of

Jasper. Ten of the changes occurred in areas zoned residential to permitted greater density, four properties formerly zoned residential were rezoned for commercial use, one general commercial zoning went to high density residential, and two changes represented annexations into the city.

Jasper currently has no special zoning regulations to protect its historic homes or commercial buildings.

POTENTIAL HAZARDS AND THREATS TO HISTORIC RESOURCES

There are many threats to the historic resources of Jasper. Some threats are visible, such as demolition by neglect; however, there are also invisible threats, such the lack of a preservation policy. The ability to identify all potential threats to historic resources is a crucial step in creating a successful preservation program. After these threats are assessed, the many tools available to protect resources, prevent demolition and encourage preservation should be investigated. Once the community decides on how an historic resource should be protected and whose responsibility it will be, an appropriate plan of action may be set in motion. Assessment, investigation and decision-making are three of the five phases outlined in John C. Waters' *Maintaining a Sense of Place: A Citizen's Guide to Community Preservation.*

Abandonment

Abandonment is giving up ownership or control of property. Abandonment accelerates deterioration and is the most fatal threat to historic structures, with the exception of demolition.

Demolition

Demolition is the premeditated process of completely destroying a building by tearing it down or imploding it. There are several reasons demolition occurs. Sometimes it is used to remove unsightly or condemned structures or to create room for highway expansion. Most often it is used to make room for new construction. However, demolition may not be the only alternative. In many situations, rehabilitation of structures and adaptive reuse may be more cost effective than demolition and new construction. Relocation should be the last resort to prevent demolition.

Demolition by Neglect

Demolition by neglect is the gradual destruction of a building due to lack of maintenance. This occurs when an owner voluntarily allows a building to fall into a state of disrepair in order to justify destroying the structure. A building that has deteriorated beyond repair is usually condemned and ultimately demolished.



Demolition by neglect.

Displacement

Displacement is the removal of people, commercial buildings, and industrial buildings from a given area because of increased property values created by escalating real estate activity.

Fire and Natural Disasters

Fire, caused by lightning and other natural disasters such as tornadoes, floods, and falling trees are threats to any structure, but the loss is greater to a community when it is an historic resource that cannot be replaced. While it is impossible to control nature, steps can be taken to safeguard a building and prepare it for the

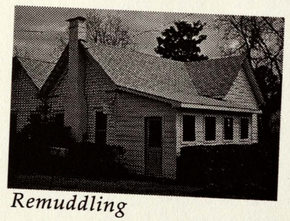
worst of conditions. Routine maintenance of fireplaces and replacement of outdated wiring will offer protection against fire. Proper maintenance of a building's exterior and grounds - replacement of loose shingles or rotten boards, a good coat of paint, the removal of dead trees and limbs - will protect a building from high winds, water and falling trees. And, if damage should occur, immediate repair is advisable.

Relocation of Historic Structures

Relocation is the process of moving a building to a new location, usually because of displacement, urban renewal, or similar governmental actions. Whatever the reason, removing an historic building from its original site and environment destroys the integrity of the building. The loss of the original context and character unique to its location affects the significance of the property. The removal of a structure from an historic district is an even greater loss since it affects the character or sense of place of the entire neighborhood.

Remuddling

Remuddling is a word coined by *The Old House Journal* that describes the practice of altering the original appearance of an historic building in a way which is totally out of character or not compatible with the original design. This form of remodeling completely ignores and sometimes completely obscures the historic character of the building. The removal or covering of historic details and ornament, insensitive exterior additions, and the use of incompatible materials are typical changes. The magazine uses before and after pictures to illustrate the practice.



Remuddling

Lack of Preservation Education and Awareness

Perhaps the greatest invisible threat to historic preservation is the lack of public awareness, appreciation, and understanding of the value of historic resources. However, public support for preservation can be cultivated through a heritage education program. Not only can heritage education be taught in the classroom, it can also take the form of town history celebrations, local festivals, driving tours, and neighborhood, house, and gardens tours to be enjoyed by citizens and tourists alike. Once heritage education programs are in place, the aesthetic, social and economic benefits of preservation will be obvious.

Lack of Preservation Policy

Public awareness of preservation and the recognition of the threats to historic resources are important; however, without local preservation policies and other legal tools, historic resources can be demolished or altered beyond recognition. The strongest tool for preservation is a local preservation ordinance.

EFFECTIVE TOOLS FOR PRESERVATION ACTION

Local Historic Preservation Ordinance

The most effective tool currently available for the protection of a community's historic resources occurs through local initiative, in the form of a local preservation ordinance. *An historic district ordinance is a local law which designates and attempts to protect a neighborhood or area of preservable potential.* The benefits are numerous and, contrary to what many people assume, they do not interfere

with what homeowners can or can not do to their homes.

A *preservation ordinance* <u>does:</u>

- provide a policy for the protection of historic properties,
  establish an objective and democratic process for designating historic properties,
- protect the integrity of designated historic properties with a **design review** requirement,
- authorize design guidelines for new development within the historic districts to ensure that it is not destructive (is sympathetic) to the area's historic character,
- stabilize declining neighborhoods and protects and enhances property values.

A preservation ordinance <u>does not:</u>

- require permission to paint your house or review color selection,
- require that historic properties be opened for tours,
- restrict the sale of property,
- require approval of interior changes or alterations,
- prevent new construction within historic areas,
- require approval of ordinary repair or maintenance.

Source: Preservation ordinance does and don'ts from The Georgia Alliance of Preservation Commissions.

According to the Office of Preservation Services at the School of Environmental Design

at the University of Georgia, there were 75 local Historic Preservation Commissions in Georgia as of October, 1995. Spread across the state, 43% of them are in cities or counties with populations ranging from 0-10,000 and 30% have populations in the 10,000-50,000 range.

Source: Stats from Local Historic Preservation Commissions in Georgia: A 1995 Profile.

Local Historic Districts

An historic district is a geographically definable area-urban or rural, large or small-possessing a significant concentration, linkage, or continuity of sites, buildings, structures, and/or objects united by past events or aesthetically by plan or physical development. A local district differs from a National Register District in that it protects the significant properties and historic character of the district. A Local Historic District provides a community with the means to make sure that growth, development, and change take place in ways that respect important architectural, historical, and environmental characteristics. Local designation encourages sensitive development in the district and discourages unsympathetic changes from occurring. This happens through a process called design review, whereby the preservation commission approves major changes that are planned for the district and issues Certificates of Appropriateness which allow proposed changes to take place.

Local Historic Districts <u>do not</u>:

- restrict the use to which property is put in the district or require property owners to make improvements to their property,
- qualify property owners for federal or state grants for preservation purposes,

- provide tax incentives for preservation purposes unless such are provided by local tax law,

- affect federal, state or local government activities,
- provide additional protection from the effects of federally assisted undertakings.

Certified Local Government

Local governments can be designated as Certified Local Governments (CLGs) if they comply with federal regulations as prescribed in the National Historic Preservation Act. The Certified Local Government program extends the federal and state preservation partnership to the local level. Any city, town, or county which has enacted an historic preservation ordinance, enforces that ordinance through a local preservation commission, and has met requirements outlined in the *Procedures for Georgia's Certified Local Government Program* is eligible to become a CLG. The following standards must be met by a local government in order to become a Certified Local Government:

- a local preservation ordinance must be passed,

- an historic preservation commission must be formed to review design decisions for individual structures and structures in designated districts,

- a system for survey and inventory of historic properties that furthers the purpose of the National Historic Preservation Act must be maintained,

- adequate public participation in the local historic preservation effort must be provided for,

- responsibilities delegated to the CLG under the National Historic Preservation Act must be satisfactorily performed.

The **benefits** of becoming a CLG include:

- eligibility to apply for federal historic preservation **grants** and **money** available only to CLGs,

- direct participation in the National Register of Historic Places program through review of local nomination prior to their consideration by the Georgia National Register Review Board,

- the opportunity to receive technical assistance in historic preservation procedures through workshops, informational materials, statewide meetings, training sessions, and conference,

- improved communication and coordination with local and state preservation activities.

According to the Georgia Alliance of Preservation Commissions, there were 45 Certified Local Governments in Georgia as of November, 1995. Cedartown, Bowdon, Jefferson, and Lexington represent some of the rural, small towns taking an active role to preserve their historic resources.

Source: Historic Preservation FACT SHEET, Historic Preservation Section, Georgia Department of Natural Resources.

The Main Street Program

The Main Street Program was established by the National Trust for Historic Preservation; however, several states, including Georgia, have instituted their own programs. The program, which encourages economic development within the framework of historic preservation, is especially germane to small towns. The basic concept is that ailing downtowns will be economically revitalized– attract new business and more pedestrians– by capitalizing on their architecture and history.

These four areas in which the Main Street program attempts to secure cooperation from shopkeepers to rehabilitate buildings and economically revitalize businesses are:

- Design: The physical appearance of a town's commercial district enhanced by the rehabilitation of historic buildings, the addition of new construction that is compatible with the historic resources, and the use of suitable signs and window displays.

- Promotion: The downtown's assets are advertised as a unit using techniques borrowed from successful malls and shopping centers, such as unified store hours and joint promotions.

- Organization: The program seeks to build consensus and cooperation among the many merchants, property owners, public officials, chambers of commerce, realtors, bankers, etc., that play a role in the revitalization process.

- Economic Restructuring: This includes finding every legal and financial tool available to assist in revitalization-tax credits, new uses for old buildings, apartments from unused upper floors

of commercial buildings, revitalization loan programs, etc., to expand new business opportunities.

While Jasper, like other communities, may have tried home remedies such as paint and fix-up campaigns or hired a consultant for a master plan, it takes a mechanism like Main Street for a successful downtown revitalization campaign. If the community is serious about the program it will hire a full-time manager to guide the effort. According to the Historic Preservation Division, Georgia had 35 Main Street programs as of December 1994.

Source: Mainstreet Georgia supplement prepared by Georgia Main Street Program, 1984.

Adaptive Use

Adaptive use is the process of converting a building to a use other than that for which it was designed, e.g., changing a factory into housing. Such a conversion is accomplished with varying alterations to the building. The Secretary of the Interior provides a list of standards for appropriate rehabilitation techniques. The benefits of adaptive use are numerous, including:

- financial benefits for property owners in the form of tax incentives,

- financial benefits for the city in the form of increased tax revenue incurred by bringing more viable properties on to the tax role,

- the increase in businesses will be followed by an increase in tourism.

Covenants and Reverter Clauses

Covenants and *reverter clauses* are used by non-profit organizations who participate in real estate transactions. Covenants, also called deed restrictions, pertain to restrictions imposed on a subsequent owners when a property is transferred. For organizations, covenants operate in the same fashion as easements and are commonly used with limited development and revolving funds. Reverter clauses are stipulations within deeds which state that ownership of the property will revert to the conveyor or a designated third party unless certain conditions are met.

Easements

An *easement* is a partial interest in real property, through donation or purchase, recorded in the deed, protecting the identifying elements of the interior/exterior or space around the property deemed important to be preserved. A preservation easement program enables a tax-exempt organization to protect buildings or land against potential adverse development changes by acquiring partial interests in such properties. The property remains in private hands, with the owner enjoying full use of the property, subject only to the restrictions of the easement. In return, the owner of the property is allowed a one-time-only charitable contribution deduction on his/her income tax.

Preservation easements are generally one of three types:

- A facade easement protects the exterior features of the building by controlling alterations to the exterior and requiring proper maintenance. It alsoprevents the demolition of the structure,

- An interior easement protects all or part of the interior of a building. This type of easement is not common due to the difficulty of reviewing interior spaces in residential or other privately owned buildings,
- A conservation easement protects open spaces, historic scenic views, the land surrounding significant structures and ecologically important land.

Heritage Education

Heritage education is the broad term used to describe such activities as walking tours, museum activities, and oral history interviews that disseminate historical information to both adults and children in a community. Heritage education teaches citizens to recognize the historic resources that document their history and link them to their state, region, and nation. As citizens become more aware or educated, they will develop a preservation ethic and encourage conservation of the community's historic, cultural, and natural resources.

Local schoolkids take a break during a field-trip.

One established program that bears investigation is the Heritage Education Program sponsored by the Georgia Trust for Historic Preservation. Working through local school systems, the Trust trains teachers, at summer workshops, to relate local events and sites to state and national history already covered in textbooks.

Heritage Tourism

Heritage tourism = historic preservation + economic development + tourism. Translated, this means historic sites, as well as cultural events such as festivals, are included within the realm of heritage tourism.

It is widely recognized that historic homes and commercial buildings will attract tourists to anarea. Therefore, a revitalized downtown with restored storefronts and a district with intact historic homes would add greatly to the number of tourists already attracted to the area by the mountains.

National Register of Historic Places

The National Register is our country's official list of historic buildings, structures, sites, objects, and districts worthy of preservation. The list is maintained by the U.S. Department of the Interior. In Georgia, the National Register program is administered by the Historic Preservation Division (HPD) of the Department of Natural Resources.

The *National Register* <u>does</u>:

- Identify significant buildings, structures, sites, objects, and districts according to the National Register Criteria for Evaluation,
- Encourage the preservation of historic properties by documenting their significance,
- Provide information about historic properties for local planning purposes,
- Facilitate the review of federally funded, licensed, or permitted projects for their effect on historic properties. (Section 106 of the National Historic for all properties listed or eligible for designation on the National Register. The reviewed is conducted by the Advisory Council on Historic Preservation, and independent federal agency charged with advising the president and Congress on preservation matters),
- Assist state government agencies in determining whether their project will affect historic preservation projects,
- Provide federal tax benefits to owners of income-producing depreciable properties if they rehabilitate their properties standards,
- Provide state historic preservation property tax benefits to property owners of taxablehistoric properties if they rehabilitate their properties according to preservation standards,
- Allow consideration of fire and life safety code compliance alterations when rehabilitating historic buildings,
- List properties only if they meet the National Register Criteria for Evaluation.

The *National Register* <u>does not</u>:

- Provide a marker or plaque for registered properties (property owners may obtain markers or plaques at their own risk),
- Restrict the rights of private property owners or require that properties be maintained, repaired, or restored,
- Automatically invoke local historic district zoning or landmark designation,
- Stop federally-assisted development projects,
- Stop state government projects,
- Guarantee that grant funds will be available for all properties or projects,

- Require property owners to follow preservation standards when working on their on properties unless they wish to qualify for tax benefits,

- Guarantee historic preservation property tax incentives--to qualify, work done on historic buildings must meet preservation standards,

- Mandate that special considerations be given to compliance with life safety and fire codes,

- List individual properties if the owner objects or historic district if a majority of property owners object.

Source: Historic Preservation FACT SHEET, Office of Historic Preservation, Georgia Department of Natural Resources.

Revolving Funds

Revolving fund programs may be established by nonprofit organizations to fund preservation activities. The funds, accumulated from projects, fund-raising and charitable gifts are used to issue short-term loans and/or to purchase endangered historic properties which are sold with appropriate easements or maintenance agreements to ensure protection. The money is then returned to the organization by the repayment of the loans or resale of the properties allowing it to be revolved for new projects. Federal tax law allows nonprofits to conduct business activities without federal income tax liability, if such activities relate to the purposes of the organization and the funds are used for approved purposes.

Sign Ordinances

Sign ordinances may be enacted by local governments to protect the historic character of the central business district as well as other historic corridors affected by inappropriate or oversized signage. A sign ordinance regulates the size, placement, materials, and appearance of signs.

Tree Ordinances

Tree ordinances may be used to protect specific yard and street trees from development pressures.

Zoning

Zoning is the most widely employed method of regulating the use of land. It divides the land within a local jurisdiction into zones and prescribes regulations as to the type and intensity of use. Permitted and special uses are established, including lot size, setback regulations, height and bulk limitations, density, and other development standards. In addition, zoning increasingly regulates non-dimensional aspects of development such as landscaping, architectural design and features, and signage.

Zoning can either complement or undermine preservation efforts. Therefore, zoning for historic preservation is extremely important to ensure the integrity of a district.

Overlay zoning may be used for historic districts. An overlay zone applies a common set of regulations and standards to a designated areathat may cut across several different pre-existing conventional zoning districts. These

zones permit the uses and densities permitted in the underlying zone, but require that structures within the historic district be built or maintained in conformance with the historic district's regulations to ensure compatibility.

Financial Incentives

Financial incentives are available to encourage historic preservation. They are offered in the form of tax credits, grants, loans, and mortgages, from various public agencies and private foundations. Rehabilitation, restoration, planning, community development, preservation consulting, and preservation education are among the wide range of projects for which money is available. The following is a short list of financial incentives available to further historic preservation efforts. For more information about these programs and others, contact the Historic Preservation Division of the Georgia Department of Natural Resources.

Tax Incentives:

Federal:	Rehabilitation Investment Tax Credit (RITC)
	Charitable Contribution Deduction
State:	Rehabilitation Historic Property Tax Assessment Freeze
Local:	A variety of approaches are used by local governments including abatement of property taxes and property tax exemption plans.

Grants:

- Various Development and Survey and Planning project grants sponsored by the federal and state government

- Community Development Block Grant (CDBG)/Small Cities Program sponsored by the Department of Housing and Urban Development (HUD)

- Heritage 2000 Grant sponsored by the state of Georgia

- Preservation Services Fund grants offered by the National Trust for Historic Preservation
- Rural Housing Preservation Grants sponsored by the Department of Agriculture

Loans and other Financing:

- Low to moderate income housing loans made by the Department of Agriculture

- National Preservation Loan Fund provided by the National Trust for Historic Preservation

- Restoration/Rehabilitation Financing - 203 (k) Funding established by the Federal Housing Administration

- Revolving Fund Program sponsored by the Georgia Trust for Historic Preservation

- Transportation Enhancement Activities Program funded through the Georgia Department of Transportation (DOT), referred to as "ISTEA"

RECOMMENDATIONS



RECOMMENDATIONS

Please note that both the Appendix and the Advocacy Packet contain specific information about many of the programs and concepts mentioned in the recommendations below. Consult these resources for additional explanation.

EDUCATION

Advocacy Packet/Jasper Historic Resources Manual

- Place both the Advocacy Packet and the Jasper Historic Resources Manual on display in the library or the Chamber of Commerce for use by the public. Publicize the availability of these documents and encourage their use for educational presentations given by individuals or groups. The advocacy packet contains basic information about historic preservation, including fact sheets on architectural styles, preservation programs, funding and the benefits of preservation. The Historic Resources Manual provides specific information on the historic buildings and sites in Jasper, with general recommendations for their preservation.

Community Awareness

- Coordinate community programs, with community organizations and schools, to educate the citizens of Jasper about historic preservation and its benefits. While the Jasper Historic Resources Manual represents a first step in encouraging more public awareness of the potential benefits of historic preservation in Jasper, it is the responsibility of the town itself to further the initial efforts of the survey team. Educating the entire community about their unique heritage, as evidenced in the physical structures and sites in Jasper, is an important way to instill a sense of place and community pride in citizens. Initially, this program could serve to increase support for preservation-related issues, such as the adoption of a local

preservation ordinance. However, the importance of community awareness regarding the protection of cultural heritage should not be limited to adults. Heritage education should be an integral part of the curriculum in the schools, with either local initiatives for this curriculum or with assistance from the Georgia Trust's Heritage Education Program (information is provided in the advocacy packet). Heritage education within the community can take many forms, such as hands-on-workshops, museum activities, field trips, lectures, library exhibits, slide shows, house tours, newspaper articles and driving tours highlighting both historic sites and scenic vistas of the beautiful surrounding mountains.

- Take advantage of popular community events, such as the Marble Festival, to educate the community. The Marble Festival could be expanded to incorporate more heritage education ideas, such as a living history exhibit at the log cabin located at the elementary school. The new spring event being planned by the Pickens County Chamber of Commerce could have a historical theme to highlight the cultural heritage of the area, making heritage education a central part of the fun. In this way, cultural enrichment and heritage education become natural extensions of the leisure activities of the community.

LEGAL CONSIDERATIONS

Adoption of a Local Preservation Ordinance

- Adopt a local historic preservation ordinance. A preservation ordinance provides legal protection for historic resources within designated historic districts and provides a framework for future preservation planning activities. The ordinance requires the establishment of an historic preservation commission, a local body responsible for implementing and administering the ordinance. One of the most important duties of the

commission is to review applications for new construction, additions and demolitions within historic districts. The development of design guidelines will help guide the commission in their decisions and also help to ensure that additional development and construction within historic districts respects the character and visual appeal of the older buildings.

The adoption of a local preservation ordinance is one way that Jasper can express its commitment to protecting the environmental quality of its community. In addition to appreciating historic resources and recognizing their contribution to Jasper's sense of place, the town can take an important step by providing strong legal protection for these resources. For many homeowners, this ordinance, rather than being restrictive, is actually protective of their investment. The protection of historic resources has proven to be an economic boost for many areas, with increased opportunities for tourism and grant monies for community development.

- Designate several local historic districts after the adoption of a preservation ordinance. Based on the architectural survey and analysis, there are three potential historic districts in the city of Jasper. These are the Woodbridge Historic District, the Downtown Historic District and the South Main Historic District. The districts are illustrated in a map included in the Historic Resource Analysis section of this report.

Obtain Certified Local Government Status

- Apply at the Georgia State Historic Preservation Office for status as a Certified Local Government (CLG). CLG status, which provides an official link between federal, state and local preservation agencies, is only possible after the adoption of a local preservation ordinance. The benefits of Certified Local Government status include special grant monies available only to CLG communities, technical assistance and training for preservation activities, and

inclusion in the preservation network of information exchange. The City of Jasper, in order to take full advantage of opportunities to increase the vitality of their downtown, should consider CLG status as a significant way to gain grant monies for community development and preservation.

Adopt a Sign Ordinance

- Adopt a sign ordinance for locally designated historic districts. A sign ordinance establishes standards for location, size, illumination, number, construction, and maintenance of public and private signs erected within a designated area. It ensures public safety and protects the environmental quality of an area by limiting signage to an orderly and reasonable display.

COMMUNITY DEVELOPMENT

Establish a Main Street Program

- Establish a Main Street Program. This program, active nationally and in the state of Georgia, provides a new approach to downtown revitalization in small communities with a population of 5,000 or less. The Main Street Program's approach to revitalizing downtowns encourages historic preservation, economic development, promotions, the organization of downtown business owners and the overall good design of downtown elements. The hiring of a Main Street Manager could help ensure that someone is taking special responsibility for the development, preservation and continuing vitality of Jasper's downtown.

Downtown Physical Improvements

- Implement physical improvements which would help to make the downtown more viable and attractive. Initiate a facade improvement program to increase the attractiveness of the historic downtown buildings. By capitalizing on

the restoration of historic building facades, which create a more cohesive and interesting appearance, the downtown will be more attractive to new businesses and tourists alike. State and federal historic preservation tax incentives help to make these restorations cost-effective, while the Georgia Trust has a design program that can assist towns with their facade restorations. If coordinated with a business recruitment program, the tax base of the city might increase enough to support a local tax incentive program that would further encourage the revitalization of the downtown storefronts.

- Encourage development of the second stories of downtown buildings. Second-story businesses and residential apartments, such as lofts, can greatly improve downtown activity.

- Install public facilities in the downtown area. This will encourage shoppers and visitors, especially those with children, to spend more time in downtown Jasper.

- Implement the recommendations of the Jaeger Company's Downtown Improvement Plan. These recommendations include attention to the streetscape, such as the planting of trees, the coordination of the appearance of signs, the planning of additional parking, the creation of more public spaces and the development of additional landscaping. All of these suggestions would help improve the downtown.

- Emphasize the entrances to the city and the downtown. Visitors, who are always potential customers, should be aware that they are entering the city of Jasper. Simple, attractive signs can effectively relay this message.

- Create a walking trail or path connecting the historic downtown, historic railroad depot, part of the old federal road and residential areas with the scenic vistas surrounding the town. Not only would this provide a recreational outlet for

Jasper's citizens, but it could also be an opportunity to teach people about the historic sites and natural resources of the area.

Expanded Advertising and Promotional Campaign

- Promote heritage tourism through promotional materials and events produced by the Pickens County Chamber of Commerce, focusing on the historical aspects of Jasper. With a rich history including Native Americans, the marble industry, the Jasper Jail, the Woodbridge Inn and the natural beauty of the area, there are many opportunities to promote the Jasper area. There should be a special emphasis on the activities that tourists can experience relating to history, such as eating and lodging at the historic Woodbridge Inn or visiting the Jasper Jail.

- Promote downtown business, increase tourism and encourage a sense of community through the expanded promotion of special events, such as a Christmas parade or an Old Fashioned Fourth of July, sponsored by the Jasper Merchants Association and the Lions Club.

Technical Preservation Assistance

Development of Design Guidelines

- Develop design guidelines to operate in conjunction with an historic preservation commission or a design review board. Design guidelines are protective measures which help ensure that an historic area maintains its integrity and visual appeal through compatible expressions of design. These expressions of design can include compatible materials, ornament, scale, massing, street setbacks and proportion. These guidelines are not intended to prevent property owners from making changes; rather, they help ensure that the changes made increase the special appeal of the historic area. In this way, design guidelines help

protect the sense of place that makes the community a unique place to live and work.

Consider the unique place Jasper is because of the beautiful scenic vistas and open pasture lands on the edges of town. Design guidelines are one way that Jasper can respect and protect these natural vistas while still encouraging development. Currently, tall buildings and ill-placed powerlines obstruct many of the scenic views in Jasper. Avoid further obstruction of the city's unique scenic vistas by including the protection of scenic vistas as an element in the design guidelines.

SPECIFIC PRESERVATION ACTIVITIES

Future of the Jasper Jail

- Stabilize the Jasper Jail and adapt it for use as an information center for historical attractions in the region. The jail is a very valuable historic resource to the city of Jasper and is also the only structure in the city listed on the National Register of Historic Places. In recent years, it has not been utilized to its fullest potential as a resource to the Jasper community or the downtown. Located in the downtown of the county seat of Pickens County, the jail is a logical place for an information center, with exhibits on the unique local marble industry and the history of Pickens County and the region. As an information center for regional history, the jail could also act as the starting point for county or city-wide tours.

However, the building is in serious need of stabilization. In order to win grant monies to stabilize this significant building, the ownership and operation of the jail should be well-established. Some combination of organizations or government must assume leadership for this important project. In order to secure money to stabilize and adaptively use the building, there must be commitment on someone's part to

create a plan for repairing, funding and using the building. If successful, it would be a wonderful addition to Jasper's downtown, further encouraging heritage tourism and heritage education.

Further Preservation Activities in Jasper

- Coordinate with the Marble Valley Historical Society in courses of action to further the success of preservation activities within the county and the City of Jasper. First, the society should consider filing incorporation papers so that they can establish 501(c)(3) status. With this tax-exempt status, they would be able to accept tax deductible contributions, which could be helpful if they undertake any sizable preservation project. Second, the society might also consider joining the Georgia Historical Society, which offers workshops and information sessions to affiliate member organizations. This membership would increase the flow of information to and from historical societies across the state. This will benefit the preservation activities in Jasper. Third, it is recommended that the society, along with any other community organizations, join the Chamber of Commerce in a show of community goodwill and support.

- Nominate the Roper House and the Pickens County Courthouse to the National Register of Historic Places. While the Roper House is old enough to be nominated now, the Pickens County Court House will not be eligible for a few more years. However, the courthouse will be soon be old enough to be nominated to the National Register under a thematic nomination of state-wide county courthouses, so research could be started now.

- Work with the current owner of the Greystone complex to refurbish the former tourist court into a local farmer's market. With the Olympia Restaurant refinished in a way that would blend

into the historic stone complex, the entire site could be a very unique local and regional attraction. With produce and special exhibitions of things such as agricultural implements and mountain crafts, the complex could be a huge draw for residents and tourists alike. It could provide shopping, eating and education all in one place.

EXISTING ORGANIZATIONS IN JASPER

There are a number of nationally recognized civic organizations in Jasper, such as the Lions Club, the Kiwanis Club, the Rotary Club, and the Optimist Club. Lesser known groups such as Citizens for a Clean Community, an affiliate of Keep America Beautiful, AARP (American Association of Retired People), and Lioness Club also exist. The community can boast of an active Chamber of Commerce and Merchants Association which both promote the local economy. There is one historical society, the Marble Valley Historical Society and one arts and craft association, the Sharp Mountain Arts & Crafts Association. These groups along with others, such as the Education, Economic Development, Public Relations, and Tourism Committees within the Chamber of Commerce would benefit greatly from incorporating heritage education into their yearly plans and programs.

CLOSING STATEMENT



CLOSING STATEMENT

This study was conducted by outsiders. We recognize Jasper's potential to promote its rich history and cultural resources. Our studies have taught us the benefits - economic, social, and aesthetic - preservation can provide both the city and its citizens. We believe the preservation of the Jasper's historic homes and commercial buildings will not only enhance the appearance of the community and attract more tourists but will also enhance the quality of life for its inhabitants. Finally, we acknowledge the importance of preserving Jasper's built environment to safeguard its sense of place.

We have recommended a plan of action in this preservation study. That, however, is just the first step in the process of preservation. Now it is up to insiders, including government officials, civic groups, local organizations and individual property owners, to assess the study. You must determine what suggestions are most important to the community and tailor the recommendations to fit the needs and desires of the community at large. Change is inevitable, therefore, the citizens must take the initiative to preserve the qualities that make Jasper a special place to live.

We challenge you to recognize the values from the past - your architectural and cultural heritage - and incorporate them into a plan for your future.

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- Thanks to all those who made reproduction of these documents possible.

APPENDIX



APPENDIX

GLOSSARY OF ARCHITECTURAL TERMS

Arcade A series of arches supported on columns or square or rectangular piers; or a covered passageway whose sides are open arcades; and by extension, a covered way lined with shops even if no arches are used.

Architrave In Classical architecture, the lowest portion of the entablature that sits immediately upon the columns or pilasters (Originally, the architrave was the structural beam spanning the distance from column to column). Also an ornamental molding covering the joints between the frame of a window or door opening and the surrounding wall surface.

Ashlar A dressed or squared stone and the masonry built of such hewn stone. It may be coursed, with continuous horizontal joints, or random, with discontinuous joints.

Asymmetry A configuration that does not possess a blanaced arrangement (for example, an entry or front door that is not in the center of the house.)

Balloon frame A type of wood-frame construction in which the weight-bearing vertical members (the studs) extend from the sill at the foundation to the top plate. Common during the nineteenth century, this form of construction has been largely replaced by the Western platform frame since 1900.

Baluster A turned or rectangular upright supporting a stair handrail or forming part of a balustrade.

Balustrade An entire railing system including a top rail, its balusters, and often a bottom rail.

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

Bay One unit of a building that consists of a series of similar units; commonly defined as the number of vertical divisions within a building's facade (e.g. window and door openings or the areas between columns or piers).

Beam The main horizontal structural member in the construction of a frame house.

Belt course A narrow horizontal band projecting from the exterior walls of a building, usually defining the location of interior floor levels.

Blind arch An arch that is not an opening for a window or door, but is set against or indented within a wall.

Board-and-batten A method of siding in which vertical boards are nailed to the frame of a house and narrow boards (called "battens") are applied over the joints between the boards. Board-and-batten siding is common in Gothic Revival frame houses.

Boards Milled wood cut to a thickness of 1 inch or less.

Bond The pattern in which bricks are laid for the sake of solidity as well as design. The four basic types used in the eastern United States are English, Flemish, Running and Common.

Bracket A projecting support used under cornices, eaves, balconies, or windows to provide structural or purely visual support. Also, a scroll at the end of a step on the string of a staircase.

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

Casement A hinged window frame that opens horizontally like a door.

Cast Iron Iron, shaped in a mold, that is brittle, hard, and cannot be welded; in 19th century American commercial architecture, cast-iron units were used frequently to form entire facades.

Chamfer An approximately 45-degree bevel cut on a previously square-cut corner of a beam or other member.

Chevron A V-shaped decoration generally used as a continuous frieze or molding. This treatment is typical of the Art Deco style.

Chicago Window An oblong window with a wide central light containing a fixed pane of plate glass flanked by narrower lights with sashes.

Clapboard A long, narrow board with one edge thicker than the other, overlapped to cover the outer walls of frame structures; also known as weatherboard.

Classical Of, or pertaining to, the architecture of ancient Greece or Rome.

Column A vertical support of round section. In classical architecture the column consists of three parts: base (except in Doric), shaft, and capital.

Coupled columns Columns set as close pairs with a wider intercolumnation (the clear space) between the pairs.

Corbel 1. In masonry, a projection or one of a series of projections, each stepped progressively farther forward with increasing height; anchored in a wall, story, column, or chimney. 2. A bracket or block projecting from the face of a wall that generally supports a cornice, beam, or arch.

Corner board A vertical board at the corner of a house.

Cornice 1. A molding at the edge of a roof; 2. A molding that covers the angle formed by ceiling and wall; 3. The uppermost section of an entablature.

Course A horizontal row of stones or bricks in a wall.

Dentil From Latin, *dens*, "tooth." A small rectangular block used in a series below the cornice in the Ionic, Corinthian, and Composite orders, and sometimes the Doric.

Doric Order A classical order most readily distinguished by its simple, unornamented capitals and tablets with vertical grooving, called triglyphs, set at regular intervals in the frieze. This order represents architecture of the "Golden Age" of Greece (4th and 5th centuries) and was readily adapted in the American Greek Revival.

Dormer window An upright window lighting the space in a roof. When it is in the same place as the wall, it is called a wall dormer; when it rises from the slope of the roof, a roof dormer.

Double-hung sash window A window with two sashes, one above the other, arranged to slide vertically past one another.

Double pile plan A house plan in which the building is two rooms deep.

Double portico A projecting two-story porch with columns and a pediment.

Elevation An architectural drawing indicating how completed interior and exterior walls will look; the point of view is that of an observer looking from a horizontal vantage.

Ell An extension to a building at right angles to the main section.

Engaged column A column partially built into a wall, not freestanding. It may be purely decorative or it may serve as a buttress-like thickening of the wall.

Entablature The horizontal part of an architectural order, supported on columns, composed of architrave, frieze, and cornice.

Facade The exterior face of a building which is the architectural front, sometimes distinguished from the other faces by elaboration of architectural or ornamental details.

Fanlight A window, often semi-circular, over a door, with radiating muntins suggestive of a fan. Used widely in several periods of architecture, including Georgian, Federal, and Colonial Revival.

Fenestration The arrangement and proportioning of the openings (windows and doors) in a building.

Finial A decorative detail at the uppermost point of a pinnacle or gable.

Frame house A house in which the structural parts are wood or depend upon a wood frame for support.

Frieze The middle horizontal member of a classical entablature, above the architrave and below the cornice. It may contain relief carving.

Gable The vertical triangular shape at the end of a building formed by a double sloping roof.

Gable roof A roof with two roofing planes, joined at the ridge, that pitch evenly to opposite sides of the building.

Gambrel roof A variation of the gable roof: the plane on each side of the ridge is broken roughly halfway down and the lower half falls steeply to the eave. While it was first found in America in New England in about 1650, the gambrel roof was probably most popular in the early years of the twentieth century in the Dutch Colonial Revival house.

Half-timbered A medieval building style identified by its exterior walls, which consist of an exposed frame of horizontal and vertical timbers with an infill of masonry, stucco, or wattle-and-daub.

Header The end of a brick, sometimes glazed. Usually bricks are laid end out in order to tie two or more adjacent widths of brick together; a bondstone; a bonder.

Hip roof A gable roof with the ends shortened to form triangular surfaces.

Ionic order A classical order distinguished by a capital with spiral scrolls, called volutes and generally dentil courses. This order is more elaborate than the Doric but less so than the Corinthian.

Jamb The lining at the side or head of a window, door, or other opening.

Keystone The central voussoir of an arch shaped in a wedge form. Until the keystone is in place, no true arch action is incurred.

Knee brace A non-structural diagonal member used as exterior ornamentation, extending from the facade to the eave of a building. This element is characteristic of the Craftsman style of American architecture.

Light A section of a window; a pane of glass.

Lintel A horizontal structural or ornamental member over an opening which generally carries the weight of the wall above it; often of stone or wood.

Lunette A half-moon window, or wall space beneath an arch or vault.

Mansard roof A roof with two distinct pitches on all sides, the lower slope being sharply steeper than the upper one. The name comes from the seventeenth-century French architect Francois Mansard.

Masonry Brick, concrete, stone, or other materials bonded together with mortar to form walls, piers, buttresses, or other masses.

Molding A strip of wood used for finishes or decorative purposes with regular channels or projections which provide a transition from one surface or material to another.

Mullion A vertical member separating (and often supporting) windows, doors, or panels set in a series.

Muntin 1. A secondary framing member to hold panes within a window, window wall, or glazed door. 2. An intermediate vertical member that divides the panels of a door.

Order A definite arrangement of column, capital, and entablature, each having its own set of rules and ornamental features. The five classical orders, in chronological sequence are as follows: Tuscan, Doric, Ionic, Corinthian and Composite.

Oriel Window 1. A bay window, especially one projecting from an upperstory. 2. In medieval European structures and derivatives, a subsidiary bay, or a corbeled, enclosed feature, exterior or interior.

Palladian Window A window of large size, characteristic of neoclassical styles, divided into three lights by columns or piers. The middle one of which is wider and taller than the others, is roundheaded.

Parapet 1. A wall section rising above the roofline. 2. A low wall, sometimes battlemented, placed to protect any spot where there is a sudden drop, for example, at the edge of a bridge or house-top.

Pavilion A wing or central unit which projects from a larger architectural unit and is usually accented by special decorative treatment.

Pediment 1. In classical architecture, the triangular gable end of the roof above the horizontal cornice, often filled with sculpture. 2. In later work, a surface use ornamentally over doors or windows; usually rectangular but may be curved.

Picture Window In the nineteenth century, a window assembled of pieces of stained glass was often termed a "picture window." The large, single-paned expanses of glass we refer to today as picture windows were introduced after World War II.

Pilaster A flat-faced representation of a column, projecting from a wall.

Plat map A top-view map of an area indicating locations and boundaries of individual properties, usually for tax purposes.

Plot map A top-view drawing that identifies the boundaries and other significant aspects of the land on which a structure is built, as well as of the outline of the structure itself; also called a site plan.

Portico A porch or covered walk consisting of a low-pitched roof supported on classical columns and finished in front with an entablature and a pediment.

Post and lintel A structural system in which the main support is provided by vertical members, or posts, carrying horizontal members called lintels. This system of construction demonstrates the very essence of classical architecture.

Porte cochere A large covered entrance porch through which vehicles can pass. A feature used extensively in American architecture after 1875.

Pressed metal Thin sheets of metal molded into decorative designs and used to cover interior walls and ceilings. Also used on exteriors, especially in early 20th commercial structures.

Quoins Heavy blocks, generally of stone or of wood, cut in emulation of stone and used at the corners of buildings to reinforce and ornament masonry walls, or in wood as a decorative feature only.

Rafters One of a series of inclined structural members that support the roof, running from, the exterior wall to the ridgepole.

Ridgeboard or Ridgepole The horizontal member at the peak of the roof to which the top ends of the rafters are attached.

Rustification From Latin, rusticus "of the county, rude, coarse." The treatment of stone masonry which deeply cuts back the joints between the blocks. The surfaces of the blocks may be smoothly dressed, textured, or extremely rough or quarry faced.

Sash A window frame that opens by sliding up or down.

Section An imaginary vertical slice through a building (used in building plans).

Side lights A vertical line of small glass panes flanking a doorway. Used throughout American architecture beginning with the Greek Revival.

Siding The finished surface of an exterior wall, commonly clapboard or shingles.

Sill The lowermost member of a frame house, the sill is the large-dimension wooden element that rests directly on the foundation.

Single-pile plan An early plan in which the house was built but one room deep.

Soffit The underside of an overhanging cornice.

Stretcher A brick laid with its long face to the weather.

Stringcourse A projecting course of bricks, or some other material, forming a narrow horizontal strip (usually narrower than other courses in the facade) across the wall of a building.

Turret A small slender tower usually at the corner of a building, often containing a circular stair. The Queen Anne Style employs the turret as one

of its primary characteristics and is derived from Medieval castle construction.

Transom A light or window over a door or entranceway.

Veranda A open-air space alongside a house sheltered by a roof supported by posts, pillars, columns, or arches. In the South, porches are often called verandas. An earlier name for it in America was piazza. The French colonists called it a galerie, the Dutch a stoep (Americanized as stoop), the Spanish portal, in Italy it is a loggia. Veranda comes from the Portuguese varanda and was first used by the British in India.

Water table A sloping horizontal surface, of brick or stone, on an exterior wall, usually at the foundation level. This feature was employed to repel water from the foundation.

GLOSSARY OF PRESERVATION TERMS

Adaptive Use The process of converting a building to a use other than that for which it was designed, e.g., changing a factory into housing. Such conversions are accomplished with varying alterations to the building.

Background buildings Buildings that may lack exemplary character or significance but are nonetheless essential to the maintenance of a sense of place.

Certificate of Appropriateness A document awarded by a preservation commission or architectural review board which allows an applicant to proceed with a proposed alteration, demolition or new construction in a designated area or site, following a determination of the proposal's suitability according to applicable criteria.

Certified Historic Structure For the purposes of federal preservation tax incentives, any structure subject to depreciation as defined by the Internal Revenue Code that is listed individually in the National Register of Historic Places or located in a registered historic district. A Certified Historic Structure must be certified by the Secretary of the Interior as being of historical significance to the district.

Certified rehabilitation Any rehabilitation of a certified historic structure that the Secretary of the Interior has determined to be consistent with the historical character of the property of the district in which the property is located.

Code Enforcement Local regulation of building practices and enforcement of safety and housing code provisions. It is a principal tool used to ensure neighborhood upkeep.

Cultural resource A building, structure, district, site, object or document that is of significance in American history, architecture, archaeology or culture.

Demolition by neglect The destruction of a building through abandonment or lack of maintenance.

Demolition delay A temporary halt or stay in the planned razing of a property, usually resulting from a court injunction obtained by preservationists to allow a period of negotiation.

Design guidelines Criteria developed by preservation commissions and architectural review boards to identify design concerns in an area and to help

property owners ensure that rehabilitation and new construction respect the character of designated buildings and districts.

Design review The process of ascertaining whether modifications to historic and other structures, settings and district meet standards of appropriateness established by a governing board or advisory review board.

Dismantling Taking apart a structure piece by piece, often with the intent of reconstructing it elsewhere.

Easement A less-than-fee interest in real property acquired through donation or purchase and carried as a deed restriction or covenant to protect important open spaces, building facades and interiors.

Eminent domain The power of a government to acquire private property for public benefit after payment of just compensation to the owner.

Enabling legislation Federal or state laws that authorize governing bodies to enact particular measures or delegate powers such as enactment of local landmarks and historic district ordinances, zoning and taxation within their jurisdictions.

Extended use Any process that increases the useful life of an old building, e.g. adaptive use or continued use.

Fabric The physical material of a building, structure, or city, connoting an interweaving of component parts.

Facadism The retention of only the facade of a historic building during conversion while the remainder is severely altered or destroyed to accept the new use.

Gentrification British term for the process by which young professionals or "gentry" buy into inner-city areas as part of a neighborhood preservation trend.

Historic district A geographically definable area with a significant concentration of buildings, structures, sites, spaces or objects unified by past events, physical development, design, setting, materials, workmanship, sense of cohesiveness, or related historical and aesthetic associations. The significance of a district may be recognized through listing in a local, state, or national landmarks register and may be protected legally through enactment of a local historic district ordinance administered by a historic district board or commission.

Homesteading Programs under which abandoned buildings are made available at little or no cost in return for an agreement to rehabilitate them for a specific period of time. Similar programs to recycle commercial structures may be called shopsteading.

House Museum A museum whose structure itself is of historical or architectural significance and whose interpretation relates primarily to the building's architecture, furnishings and history.

Human scale A combination of qualities in architecture or the landscape which provide an appropriate relationship to human size, enhancing rather than diminishing the importance of people.

Landmark Register A listing of buildings, districts and objects designated for historical, architectural, or other special significance that may carry protection for listed properties.

Landscape The totality of the built human-influenced habitat experienced at any one place. Dominant features are topography, plant cover, buildings, or other structures and their patterns.

Material Culture Tangible objects used by people to cope with the physical world, such as utensils, structures and furnishings, all of which provide evidence of culturally determined behavior.

Mixed Use A variety of authorized activities in an area or a building, as distinguished from the isolated uses and planned separatism prescribed by many zoning ordinances.

Outdoor museum A restored, re-created or replica village site in which several or many structures have been restored, rebuilt or moved to, and whose purpose is to interpret a historical or cultural setting, period, or activity.

Police power The inherent right of a government to restrict individual conduct or use of property to protect the public health, safety and welfare; it must follow due processes of the law but, unlike eminent domain, police power does not carry the requirement of compensation of any alleged losses. Police power is the basis for such regulations as zoning, building codes and preservation ordinances.

Preservation Generally, saving from destruction or deterioration old and historic buildings, sites, structures and objects and providing for their continued use by means of restoration, rehabilitation or adaptive use. Specifically, "the act or process of applying measures to sustain the existing

form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. Preservation may include stabilization work, where necessary, as well as ongoing maintenance of the historic building materials" (Secretary of the Interior's Standards).

Preservation Commission A generic term for an appointed municipal or county board that recommends the designation of and regulated changes to historic districts and landmarks. It may be called a historic district review board or commission, architectural or design review board or landmarks commission; the latter's authority may be limited to individual buildings.

Reconstruction "The act or process of reproducing by new construction the exact form and detail of a vanished building, structure, or object, or a part thereof, as it appeared at a specific period of time" (Secretary of the Interior's Standards).

Rehabilitation "The act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural and cultural values" (Secretary of the Interior's Standards).

Renovation "The act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work" (Secretary of the Interior's Standards).

Restoration "The act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work" (Secretary of the Interior's Standards).

Revolving Fund A funding source that makes loans to accomplish some preservation purpose, e.g., purchase and rehabilitation of an endangered property. The loans are repaid to maintain the fund for other projects.

Section 106 The provision of the National Preservation Act of 1966 that requires the head of a federal agency financing or licensing a project to make a determination of the effect of the project on property in or eligible for the National Register of Historic Places.

Sense of Place The sum of attributes of a locality, neighborhood, or property, that give it a unique and distinctive character.

Stabilization "The act or process of applying measures designed to re-establish a weather resistant enclosure and the structural stability of unsafe or deteriorated property while maintaining the essential form as it exist at present" (Secretary of the Interior's Standards).

Street Furniture Municipal equipment placed along streets, including light fixtures, fire hydrants, police and fire call boxes, signs, benches and kiosks.

Streetscape The distinguishing character of a particular street as created by its width, degree of curvature, paving materials, design of the street furniture, and forms of surrounding buildings.

Style A type of architecture distinguished by special characteristics of structure and ornament and often related in time; also, a general qulaity of distinctive character.

Taking The appropriation by government of private property, e.g., condemnation through eminent domain for public use with just compensation. A "takings issue" arises when the use of the police power appears to diminish the value of affected property, such as a decision under a preservation ordinance.

Tax incentive A tax reduction designed to encourage private investment in historic preservation and rehabilitation projects.

Townscape The relationship of buildings, shapes, spaces, and textures that gives a town or area its distinctive visual character or image.

Visual pollution Anything that, because of its placement or intrinsic nature, is offensive to the sense of sight, e.g., garbage dumps and billboards.

Jasper Resource Survey Form Roll #_____ Resource No.
Photo# _____ County

1 Name(s) of Resource (if known)_____

2 Address _____
Number *Street*

3 Owner (if known)_____
Name

_____
Mailing Address

4 Building Classification ☐ Building ☐ Structure ☐ Site ☐ Object ☐ Landscape feature

5 Use Historic (if other than residential)_____
Current ☐ Residential ☐ Vacant ☐ Other _____
☐ *Single*
☐ *Multiple*

6 Date of Construction (definite)_____
Estimate ☐ 1851-1875 ☐ 1876-1899 ☐ 1900-1925 ☐ 1926-1945 ☐ 1946-1955 ☐ 1956- present

7 Major Changes
☐ addition date _____
☐ altered date _____
☐ moved date _____
☐ other _____

8 Architect / Builder _____

9 Contractor / Craftsman_____

10 Style ☐ High ☐ Elements ☐ No academic style

- ☐ Greek Revival
- ☐ Gothic Revival
- ☐ Italiante
- ☐ Second Empire
- ☐ Queen Anne
- ☐ Folk Victorian
- ☐ Colonial Revival
- ☐ Neoclassical Revival
- ☐ English Vern. Rev.
- ☐ Beaux Arts
- ☐ Craftsman
- ☐ Prairie
- ☐ Spanish Col. Rev.
- ☐ Mediterr. Rev.
- ☐ Art Deco
- ☐ International
- ☐ Minimal Traditional
- ☐ Ranch

11 Type 1 to 1 1/2 stories

- ☐ Single Pen
  - ☐ rectangular ☐ square
- ☐ Double Pen
- ☐ Hall and Parlor
- ☐ Saddlebag
  - ☐ 2 door ☐ central door
- ☐ Bungalow
- ☐ Shotgun
- ☐ Double Shotgun
- ☐ Gable-ell cottage
- ☐ Pyramidal cottage
- ☐ Queen Anne cottage
- ☐ New South cottage
- ☐ Georgian cottage
- ☐ Temple Front cottage
- ☐ Ranch
- ☐ Center Hall

2 or more stories

- ☐ I-House
  - ☐ central hall ☐ hall and parlor
  - ☐ double pen ☐ saddlebag
- ☐ Queen Anne House
- ☐ Plantation Plain
- ☐ Georgian house
- ☐ American Foursquare
- ☐ Split Level
- ☐ Other _____

12 Original Floor Plan

Shape ☐ Rectangle ☐ Square ☐ L ☐ T ☐ U ☐ H ☐ E ☐ Cross

Width (rooms wide)_____

Depth (rooms deep)_____

13 Number of stories_____

14 Number of bays_____ ☐ Symmetrical ☐ Asymmetrical

15 Roof Form ☐ Front gable ☐ Side gable ☐ Cross gable ☐ Gable ell ☐ Clipped gable ☐ Hipped
☐ Pyramidal ☐ Mansard ☐ Complex ☐ Flat/ eaves ☐ Flat/ parapet ☐ Shed

16 Roof Material_____

17 Chimney Placement and Number of Each

☐ Gable-end ext. ☐ Off-Center, ridge line ☐ Lateral ext.
☐ Gable-end int. ☐ Off-Center, roof slope
☐ Center ☐ Lateral int.

18 Material Used for Chimney (be specific)_____

19 Type of Construction ☐ Balloon frame ☐ Brick bearing ☐ Stone bearing ☐ Post and beam
☐ *Concrete* ☐ Other _____
○ *poured* ○ *block*

20 Exterior Materials (list all)_____

21 Foundation Materials -Type (list all) ☐ Brick ☐ Stone ☐ Concrete ☐ Wood ☐ Metal
Kind ☐ Pier ☐ Pier with infill ☐ Continuous ☐ Unknown

22 Type of Porch
☐ Verandah ☐ Portico ☐ Wrap ☐ Recessed ☐ Stoop ☐ Porte Cochere ☐ Balcony ☐ Other____
Width ☐ Partial ☐ Full
Height ☐ One story ☐ Two story ☐ Other _____
Location ☐ Front ☐ Side ☐ Side wrap
Roof Type ☐ Integrated ☐ Shed ☐ Hipped ☐ Gable ☐ Conical ☐ Complex ☐ Other _____
Features ☐ Wood Posts ☐ Wood balustrade ☐ Classical Columns ☐ Turned work ☐ Sawn work
☐ Chamfered posts ☐ Battered columns ☐ Masonry piers ☐ Metal posts ☐ Metal balus.

23 Windows
Type ☐ double- hung ☐ single-hung ☐ triple-hung ☐ casement ☐ fixed ☐ jalousie ☐ pivotal sash
Pattern of lights _____
Shape ☐ *rectangular* ☐ square ☐ circular ☐ octagonal ☐ Palladian ☐ other _____
○ *flat- headed* ○ *segmental-headed* ○ *round-headed* ○ *pointed arched*
Material _____

24 Additional Features (dormers, door features, bond of brick if applicable)_____

25 Outbuildings _____

26 Site Plan (only necessary if there is more than one outbuilding on the property)

27 Description of Landscape Features _____

28 Possible Threats _____

29 Further comments or suggestions, such as condition of exterior, eligibility for National Register : _____

Overall the current condition of the structure is which of the following :

☐Poor ☐ Fair ☐ Good ☐ Excellent

Prepared by: _____ Date: _____

INFORMATION

Information Series No. 58, 1992

MAINTAINING COMMUNITY CHARACTER: HOW TO ESTABLISH A LOCAL HISTORIC DISTRICT

The spring 1956 issue of *Old-Time New England*, the bulletin of the Society for the Preservation of New England Antiquities (SPNEA), contained an anonymous article entitled "Area Preservation and the Beacon Hill Bill," which explained how Boston's Beacon Hill Historic District was created.

"In [Charleston, New Orleans, Alexandria, Winston Salem, Georgetown, and Annapolis] it has been recognized that the preservation of historic monuments involves wider responsibilities than saving the single surviving old building, forlornly hemmed in on all sides by later structures and completely shorn of any meaningful context. . . . It is significant also that 'area preservation' has been started along a course of development which avoids the concept of a 'restored community.' The emphasis instead has been placed upon 'historic and architectural zoning for contemporary use' with the feeling that architects, planners, students, tourists, and the seeker-of-charm can derive as much if not greater satisfaction from an area which is protected from distortion and yet remains a vital, functioning part of the community. . . . This is not a negative approach in the long run. Actually, it is an extension of the various forms of zoning for business, industry and residence which have been fully accepted in most cities and towns for a good many years. It is by such regulations that property interests are safeguarded, and it has been a matter of crucial importance where 'historic zoning' is under consideration that the whole community recognize the sound potential advantages to be gained from the stabilization of an existing pattern and consequent appreciation in real estate values. . ." [1]

In 1992, almost 36 years after the SPNEA article, Historic Boston, Incorporated (HBI) produced a case statement, "Save our City: A Case for Boston," to ensure that the Boston Landmarks Commission and local district commissions, including the Beacon Hill Historic District, have appropriate staff and leadership with preservation vision. The "Save Our City" project provides a suitable measure of the influence that Boston's local historic district and landmark protection program has had on the city. The key points presented as findings in the study closely parallel the SPNEA predictions in 1956. HBI found local preservation to be effective for these reasons:

1. Preservation means jobs.
2. Preservation means money for Boston.
3. Preservation means strengthening our neighborhoods.
4. Preservation is no longer an isolated activity, but a practical problem-solving tool.[2]

The HBI study demonstrates why a local historic preservation program that features municipally based protection and promotion of historic resources is so vital for Boston. "City residents, by overwhelming margins, want City Hall to protect Boston's unique historic character. Poll results confirm this. City Hall must lead and direct the effort to save Boston by empowering the Landmarks Commission to carry out its statutory duties with energy and imagination."[3]

The Evolution of Historic Districts

The Boston experience proves that local preservation programs are effective. In fact, one of the first lessons learned in preservation is that the legal power to protect historic places lies chiefly with local government. Historic resources are first significant to a local population, and it seems reasonable that local people should play the leading role in protecting them.

Many Americans wrongly assume that the federal government protects historic resources and that listing in the National Register of Historic Places is sufficient to prevent demolition. The fallacy of this assump-

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Why a Local District?

The reasons for considering a local district vary from community to community. Usually, the area under consideration is faced with development pressures that will alter its historic character. Perhaps the district will be targeted for special planning efforts or community development programs such as a facade/home improvement program, a streetscape plan, a crime-watch patrol, or a tree planting project.

Whatever the goals, a local historic district is but one component of a community's comprehensive program for maintaining a thriving, viable, and lively collection of historic and contemporary resources. It is not the only solution for making preservation work at the local level. The local district is simply one tool to protect community character and should be used in combination with other planning and revitalization strategies. Although the district is quite often the centerpiece of a comprehensive local preservation program, it is rarely a solo act.

The associative value of historic resources is one of the long-standing reasons for preservation. Keeping buildings, sites, and objects around for future generations to appreciate is the most often repeated justification for historic preservation. Another compelling reason for communities to consider a local historic district is the economic advantage of well-preserved and revitalized historic districts. A locally regulated historic district can be a tool in fighting many of the negative economic trends that occur in the older sections of a community.

According to Dennis Gale, a professor of public policy and management at the University of Southern Maine, "the designation of historic districts in residential neighborhoods has grown in popularity... there is modest evidence that historic districts are more resistant than essentially identical but undesignated neighborhoods to price volatility associated with 'boom and bust' cycles in real estate trends." His studies point to a clear connection between district recognition, improved community awareness programs, instituting municipal rehabilitation programs, and promoting federal preservation incentives, and improved resident and investor confidence, thereby having a direct or indirect positive effect on property values.[5]

The benefits of creating a local historic district must be clearly articulated to government officials. More importantly, property owners must fully understand what designation will mean to them, since the use of their property will in some ways be restricted. Controversy between supporters of a local district and opponents can often be avoided by explaining the benefits that other communities have realized from their local historic districts. These benefits include:

1. Local districts **protect the investments of owners and residents of historic properties.** Suburbanites have available a sophisticated array of property value protection tools ranging from covenants and easements to subdivision regulations. Urban property owners rarely have the same security and often feel the pinch when insensitive development undermines their property value by turning their neighborhood or commercial area into a hodgepodge of poorly planned developments. The resulting lack of cohesiveness makes the area less attractive to investors and home buyers. Historic district designation encourages the purchase and rehabilitation of properties because the investment is better protected over a long period of time. Buyers will know that the aspects that make a particular area attractive will be maintained. Realtors in many American cities use historic district status as a marketing tool to sell properties.

2. Local districts encourage **better quality design.** Ellen Beasley, historic preservation consultant, noted in a study of nine historic districts that better design, i.e., a greater sense of relatedness, more innovative use of materials and greater public appeal, occurred more often within the districts than in areas without historic designations. [6]

3. Local districts **help the environment.** As our world gets smaller and our resources more limited, it is as irresponsible to waste the built environment as it is to waste natural areas. Building demolition that encourages suburban sprawl and decentralization of cities wastes tax dollars through construction of duplicative roads, sewers, and utilities; adds to landfill problems; and makes us more auto-dependent which contributes to pollution and congestion. This situation contributes to the decay of inner cities and the unwise use of infrastructure, land, and other non-renewable resources. Historic district revitalization should be a part of a comprehensive community recycling effort and environmental policy.

4. The **educational benefits** of creating local districts are the same as those derived from any historic preservation effort. Historic districts give a tangible link to the past, a way to bring meaning to history and to people's lives. Districts help explain the development of a place, the source of inspiration and technological advances. They are a record of ourselves and our communities.

5. A local district can result in a **positive economic impact from tourism.** A historic district that is aesthetically cohesive and well promoted can be a community's most important attraction. Studies by the U.S. Travel Data Center in Washington, D.C. indicate that tourism will be the world's leading industry by the year 2000 and that tourists' major goal is to experience history and culture. The retention of historic areas as a way to attract tourist dollars makes good economic sense.

6. The protection of local historic districts can **enhance business recruitment potential.** Vibrant commercial cores and attractive neighborhoods attract new business and quality industry. Companies continually relocate to communities which offer their workers a higher quality of life which is greatly enhanced by successful local preservation programs and stable historic districts.

7. Local districts provide **social and psychological benefits.** The comfort found in human-scale environments, the desire to live and work in attractive surroundings, the emotional stability gained by maintaining a recognizable and walkable neighborhood, and the galvanizing effect of community-based group action are all direct results of most local historic district ventures. The district designation process also allows citizens to take part in deciding the future of their communities. A sense of empowerment and confidence develops when community decisions are made through a structured participatory process rather than behind closed doors or without public comment.[7]

Case Study: Economic Benefits

A recent analysis performed by the Junior League of Mobile, Ala., shows that property values in the Church Street East Historic District increased by 582 percent in the 15-year period between 1974 and 1989. By contrast, general property values in Mobile increased by only 100 percent during the same period. The Church Street East Historic District is an area where intensive restoration and rehabilitation have taken place. It is protected by a preservation ordinance that requires that changes to buildings in the district be approved by an architectural review board prior to obtaining a building permit.

Junior League volunteers followed a methodology developed by the Washington-based Government Finance Research Center for the National Trust for Historic Preservation[1]. Volunteers researched more than 170 historic buildings to generate the figures. Property values for 1975 in a 21-block area were taken from property tax assessment sheets. Comparable values for calendar year 1989 were then generated by computer. The individual property tax values were totaled for each year. The astounding results were: 1975 property values for this neighborhood totaled $1,679,083. The same parcels in 1989 totaled $9,770,745. *The increase in values over this 15-year period was 582 percent.*

The rise in property values reflects not only the neighborhood becoming a more desirable place to live, but also the investment of capital into this area. The economic benefits of this neighborhood's revitalization can be measured in terms of return of property taxes to local government, sales tax collected on the purchase of construction materials, construction jobs created by the rehabilitation activity, and creation of an attraction for Mobile's expanding tourist economy. This survey conclusively illustrates that a well-developed historic preservation program and the creation of a local historic district is not only good for the cultural and social values of a city, it also increases property values and benefits the local economy.

Prepared by the Junior League of Mobile, Inc. and Mark McDonald, director, Mobile Historic Development Commission.

[1] Government Finance Research Center, "The Economic Benefits of Preserving Community Character," Washington, D.C.: National Trust for Historic Preservation, September 1992.

How to Increase Community Support

An easy way to launch a public awareness campaign for creating a historic district and establishing a local design review process is to form a broad-based task force or study committee, composed of individuals from every walk of life. It is imperative that property owners from the proposed district be involved from the beginning. Task force members should be hard workers, civic-minded, supportive, and willing to learn. This task force should be officially recognized by a resolution passed by the local governing body to give it credibility. It may be helpful for an existing organization, such as a historical society, downtown development organization, or neighborhood association, to approach local leaders with the idea. The task force will then become the primary group to push for the creation of local districts and some members may eventually be candidates for appointment to the preservation commission.

Begin early to build public and political support. Education should target a variety of groups throughout the community. From political leaders to schoolchildren, a wide range of citizens will be both affected by and interested in the process of creating historic districts. Some groups to target in this educational campaign would include:

- Elected officials
- Municipal department heads
- Media
- Business community
- Developers
- Legal community
- Homeowners and neighborhood organizations
- Downtown and commercial property owners
- Religious leaders
- Realtors and real estate brokers
- Architects, landscape architects, and designers
- Civic clubs
- Educational leaders and schoolchildren
- Preservation community

Your creativity is the only limit in developing educational tools. Communities have had success in using any combination of the following:

- Town meetings, workshops, and work sessions
- Fact sheets and flyers
- Press releases
- Contests
- Festivals, tours, and special events
- Booths and exhibits
- Banners and posters
- School curriculums
- Slide and video presentations
- Lecture series
- Neighborhood coffee klatches
- How-to seminars

Many communities have found a combination of educational techniques to be most successful. Clear, concise, and easy-to-understand materials are important to the success of any effort. This approach to community education can be repeated when a specific proposal is before the governing body. The proponents for adopting an ordinance, designating a district, or implementing any preservation strategy MUST be prepared to testify in large numbers to support their cause. Always assume that those who oppose the idea will also be there in force. District proponents are more likely to reach their goals and community consensus when they are well versed in the benefits of local districts and prepared to counter possible opposition.

Community education is a collaborative effort. Just as preservation planning cannot occur in the isolation of one program or under the auspices of one agency, department, or organization, neither can a community's efforts to educate residents and political leaders about a local preservation ordinance. The collaboration between like-minded individuals, civic groups, merchant and neighborhood associations, and professional organizations makes the task of community-wide public relations an easier one.

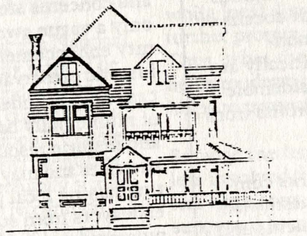
Often a local nonprofit preservation organization or historical society is the most logical group to coordinate the activities of district supporters. The role played by the nonprofit as the predominant district advocate is a tremendously important one. The nonprofit serves as the patient educator before the ordinance comes up for consideration by elected officials. The nonprofit is the chief organizer to lobby for the passage of preservation legislation which includes arranging for informed and supportive testimony at public meetings and hearings. The duties of the local nonprofit do not stop with ordinance adoption. Its proactive involvement should be ongoing and might include: conducting straw polls, completing historic resource surveys, developing district awareness campaigns, and sponsoring planning studies before, during, and after district designation occurs. Many nonprofits extend their role as the primary advocate for the commission and suggest names to fill vacancies as terms expire on the commission. They sometimes provide staff assistance, often serve as mediator in disputes, and participate in commission training and goal setting exercises.

Although essential to successful local preservation efforts, collaboration is not always the easiest thing to sustain. Fierce turf battles can develop between groups that share similar goals. Shortsighted commission members and local planners, as well as unproductive nonprofit staff or board members, can get caught up in miscommunication and needless disagreements. This always hurts the credibility of local preservationists and can lead to the ultimate demise of the entire local preservation process.

The need for property owner and **resident** awareness does not end **once the** historic designation occurs. **The most** effective community **education** programs are continuous. In fact, it is especially important to make sure that purchasers of property in a historic district *after* it is designated know that their property is subject to restrictions. Recognizing this, the Baltimore City Commission for Historical and Architectural Preservation (CHAP) conducted a nationwide survey of selected communities with preservation commissions in 1992 to determine what methods are being used by other local preservation commissions to enhance property owner awareness of the meaning of historic designation. Survey responses indicated numerous methods including:

- working with realtors to inform and educate the real estate community about historic properties and what historic district status means;
- including historic district status in real estate multiple listings;
- sending annual notices (list of addresses and maps) to title companies, real estate agencies, and relevant public agencies to advise of all designated addresses;
- mailing notice of historic district designation and commission information with annual tax bill, water bill or new water account bill;
- mailing annual commission newsletter to all historic neighborhood associations notifying/reminding owners of record (and tenants if possible) of historic district designation, guidelines, and permit requirements (through use of tax records data base);
- forming neighborhood association "welcome committees" to distribute commission guidelines to new homeowners; and
- implementing city award program for owners who have done significant work on their property.

DO YOU THINK THAT BRUNSWICK NEEDS A HISTORIC PRESERVATION ORDINANCE?

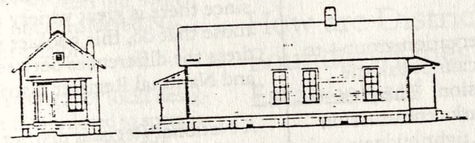


Learn about and express your views on the proposed preservation ordinance at the public meetings conducted by Mayor A.C. Knight.

AUGUST 1 -- Glynn County Middle School, 7:30 p.m.

AUGUST 21 -- Risley Center Middle School, 7:30 p.m.

SEPTEMBER 5 -- Burroughs-Mollette School, 7:30 p.m.



Copies of the proposed ordinance are available at City Hall and also at the meetings.

REMEMBER
Your opinion counts!

Town meetings can help educate local residents about the designation process.

Case Study: With a Little Help From Your Friends...

Preservationists can be more than a vocal constituency. The shrewd landmarks commission realizes that preservationists may be its strongest and only organized supporters. Preservation in New York is often a hard sell, especially against the big guns of the developers. Working *with* preservation groups—either organized nonprofits or grass-roots community organizations—is often the only way to counter these powerful antagonists.

For some time, a group of religious nonprofits tried to get exempted from New York City's landmarks law. Stating economic hardship, the religious groups hired lobbyists and lawyers to argue their case and brought dozens of priests, ministers and rabbis (almost all, ironically, representing non-landmarked buildings) to testify. The issue was pitched on a politically attractive emotional level. The city administration was under considerable pressure to accept legislation that would effectively exempt nonprofits from the law.

The preservation community rallied to the support of the landmarks commission. They brought their own ministers, priests and rabbis to testify (all from landmarked buildings). They got preservation-minded constituents and neighborhood groups to visit city council members, reminding the politicians that their position on this issue would matter on election day. They debated their side of the argument on radio shows and in the letters column of the press. None of this could have been done by a city agency. The preservation community and the landmarks commission won! The legislation that was passed met the requirements of the charter change without eviscerating the landmarks law.

Sometimes preservation battles are lost. The Dvorak House, where Antonin Dvorak lived and wrote the *New World Symphony* was recently destroyed following a hard preservation battle. Despite a well-funded campaign by a major New York hospital and the fact that this was an emotional issue over constructing an AIDS facility on the site, over a third of the city council voted to confirm the landmark status of the building. Without the activities of preservation groups, Czech associations, and music societies, including two orchestras, the vote would not even have been close.

The trick is for both sides—the commission and the preservation group—to realize they will occasionally disagree. The commission cannot ask the preservationists to abandon their prodding of the commission. The preservationists must remember, on the other hand, that a landmarks commission has to function within an administrative bureaucracy and tight budgets and is not always the master of its own fate. But, if communications are kept open in the areas of mutual agreement, the preservationists, like any other interest group in today's politics, can bring considerable pressure to bear on the political process.

Prepared by Eric Allison, president of the Historic Districts Council in New York.

Understanding Historic Districts

Much confusion, misinformation, and suspicion surrounds the issue of creating local historic districts and designating local landmarks. Even the terminology is misleading and ambiguous at times. The apprehension of typical property owners is understandable. Their questions and concerns stem from having only a vague awareness of community enhancement programs and historic preservation. Most Americans do not understand the specifics of municipally based design review and historic resource protection strategies and may have difficulty distinguishing local preservation endeavors from state or national programs.

The average citizen might wonder why a particular area should become a local historic district in addition to being listed in the National Register of Historic Places or in a state register of historic places. A historic district can be a local district, a National Register district, a state-designated district or all three. Each type of designation is a useful preservation tool and, while they are different; they share some common characteristics. Since every state does not have a state register and since there is great variety among those that do, this booklet will address the differences between local and National Register districts only.

A National Register district is any area of a community that has been determined to be of historic significance based on criteria established by the U.S. Department of the Interior (see Appendix A). The National Register is a federal designation signifying that a building or site has historic or archeological significance to the nation. Such designation does not trigger any restrictions on private property owners. It may, however, call upon federal agencies to consider the impact of their activities on historic sites before proceeding with federally funded or licensed projects. Preservation incentives, such as historic rehabilitation tax credits, are also available to qualifying buildings in National Register districts. The major function of a National Register district, however, is simply to recognize the historic significance of the resources within it and to use this information as a planning tool.

A local district is similar to a National Register district in many ways. The two can be used independently or cooperatively to protect a community's resources. Like the National Register district, the local district identifies historically and architecturally significant buildings, but this recognition can be based on locally developed, rather than national, criteria and policies. Local significance, attitudes and contemporary events will affect what a community views as important. Because properties less than 50 years old are generally not eligible for National Register listing, the National Register may *not* serve as a good measure for identifying and evaluating more recent character-defining development in a community. It is, therefore, possible to include in a local district resources such as cemeteries, religious institutions, moved buildings, and properties less than 50 years old, which ordinarily are not considered National Register-eligible.

The primary strength of local designation is that it is tailored to specific community needs and provides greater protection for local resources. The preservation commission or other local government body, through the design review process, has the means to assure that proposed major changes are sympathetic to the character of the district. Because National Register listing does not provide for a design review process, properties listed only in the National Register can be readily and easily altered or demolished by anyone not using federal funds.

National Register and local designations can work together. For example, an existing National Register district can serve as the basis for designating a local district, perhaps with boundary lines altered as research, community needs, and local politics dictate. The National Register program is also a credible way to identify a community's historic resources while local district designation can further protect and enhance them. Thus, what the National Register helps to identify, the local district helps to protect.

Because the listing process is often less involved, less bureaucratic, and less time consuming for a publicly supported local district than for a National Register district, local designation may precede National Register activity. An existing local district can provide the basis for a subsequent National Register nomination. The order in which a community pursues designation and whether dual designation is useful varies according to local circumstances. Differences in research required, property owner consent, SHPO and National Park Service concurrence, and costs will all play a role in determining what types of designation are appropriate.

How are District Boundary Lines Established?

Preservationists, planners, design professionals, elected officials, and neighborhood advocates are faced with the challenge of setting boundaries for a wide range of historic districts. Hundreds of questions arise when districts are proposed. Which buildings should be included? Should vacant lots be excluded? What about contemporary intrusions? Should a buffer zone surround the district? Should National Register boundaries and local zoning or planning boundaries differ? What will happen to the properties in a district after designation?

The problems are obvious. Solving them can become a community nightmare, but this does not have to be the case. There is a logical process for determining the edges of historic districts.

The visual and environmental character of any area, especially historic districts, comes from the relationship between natural and man-made features. That relationship is vital to understanding why one area is different, perhaps even better, than another. The individualized design of buildings and landscapes, the settlement patterns of communities, the comfort of human-scale neighborhoods with tree-lined streets, and the physical connection to the past all contribute to a vibrant, harmonious relationship in most historic districts.

A historic resources survey—the process of identifying and gathering data on a community's historic resources—must be conducted prior to successful district designation. The historic resources survey will define the community's historic character and will produce a working inventory of sites and structures used to make judgments about where, what size, and how many historic district designations should be made. An ongoing process, the survey is the basis for community education and public awareness campaigns about local historic resources.

Russell Wright's *A Guide to Delineating Edges of Historic Districts* stresses the importance of preliminary work, such as a comprehensive historic resources survey, to identify and document current conditions. It offers a series of six "edge factors" to consider when establishing boundaries:

1. Historical Factors
   - Boundaries of an original settlement or early planned community
   - Concentration of early buildings and sites

2. Visual Factors
   - Determinations or influences of an architectural survey
   - Changes in the visual character of an area
   - Topographical considerations
   - Gateways, entrances, and vistas to and from a district

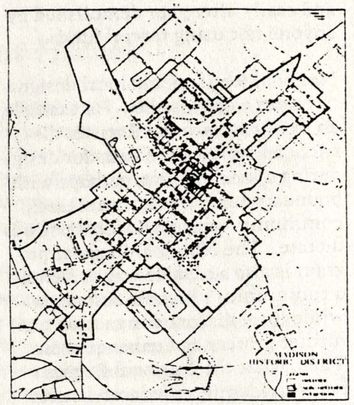
3. Physical Factors
   - Railroads, expressways, and major highways
   - Major urban spaces
   - Rivers, marshlands, and other natural features
   - Major changes in land use
   - Walls, embankments, fence lines
   - Limits of a settled area

4. Surveyed lines and lines of convenience
   - Legally established boundary lines
   - Streets and other local rights-of-way
   - Property lines
   - Uniform setback lines
   - Other lines of convenience

5. Political considerations
   - Opinions of government officials, institutions, private citizens, and property owners

6. Socioeconomic factors
   - Ability of residents to pay for improvements
   - Desire to conform to district regulations
   - Affordability of remaining in area after designation

This list is a sample of the many factors that influence decisions regarding district boundaries. In many cities public meetings and pre-designation workshops are held to discuss boundary proposals with residents, property owners, and preservationists. Some communities utilize planning staff, consultants, or commission members to conduct these workshops. After gathering community sentiment, reviewing designation criteria, analyzing all the "edge factors," and considering other community development and planning goals, an informed recommendation regarding district boundaries can be made.



Boundaries for the Madison Historic District in Madison, Ga.

What are the Components of a Landmark Ordinance?

The preservation ordinance and review commission are key elements of municipal preservation programs. They are the foundations of local government preservation policy and represent the willingness of a community to recognize, invest in, and protect its historic resources. The preservation ordinance is nothing more than local legislation enacted to protect buildings and neighborhoods from destruction or insensitive rehabilitation.

Due to variations among state enabling legislation that affects local regulatory statutes and 60 years of evolution of state and federal legislative and judicial action regarding historic designations and aesthetic controls, great variety exists among local preservation programs. Designation criteria and ordinance provisions are often borrowed from community to community, and they evolve and, hopefully improve as they move from town to town. Therefore, provisions differ and are sometimes hard to comprehend and even harder to compare.

Each preservation ordinance should be unique. Each one should be written to meet the specific needs of a particular community. There are, however, some basic components that almost all preservation ordinances have in common.[8]

The local preservation ordinance is a type of land-use law. The power of local government to regulate private property through land-use laws is referred to as "police power" and is reserved to the states by the United States Constitution. Since preservation ordinances are an expression of the police power governing land use, they should strive to comply with the four cardinal rules of land-use law:

1. An ordinance must promote a valid public purpose. That is, it must somehow advance the public health, safety, or general welfare.

2. An ordinance must honor a citizen's constitutional right to "due process" under the law. In other words, fair hearings and notice to property owners must be provided and rational procedures must be followed in the administration of an ordinance.

3. An ordinance must not be so restrictive as to deprive a property owner of all reasonable economic use of his property.

4. An ordinance must comply with all relevant state laws.[9]

If a local ordinance violates any of these rules, it could be challenged in court. In the case of Carmel, N.Y., a local court invalidated the town's historic preservation ordinance. In 1968, the court held that the town's failure to provide adequate notice of a public hearing prior to the adoption of the ordinance created a jurisdictional defect and, therefore, the ordinance was invalid. The Town Law governing the enactment of ordinances requires that a ten-day notice of public hearing be provided. The notice for the public hearing on the preservation ordinance was given only seven days before the ordinance was adopted.

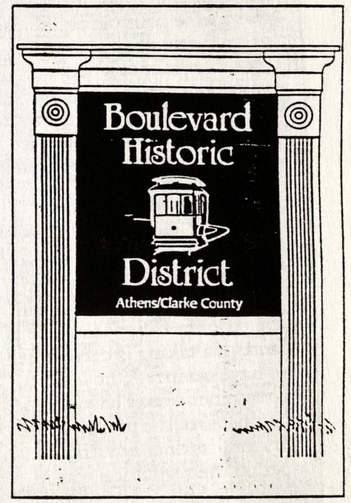
When an ordinance to designate districts and/or individual landmarks is passed, it signifies that affected property owners are subject to one additional layer of regulation, over and above the existing zoning and land-use ordinances governing that property. These ordinances are often called "overlay zoning" because they are laid atop the underlying or "base zoning" regulations. They generally require property owners to obtain a permit, called a "certificate of appropriateness," before a building is demolished, moved, or its exterior altered in ways that would affect its character and the character of the district, and before new construction may occur. The commission or review board issues the permit, which is the go-ahead for other municipal boards and agencies to begin their permit approval process. An appeals procedure is available to property owners or other citizens who are dissatisfied with the commission's decision.

Preservation ordinances provide a constitutional way for local governments to protect special aspects of their communities. The basic constitutionality of preservation ordinances was upheld in the 1978 Supreme Court decision affecting Grand Central terminal in New York City. In its ruling on *Penn Central Transportation Company v. City of New*

Case Study: Citizen Involvement

In Athens, Ga., the preservation commission was established by ordinance in 1986. Athens' designation process is governed by the provisions of the Georgia Historic Preservation Act, the state enabling legislation for creating local districts. As a matter of local policy, the city planners and the preservation commission give considerable weight to owner and occupant support for local district nominations.

The Boulevard District, a mixed-income, turn-of-the-century residential district, is a good example of how Athens balanced citizen input concerning district boundaries with historic significance and architectural merit. The neighborhood association, in cooperation with local planning staff, the state historic preservation office, and members of the preservation commission, sponsored community meetings at a public school in the district to explain the nature of historic designation and to begin the process of influencing public sentiment. The historic and architectural significance of the area was explained, maps of proposed boundaries presented, and the benefits and responsibilities of designation discussed. The meeting confirmed that there was strong support for the district and, as required by ordinance, the historic preservation commission scheduled and mailed notices of a public hearing to both owners and occupants of property in the area. A questionnaire was included with these notices to further assess the sentiment of those who might have been unable to attend the public hearings. The findings of the questionnaire were not binding on the preservation commission or elected officials.



As a result of the public participation and community education components of the local designation process, the preservation commission decided to redraw the boundaries of their first district proposal. Some property owners wanted to be excluded from the Boulevard District. They felt that their part of the neighborhood should be designated separately and at a later date due to a visual and geographic separation from the main body of the proposed district. Additionally, the area requesting exclusion included a larger percentage of renters on fixed incomes. The commission agreed somewhat reluctantly and made its final proposal to city council excluding the portion under dispute. The district was designated as recommended.

The commission's responsiveness to local sentiment and encouragement of owners and residents to be part of the process resulted in a sense of ownership and responsibility among the district residents. The residents have emerged as district watchdogs so that the sole responsibility for monitoring the district does not lie with the commission members or city staff.

Prepared by Julie Morgan, preservation planner with Athens/Clarke County.

Takings Clause

Legal challenges to ordinances often invoke the "takings" clause of the Constitution's Fifth Amendment, which provides that "private property [shall not] be taken for public use, without just compensation." The Supreme Court long ago ruled that the takings clause does not prohibit local governments from imposing reasonable controls on the use of land without providing compensation. Landowners may still argue that a taking has occurred if a regulation either fails to substantially advance a legitimate state interest (generally not an issue for preservation since the U.S. Supreme Court has explicitly recognized the validity of this type of regulation) or its effect is so extreme that it does not permit the economically viable use of land. If a taking is determined to have occurred, the local government risks having to compensate the property owners for loss of use during the period the regulation was in place. Such a result is extremely rare, however, particularly in the case of historic preservation ordinances. According to Paul W. Edmondson, National Trust attorney, it is important to recognize that existing court precedent makes it difficult in the first place to prove that land use regulations of this type amount to a taking.[1]

[1] Samuel Stokes, Elizabeth A. Watson, Genevieve Keller, Timothy Keller, *Saving America's Countryside: A Guide to Rural Conservation*, Baltimore and London: The Johns Hopkins Press, 1989.

York (438 U.S. 104), the court indicated that historic preservation is a valid public purpose and that the New York landmarks preservation ordinance had not "taken" private property in violation of the Constitution because the ordinance's restrictions left Penn Central with a "reasonable beneficial use" of its landmark property.

Because of the legal nature of local preservation ordinances, it is imperative that community groups consult with legal staff when drafting an ordinance. The city staff attorney and local attorneys interested in preservation, as well as national organizations providing preservation legal assistance, are good sources of assistance.

How does the Design Review Process Work?

While local districts and the reasons for creating them vary, districts are generally based on the adoption of an ordinance and the creation of a design review board called a preservation commission. Commissions have a range of power or authority.

A **compulsory** or **mandatory** design review program is the most common method used to regulate local historic districts. Property owners are required to follow established design review procedures, just as they are required to conform to building and fire codes and other regulations.

A commission's authority can be only **advisory** in nature, whereby decisions simply serve as guidance to property owners, planning commissions, town councils, or county commissioners.

Some local preservation review and protection strategies are **incentive-related**. These programs operate in a "carrot and stick" fashion and are often a precursor to implementing a mandatory review program. Generally, a property owner is afforded a special service, such as free technical advice or design assistance, in return for adherence to certain standards, guidelines, and/or restrictions. Most often, incentive-related design review is associated with downtown revitalization programs. Many local Main Street programs, for example, offer low-interest loans or matching grants-in-aid to downtown businesses to help finance building facade improvements. The property owner is required to follow established design guidelines and submit plans and drawings to a design review committee and/or loan approval board before work begins.

Many communities have a combined approach and have added a number of incentives to the more typical compulsory or mandatory design review to strengthen their municipal preservation programs. Community planners have discovered that regulations and restrictive ordinances are more palatable if they "sweeten the pie" by linking strong incentives to a regulatory process. Among the incentive programs offered by local governments are tax incentives, direct financial assistance, zoning incentives, regulatory relief from building codes or parking requirements, and a variety of technical assistance programs.

The preservation commission's decisions and activities must be backed up by the local governing body and municipal staff to be effective. Enforcement of commission decisions and penalties or fines for non-compliance with the provisions of the ordinance make the commission's voice carry the full weight of local law. This kind of municipal support is a critical part of the commission's public mandate and must be carefully nurtured and maintained.

Local Innovations

More than 60 years have passed since the enactment of the 1931 Charleston statute. Communities are implementing revisions and innovations to the traditional preservation ordinance, local historic district, and design review board. These changes are inevitable and should be welcomed by preservationists.

Conservation Districts

One of the most talked about extensions of the traditional local historic district program is the conservation district. Cities such as Raleigh, N.C., Omaha, Neb., Portland, Ore., Cambridge and Boston, Mass., Dallas, Tex. and Nashville, Tenn. have all supplemented their preservation programs with conservation districts. While great variety exists among these programs and they can be applied to commercial, residential, industrial, or rural districts, most conservation districts share similar goals:

1. to maintain the buildings and character of an area that may not fully meet the criteria for a local historic district;

2. to provide guidance for maintenance and alterations that allows more design flexibility than a local historic district;

3. to reduce the number of applications that come before a commission by delegating some approval authority to staff (this is especially important in districts that contain a large number resources that have similar characteristics, such as bungalow neighborhoods or row houses); and

4. to retain a source of affordable housing in low- to moderate-income areas.

Case Study: Incentive Programs

In 1989, Roanoke, Va., created a Historic Buildings Rehabilitation Loan Program. Local banks provide rehabilitation loans of up to $100,000 per project. The interest rate is set at two percent below prime and the loan term at seven years. The program is limited to historic buildings in Roanoke's downtown historic district or buildings in the district that are determined to contribute to its character. In addition, the City of Roanoke offers facade improvement matching grants of up to $5,000 and provides free architectural design assistance to property owners in local historic districts. To qualify for these grants, a person must rehabilitate a deteriorated building and provide job opportunities for low- and moderate-income persons. This program is funded through Community Development Block Grant funds available from the U.S. Department of Housing and Urban Development.

In Lansing, Mich., the following language in the preservation ordinance serves as an incentive for compatible infill development in local historic districts: "Due to particular conditions of design and construction in historic neighborhoods where structures are often built close to lot lines, and since it is in the public interest to retain a neighborhood's historic appearance by making variances to normal yard requirements where it is deemed that such variances will not adversely affect neighborhood properties, the Historic District Commission may recommend to the Board of Zoning Appeals that a variance to standard yard requirements be made."

In Miami, Fla., zoning, parking, and building code requirements are extremely flexible when applied to historic structures. Under the Miami historic overlay zone ordinance, the city may approve conditional uses, i.e., professional offices, tourist and guest homes, museums, private clubs and lodges, in order to make the preservation of historic structures more economically feasible. Miami also permits waivers of minimum lot size, floor area, open space, height, building spacing, and footprint requirements to encourage historic preservation. Where the size or configuration of a historic district is such that compliance with off-street parking requirements would destroy the area's historic character, the city may authorize a reduction of up to one-third of the number of parking spaces that would otherwise be required.

In Seattle, Wash., the preservation ordinance authorizes an entire package of incentives containing "tax relief, conditional use permits, rezoning, street vacation [or closings], planned unit development, transfer of development rights, facade easements, named gifts, preferential leasing policies, private or public grants-in-aid, beneficial placement of public improvements, or amenities, or the like."[1]

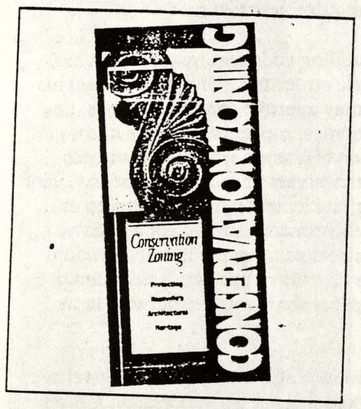
[1] Constance E. Beaumont, "Local Incentives for Historic Preservation," Washington, D.C.: Center for Preservation Policy Studies, National Trust for Historic Preservation, 1991 and Richard C. Collins, Elizabeth B. Waters, and A. Bruce Dotson, *America's Downtowns: Growth, Politics and Preservation*, Washington: The Preservation Press, 1991.

Specific architectural and urban design standards and guidelines are a very important part of most conservation district programs. Some communities also choose to extend local preservation incentives to both historic and conservation districts.[10]

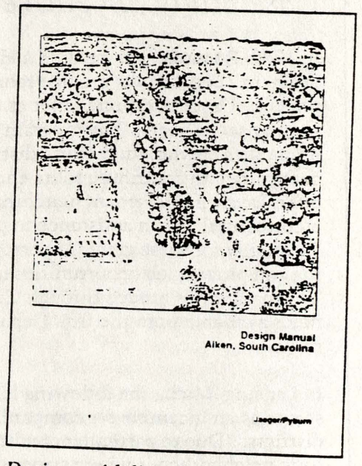
Environmental and Landscape Protection

Many local governments have enacted laws to protect the landscape of their historic districts. Very stringent streetscape provisions are added to design guidelines and preservation ordinances or may be a separate and specific ordinance governing historic plant material retention, tree replacement, and landscape improvements.

In Aiken, S.C. for example, historic district design guidelines were written to emphasize landscape design, streetscape considerations, the parkway system, plant materials, and town form. A community whose "Winter Colony" began attracting America's wealthy horse enthusiasts in the 1870s, Aiken has a unique pastoral quality created by wide parkways, boulevards, and dense tree plantings. Unpaved roads persisted throughout the 20th century as a benefit to the horses.



Nashville, Tenn. has established conservation districts in addition to local historic districts.



Design guidelines in Aiken, S.C. emphasize the landscape.

A provision in the Aiken preservation ordinance requires municipal and county departments, as well as utility companies, to comply with the design guidelines and to obtain preservation commission approval of work proposed in historic districts. This provision is extremely important since most of the significant landscape features in Aiken are in public rights-of-way.[11]

Interim Protection

In some communities, property owners, fearful that proposed regulations will restrict their ability to fully redevelop their property, i.e., demolish a historic structure and replace it with a much larger building or make significant additions, seek demolition permits at the mere mention of a proposed district. This is especially true in communities where the development climate is speculative and property values vary widely between new buildings and old ones. In these cases, interim controls and moratoria on permits have been instituted for areas nominated, but not yet officially designated, as historic. All controls are imposed for a specified time to provide reasonable limitations to curb speculative demolitions and prevent hasty actions made by uneasy property owners.

Phoenix, Ariz. for example, passed an ordinance to provide interim protection. Following the demolition of two historic buildings, a circa 1910 bungalow and a Moderne style commercial building (the commercial building was listed in the National Register, but neither building was locally designated), the city approved a temporary ordinance prohibiting the demolition of any building 40 years old or older without permit review by the Phoenix Historic Preservation Commission (PHPC).

Seemingly a strong preservation tool, the ordinance soon proved to be an overwhelming burden. In a three-month period, the PHPC reviewed 102 demolition applications. Rather than continue to review every demolition permit requested for buildings of 40 years or older, the PHPC proposed stronger protection of historic resources that have not yet been designated, but for which application for historic designation has been "initiated." The revised ordinance provides the same demolition review protection for these properties as for resources already designated. The PHPC recognizes that many of the city's historic resources have not been surveyed or designated, and this way is able to protect potentially valuable properties without placing an undue burden on itself or its staff.[12]

Again, it is important that communities using interim controls take care to comply with all relevant state enabling laws, follow proper administrative procedures, and adhere to public notice and hearing requirements. Although these requirements vary, depending on local circumstances, it is important to remember that a U.S. citizen's right to "due process" under the law must not be taken away.

Controls

historic districts are especially vulnerable to insensitive signage and can become cluttered with signs of all types, sizes, and descriptions. As a result, communities are strengthening existing sign controls to reflect the goals of their historic districts. While signage within historic districts may be successfully regulated, the ordinances and approaches to the issue often remained unprotected. A comprehensive study of signage and sign controls is often precipitated by the creation of a local district. Innovations in this area include the recognition and protection of historic signage, such as neon and wall murals. Historic signage will often fail to conform to local regulations. A "grandfather clause" added to existing sign controls protects the historic signs while allowing the regulation of contemporary signage.

Minimum Maintenance

In many cities the problems associated with historic structures involve poor maintenance especially by absentee landlords. Structures are left in such a state of disrepair or abandonment that public safety comes into question. In a few cases, there is no option but to demolish a building that has reached the point of no return. Often referred to as "demolition by neglect," this condition can be counteracted by including provisions in a local preservation ordinance that require all property to be maintained to minimum standards. Generally this means that water, vagrants, and vermin should not penetrate the building, thereby requiring property owners to keep historic buildings stable. These provisions are referred to as the affirmative or minimum maintenance clause of an ordinance. Such provisions have proved very effective in communities where neglected properties are a problem. Charlottesville, Va., has an affirmative maintenance provision which prohibits the owner or person in charge of regulated property from allowing deterioration. Some of the prohibitions include: deterioration of exterior walls, roofs and chimneys, ineffective waterproofing, and peeling paint, rotting and other forms of decay. This ordinance is effective in preventing demolition by neglect since it requires repairs at an early stage in the deterioration process.

The anti-neglect provision in the Petersburg, Va., code is cast in terms of the repairs which can be ordered, rather than the conditions prohibited: "The owner of any building or structure, which is located within the historic area, shall keep such structure properly maintained and repaired. . . ." This ordinance requires prevention of only serious structural defects threatening permanent damage to a structure—a requirement that allows considerable damage to occur before repairs can be mandated.[13]

Land Use Provisions

Most preservation commissions deal primarily with design changes in districts. They are charged with making sure that proposed alterations are compatible with the character of the district. Because it is the underlying use of the land, e.g., commercial, multi-family, single-family, or light industrial, that can ultimately determine how a given parcel will be developed, the commission can be placed in the uncomfortable role of trying to make a square peg fit into a round hole. The district's character may have been formed by the kind of activity that historically occurred there. For example, a commercial area made up of locally owned, small businesses might be forever changed when larger national chains or franchises replace them. For these reasons, more and more ordinances spell out a clear relationship between the design decisions and land-use decisions made in a historic district.

Reviewing Local Government Activities

Many local governments exempt their own undertakings from the ordinances adopted to protect historic areas, even though one of the largest owners of historic buildings in a community is often the local government. For this reason, many local preservation statutes now address how governmental action will be reviewed by the commission. The majority of these provisions state that the preservation commission will have the opportunity to review and comment on governmental activity that will affect historic properties. Their comments usually are not binding on the local government entity.

Some local governments feel that since they are imposing historic district regulations on the private citizen, they should also be compelled, as a matter of policy or law, to follow the same regulations. It should also be noted that state and federal actions are often not bound by local ordinances. Many state governments are enacting environmental review laws similar to the federal environmental review process to overcome this lack of protection. The programs require a special report and recommendations for mitigation methods when federal or state actions or funding threaten a designated historic resource.

Review of Historic Interiors

Many local preservationists have interpreted their local ordinances in such a way as to permit the regulation of the *entire* building, while others feel that a separate designation process is needed to recognize and protect historic interior spaces. Some local laws are written in such a way that only those interiors to which the public has ordinary ac-

cess can be designated and regulated. Other commissions feel that they are specifically prohibited by state enabling laws from designating and reviewing interiors. Indianapolis, Seattle, Boston, New York and Asheville, N.C., all have interior designation programs.[14]

When a locally designated historic commercial property went up for sale in 1990, the Sacramento Design Review and Preservation Board (DRPB) and staff were concerned about reuse alterations that might be harmful to the landmark's significant interior. Citing the intent of the ordinance as protection of historic resources for the "benefit of the public," the DRPB amended the the preservation ordinance requiring DRPB design review of alterations of interiors considered as "public spaces" in designated properties. Hotel lobbies, public bank interiors, and similar spaces are afforded an added level of protection through this provision.[15]

Additional Duties

Many commissions are authorized to conduct a wide variety of research and community service activities. They sometimes seek funding, administer grants, receive and manage property, conduct planning studies, maintain local registers or inventories of historic properties, conduct educational programs, maintain resource centers and libraries, and provide technical assistance to the public. These additional duties can be limitless and should be considered carefully. A comprehensive local preservation program goes well beyond design review in historic districts. Doing more than designating and protecting historic districts, however, may be beyond the capabilities of newer commissions or commissions with small budgets and little or no staff assistance. Cooperation between local government agencies and delegation of additional responsibilities to downtown business councils, neighborhood associations, nonprofit preservation organizations, or historical societies can help the preservation commission develop long-term comprehensive programs.

Historic Districts and Local Planning Issues

The community planning process can be compared to a jigsaw puzzle, with historic preservation as one of the significant pieces. Of course, the planning process is able to operate without preservation as a component, as it has for decades in many communities, sometimes resulting in wholesale destruction of historic resources and the creation of nameless and faceless planned failures. When historic preservation is part of a comprehensive planning strategy that includes ALL of a community's resources, the results can be impressive. The identification and protection process of local historic districts, often coupled with a landmark protection program, works with other elements of a comprehensive plan to complete the community development picture.

Zoning, for example, is one of the chief components of the community planning process. Zoning defines areas or districts and specifies how land in them can be used. Generally zoning regulations specify the maximum size of buildings, lot sizes, the required open space around buildings, the number of parking spaces required, and any number of other development criteria.

Zoning must be closely coordinated with the goals of the local district and landmark designation program. When zoning regulations and preservation goals work at cross purposes, both suffer. Coordination can take place in a variety of ways. Simple strategies involving increased communication between municipal agencies and review board members are important. Zoning and preservation ordinances should include provisions spelling out their interrelatedness and ways to remedy potential conflicts between the regulations.

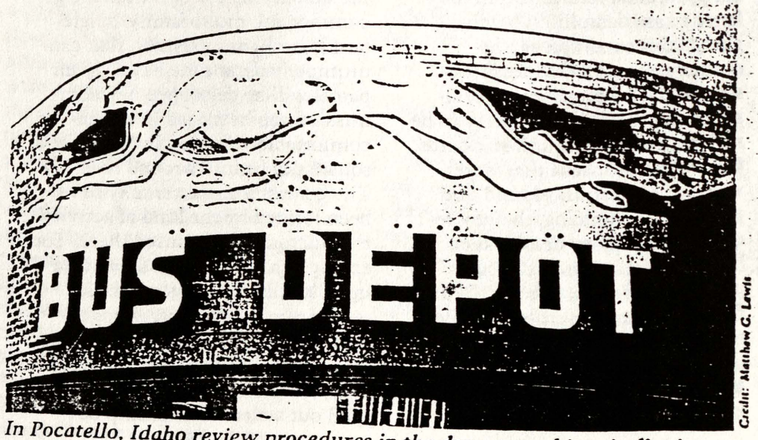
The following questions are a starting point for identifying conflicts between zoning and preservation:

1. Are historic residential neighborhoods with single-family houses zoned for single-family residential or other compatible uses?
2. Do lot sizes and the building setback requirements from the front lot line match historic patterns?
3. Do separate zoning districts with widely divergent regulations (one for high-density commercial use, one for single-family residential, for example) divide a single historic district?
4. Does the zoning for areas immediately surrounding a historic district provide an adequate buffer against development that would have a negative impact on the historic area?
5. Do commercial zones allow much taller and larger buildings than currently exist in the historic district?
6. Do commercial zones permit automobile-oriented commercial uses, such as drive-through facilities with large parking lots, that conflict with the traditional street-front and pedestrian orientation of historic commercial buildings?
7. Does zoning require so many off-street parking spaces that it hampers the rehabilitation of historic buildings or the construction of compatible new infill buildings?[16]

Similar analysis should occur for every municipal planning activity, including transportation, housing, social services, infrastructure and capital improvements, parks and recreation, and economic or industrial development.

The American Planning Association (APA) has endorsed the concept of identifying and protecting historic resources through local survey and designation programs by adopting a sweeping policy regarding local preservation:

"The APA supports efforts by local governments to integrate preservation into the land use planning process, including incorporating preservation goals into the community master plan and reconciling and coordinating preservation poli-



Credit: Matthew G. Lewis

In Pocatello, Idaho review procedures in the downtown historic district extend to historic signs.

Case Study: Local Innovations

The historic preservation board in Bozeman, Mont. devised an innovative program, the "Contributed Services Bank," to help property owners comply with historic district guidelines. The concept was quite simple: ask preservation-minded architects, historians and other professionals who had demonstrated sensitivity toward historic properties to contribute 20 hours of professional time over a year's period. The time would be "banked" and subsequently "granted" to property owners considering improvements.

The time granted to property owners was limited to two hours from each professional. As the professionals toured the property with the owners, they made suggestions, answered questions and sketched ideas. The owners were free to accept or reject the suggestions. Although some ideas were rejected, in most instances they were enthusiastically received and implemented. In some cases, those same professionals were retained by the owners to detail designs, research property histories or assist with restoration.

Bozeman's newly-created design review board has now assumed much of the role of the Service Bank, however, the Bank played a critical role in helping citizens protect the city's historic resources. One property owner stated, "I had no idea how to implement my rather vague aspirations for my newly acquired property, The [Preservation Board] advisors helped me sort out my thoughts and recommended the kinds of improvements that would enhance the character of my house."

Pocatello, Idaho is unique, not only in the name it shares with no other cities, but also because of its downtown historic district which is one of the most diverse and well-preserved in the region. The district was first placed on the National Register in 1982. The Downtown Historic District (DHD) was created three years later when, after the demolition of a historic building, concerned citizens established what is now the Historic Preservation Commission (HPC). Today the DHD encompasses all or part of 18 city blocks and is composed primarily of one and two-story commercial buildings.

In 1987, the Pocatello City Council adopted a sign ordinance requiring that signs proposed for placement in the DHD be reviewed and approved by the commission before issuing a sign permit. The commission, in addition to ensuring conformity with other standards set forth in the ordinance, evaluates the general appearance of the sign and ensures its compatibility of size, color, style and material with the building on which it is mounted, as well as with neighboring buildings. Signs within the district must be constructed of wood or metal with internal illumination prohibited. Neon signs, however, are permitted due to their historic significance.

The commission recently completed a sign survey for the DHD in order to present a structural, cosmetic, and cost analysis for possible rehabilitation of the 20 historically significant downtown signs. Information obtained from the survey has already helped preserve a Greyhound Bus neon sign featuring a running greyhound. The objective of the study was achieved—a historic sign was saved rather than being removed. The HPC has had a proactive role in the preservation of downtown signs rather than waiting to react to applications for sign replacement.

Prepared by Keith G. Swenson, AICP, planning consultant, Bozeman, Mont. and Matthew G. Lewis, principal planner, Pocatello, Idaho.

constitutional by state courts and the United States Supreme Court.

Numerous publications, some listed in the resource section of this booklet, will help you explore the legality of preservation controls related to aesthetic and economic purposes. Lawyers, especially local government attorneys, and organizations devoted to preservation-related legal issues will be of invaluable assistance in pursuing local historic designations.

2. Fear of Additional Expenditures
Many property owners think that a local ordinance will require costly improvements. They fear that appropriate preservation treatments will be more expensive than those they might plan otherwise. This is not often true. In most cases, design review and the technical assistance provided by commission staff result in substantial savings for property owners and ensure that improvement expenditures will be a better long-term investment.

There is also concern that an ordinance and commission will result in increased expenses to local governments, thereby increasing the burden on taxpayers. There is a small amount of truth to this in the short run, but long-term benefits derived from local district regulation, such as the stabilization of property values, increased community pride and its associated benefits, and economic revitalization, far outweigh any initial public expenditures.

3. Fear of Displacement and Gentrification
Another concern—the result of real estate trends, not necessarily district designation—is that accelerated property values in historic districts will cause tax assessments to rise. Disabled or retired property owners and renters on fixed incomes, for example, fear that increased tax liabilities will result in involuntary displacement and ex-

Case Study: The Designation Process

In Newport, a northern Kentucky city located directly across the Ohio River from Cincinnati, the designation of the East Row Historic District resulted in a step-by-step process which is used as a model for other cities pursuing local historic district designations in Kentucky.

1. Do your homework, proceed carefully, and produce only results of the highest possible quality.
The Newport Historic Preservation Commission (NHPC), created by the City of Newport in 1989, targeted the East Row area of Newport as having strong potential for designation as a local historic district. Two years before the district was designated, the NHPC obtained a matching grant-in-aid from the Kentucky Heritage Council through the Certified Local Government program to conduct a historic resources survey and produce design guidelines. The NHPC hired a consultant with a good track record for producing high quality design guidelines to conduct the survey, which established proposed district boundaries and contained a description of each building and an overview and history of the district. This information is the basis for walking tours, publications, and brochures.

NHPC produced a 70-page design guidelines booklet which was important to the success of the local district for a number of reasons: the guidelines were specific to Newport's architecture; drawings of building types and graphic examples of do's and don'ts were used; and each guideline has a reference number of which mention is made when the NHPC makes a decision.

Several issues arose during the designation process, such as charging a fee for the Certificate of Appropriateness, creating a buffer zone around the historic district, and the enforcement process for commission decisions. In each case, city staff researched the issue for the NHPC, drawing on resources such as the National Alliance of Preservation Commissions, the SHPO, the National Trust for Historic Preservation, the National Center for Preservation Law, and individual commissions in Kentucky and across the country.

Several public meetings to discuss the proposed district were planned. At the largest of these public meetings, speakers included the consultant who produced the survey and guidelines, who gave a presentation on the unique aspects of Newport's architecture; the state CLG program coordinator, who gave his endorsement and a statewide perspective on local districts; and the mayor from a nearby town, who spoke on the effectiveness of local districts in his city. Roughly a third of the 250 attendees had questions or concerns about the district which were answered by speakers or NHPC members.

2. Counter opposition with organized support.
In May 1990, the city commission held a public hearing to make a decision on the boundaries of the district. About 50 people showed up with "WE SAY NO" protest signs to picket the meeting. Local residents in favor of the district wore buttons saying "I LOVE HISTORIC PRESERVATION AND I VOTE." Local residents went door-to-door distributing flyers that explained the designation process. The local television station gave unbiased coverage on the evening news.

Obtain a wide cross section of district support.
For two years the NHPC educated neighborhood organizations, friends, and civic associations about the benefits of a local district. The NHPC provided information to local politicians and city staff to make sure that they understood the ramifications of local designation.

The city commission, however, decided to exclude an area from the edge of the district where a large number of property owners opposed to the district. The original district proposal contained 1,150 buildings, and the final designation covered 1,100 buildings. This was not viewed as a setback as much as it was seen as a response to local political considerations.

4. Always educate.
Pre-designation education efforts included two informational handouts distributed door-to-door, a certified letter explaining the district designation, newspaper articles, and a series of public information meetings.

The NHPC planned a dedication ceremony for the newly created East Row Local Historic District, with a well known Cincinnati news commentator/art patron and the Kentucky state historic preservation officer as guest speakers. They brought out the police department's color guard, had a walking tour of the district, and served a special cake decorated to look like some of the East Row's distinctive row houses. Through the aggressive volunteer efforts of a public relations consultant who was a resident of the district, *The Cincinnati Enquirer*, four radio stations, and three television stations covered the event.



Newport's varied architecture is reflected in this poster promoting the historic district.

The NHPC continues to stress education as a key element in the success of the district. An easy-to-read brochure explaining the design review process was mailed to every property owner in the district, every licensed contractor in the city receives a letter on the design review process twice a year, and articles are regularly published in the local *Newport News* and neighborhood newsletters reminding residents of the review process. The NHPC has worked to promote the district in a variety of ways: printing a poster highlighting buildings in the historic district, holding a Christmas carriage tour and spring walking tours, printing a walking tour brochure, printing a history workbook for schoolchildren, and installing cast iron signs marking the East Row Historic District. City staff has worked to create a low-interest loan program for rehabilitation, promote enterprise zone incentives, and encourage the use of federal rehabilitation tax credits.

Newport's efforts have not gone unnoticed. The Miami Purchase Association for Historic Preservation, a nonprofit Cincinnati organization, recently awarded both the City of Newport and the NHPC a bronze plaque for "careful education and promotion of the concept of historic preservation and for working together to create the largest local historic district in Northern Kentucky."

Prepared by Theresa Brum, director of historic preservation, City of Newport, Kentucky.

cessive economic burdens. While displacement does occur in older areas of communities, it is not linked to district designation, as such, but is more the result of popular tastes, housing availability, and other economic forces.

The displacement argument persists, however, and it presents a serious challenge to preservation advocates. Proponents of designation often find that they are battling both sides of the same argument. One group of property owners will claim that their property is being devalued as a result of the designation, while another group, generally low- and moderate-income persons and businesses, claim that the property value will rise and the inevitable rent increase and tax hike will force them out of the area.

This is a delicate situation and anticipating it can avoid a very uncomfortable public dispute. Careful analysis of the socio-economic status of residents of a proposed district will reveal any potential for the displacement charge. Renters' organizations and anti-displacement housing programs, such as "circuit-breaker" tax relief and rent relief, can be called into play prior to district designation.

Circuit breaker programs, for example, exist in more than 35 states. Their provisions vary, but most provide homeowners with incomes below prescribed limits a rebate of a portion of their annual property tax payments. Renters may be eligible too. A percentage of their rental payment is considered part of their landlord's property tax liability and is refunded annually. In Washington, D.C., for example, elderly, low-income owners and renters are eligible. [18]

4. Fear of the Unknown
In many communities, there is a basic mistrust of change. In smaller communities with less sophisticated planning programs, a preservation ordinance and commission may be the most advanced type of appointed board that the community establishes. Residents and community leaders may believe that such planning is too complicated and beyond their intellectual and administrative capability. Although district regulation has been around since the 1930s, real growth in ordinances and commissions did not occur until the 1970s and 1980s, and most ordinances were adopted by big cities. As more and more municipalities embrace the concept, it will become a less frightening option for other communities.

One of the best ways to combat this fear, and others that arise, is to invite to your town representatives from nearby towns that have had positive experiences with local districts. Hearing it "straight from the horse's mouth" can help to assuage any uneasiness that your community might feel.

5. Apathy
Many American communities suffer from political lethargy. Voters feel powerless, and elected officials lack vision. As a result, innovative community improvement plans are rarely implemented, and the local planning process becomes stagnant. Local preservation programs have a difficult time thriving, or in some cases surviving, in this kind of environment. Community leadership development programs can help move citizens out of this inertia. In some cases, preservation awareness has been the catalyst for filling a local leadership void. State municipal associations, university-based governmental training programs, departments of community affairs or similar state agencies, and national organizations can assist in cultivating a strong leadership base.

Programs such as the National Trust's Preservation Leadership Training combine specialized preservation skill training with broad community leadership skills. This program serves both to identify and train local leaders who possess some degree of interest in preservation and to train preservationists in the skills they need to become leaders. Developing a better understanding of the role of preservation in the community and the roles and relationships of public and private partners increases the ability of commission members and others to act as a positive force for reaching both preservation and community goals.

6. Development Pressure/Loss of Market Value
As a result of private market forces, especially in real estate development, any regulation that might limit the full developmental opportunities derived from a piece of property is frequently viewed as a threat to a developer's ability to make a profit. Unfortunately, in many markets, "highest and best use" is seen as a divine right. This principle can be extremely destructive when applied to historic districts.

Because of the perceived loss of market value, a vocal portion of the development community, as well as commercial property owners and government officials desiring the jobs and revenue brought in by development, might oppose a local ordinance and the establishment of local historic districts. The purpose of the ordinance, however, is to manage growth and avoid rapid, insensitive and ruthless exploitation of significant, vulnerable, and unprotected areas, not to stunt development.

Proponents of the ordinance should counter the arguments of the development community by pointing out that regulation does not freeze a district in time, but allows it to grow, change, and improve. It is wise to garner the support of developers who are sensitive to preservation concerns. Real estate professionals, bankers, and architects who have been positively involved in historic preservation, especially those that have benefited from the federal investment tax credit projects, are good candidates for lending their support.

In many communities, especially where development pressure is intense and extreme increases in lot density are common, "transfer of development rights" (TDR) can be one of the tools to counter the loss of market value argument. TDR is a means by which a developer is permitted to build more density on one site by building less (or nothing at all) on another. The unused development rights of one parcel are thus transferred (often in exchange for money) to the other, although the underlying restrictions of the zoning code are still in force.[19]

7. Dislike for "Bloated Bureaucracies"
Many citizens believe that government already imposes too many layers of regulation. They see the creation of the review commission and the designation of local districts and the accompanying regulations as an additional burden. Some citizens think that efforts should be made to restrict government rather than expand municipal functions. While this might seem a good idea in theory, the reality of cutbacks in federal domestic programs, the accelerating pace of development, a more transient and mobile population, global communications, and rapidly disappearing historic resources all demand that governments manage their resources more wisely now than ever. This reinforces the need for better planning with specialized elements designed to protect specific resources.

8. Lack of Awareness of the Significance of Historic Resources
Many citizens question whether certain resources are worthy of preservation. For example, many people do not recognize the historic value of early 20th-century resources or vernacular building techniques. As the preservation movement itself has learned to embrace more contemporary and less recognized resources, the general public should also be encouraged to understand their significance and importance. Realizing that there might be a bias against certain classes of historic resources, it might be more prudent to initially create local historic districts comprising resources that are easily recognized by the public as historic. A community's first local district might be a high-style Victorian-era neighborhood that is fairly homogeneous. Subsequent designations of less obvious, more obscure historic areas might require an intensified community awareness program before the designation process is initiated.

Summary

Although New York City garnered the spotlight because its landmark case reached the U.S. Supreme Court, and Charleston boasts the first historic district and architectural review board, the use of local historic districts as a means to manage growth and change is not reserved for big cities, nor should it be perceived as a planning tool used only by old east coast cities. Local historic districts are for ALL communities. District designation can help accomplish community goals in any size village, town, city, township, county, or parish, from the smallest to the largest, from colonial Virginia to suburban Phoenix.

The evaluation of historic resources at the local level and development of protection strategies results in better communities. Pressures from a changing economy, rapid development, and declining populations can all contribute to the demise or success of a particular place. Community leaders and government officials must plan for a successful future. There are tough decisions to be made and not everyone will agree all the time. Solutions can be found through careful consideration of the many planning tools available to a community.

A local historic district is but one of those tools and it has proven to be a very powerful one. Regulating change within historic areas improves the quality of life for citizens. Creating local historic districts will not automatically produce clean, beautiful, and vital places, but such regulation may help avoid an unplanned atrocity. Used in conjunction with other tools and balanced with other community development options, historic districts protect investments and spur revitalization. They continue to make it possible for countless people to enjoy, appreciate, and learn from our past. They have helped parts of America become destination spots rather than places to bypass.

Acknowledgements

This *Information* booklet was prepared by Pratt Cassity, preservation services coordinator for the School of Environmental Design at the University of Georgia. In that capacity he serves as executive director of the National Alliance of Preservation Commissions.

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[17] American Planning Association, "Policy Implementation Principles on Historic Preservation," adopted by the Chapter Delegate Assembly, April 28, 1987 and ratified by the Board of Directors, September, 19, 1987.

[18] Gale, 1991.

[19] Peggy Robin, *Saving the Neighborhood: You Can Fight Developers and Win!*, Rockville, Md.: Woodbine House, 1990.

Where to Find Help

Local Resources
You can obtain information regarding the planning process within your community, local preservation activity, programs and agencies that provide assistance to citizens interested in community issues, and basic community history and reference material by contacting the following:

- The local planning, community development, or city managers office.
- A downtown development agency, Main Street project manager, merchant or neighborhood organization.
- The local nonprofit preservation organization or historical society.
- A public library or university collection.

State Resources
There are numerous statewide entities that can provide preservation assistance:

The state historic preservation office (SHPO), especially the Certified Local Government (CLG) program coordinator can prove to be a "one stop shop" for complete preservation assistance. Each SHPO is charged with a federal mandate to carry out the national historic preservation program and provide technical assistance to citizens, communities, and organizations. SHPOs are part of a national network based in Washington called the **National Conference of State Historic Preservation Officers (NCSHPO)**. The federal agency that is responsible for administering the national historic preservation program through the SHPOs is the **Department of the Interior's National Park Service.** For more information contact: National Conference of State Historic Preservation Officers, Suite 342, Hall of States, 444 North Capitol Street, N.W., Washington, D.C. 20001. (202) 624-5465.

Many states have **statewide nonprofit preservation organizations** that can provide additional preservation assistance. Some statewide nonprofits sponsor training programs, publications, special events, and conferences on preservation topics. The National Trust publishes a directory of statewide organizations; the cost is $10. To order a copy write to Programs, Services and Information, National Trust for Historic Preservation, 1785 Massachusetts Avenue, N.W., Washington, D.C. 20036.

There are state and regional (and in some cases local) chapters of national professional organizations that can provide assistance in planning, preservation and design. Usually, the **American Institute of Architects (AIA), American Planning Association (APA), and American Society of Landscape Architects (ASLA)** provide the most helpful information. The national offices of these organizations produce useful publications, journals, magazines, and newsletters. For more information contact: American Institute of Architects, 1735 New York Avenue, N.W. Washington, D.C. 20006. (202) 626-7300. American Planning Association, 1313 East 60th Street, Chicago, Ill., 60637. (312) 955-9100. American Society of Landscape Architects, 4401 Connecticut Avenue, N.W., Fifth Floor, Washington, D.C. 20008. (202) 686-2752.

Many states have a variety of agencies within state government that may be helpful in answering planning or preservation questions. The state community or economic development department, a league of cities or municipal association, and even university programs and institutes of government offer wide ranging assistance to local preservationists.

National Resources
There are many organizations at the national level to assist in historic preservation. They can be very helpful in providing broader, and in some cases, more comprehensive information to support local preservation efforts.

The **American Association for State and Local History (AASLH)** has a very extensive publications list. Many of the titles that are available relate directly to the work of local preservationists. For more information contact: American Association for State and Local History, 172 Second Avenue North, Suite 202, Nashville, Tenn. 37201. (615) 255-2971.

The National Alliance of Preservation Commissions (NAPC) is the single purpose, nonprofit membership organization that provides information and assistance to local communities and individuals regarding preservation commissions and local districts and landmark protection programs. The NAPC produces a quarterly newsletter and sponsors national, statewide and local meetings for commissions. The organization was formed specifically to influence the creation and perpetuation of local preservation programs. For more information contact: National Alliance of Preservation Commissions, Hall of the States, Suite 342, 444 North Capitol Street, N.W., Washington, D.C. 20001.

Staff assistance is provided through the Office of Preservation Services at the University of Georgia (706) 542-4731.

The National Center for Preservation Law (NCPL) is a Washington based organization providing assistance on the legal aspects of preservation. The NCPL distributes periodic *Preservation Law Updates* that summarize important preservation legal issues. The NCPL also provides legal consulting services to local governments and organizations. For more information contact: National Center for Preservation Law, 1333 Connecticut Avenue, N.W. Suite 300 Washington, D.C. 20036. (202) 338-0392.

The National Trust for Historic Preservation (NTHP) is a nonprofit organization chartered by Congress to encourage public participation in the preservation of sites, buildings and objects significant in American history and culture. The National Trust acts as clearinghouse for information on all aspects of preservation, assists in coordinating efforts of preservation groups, provides professional advice on preservation, conducts conferences and seminars, maintains historic properties and administers grant and loan programs. The National Trust operates six regional offices and one field office to provide services to state and local organizations and individuals. For more information contact the regional office nearest you. The addresses are listed on the back cover of this *Information* booklet.

Useful Publications

The American Mosaic: Preserving A Nation's Heritage. Robert E. Stipe and Antoinette J. Lee, editors. Washington, D.C.: US/ICOMOS, 1987.

America's Downtowns: Growth, Politics and Preservation. Richard C. Collins, Elizabeth B. Waters, A. Bruce Dotson, edited by Constance E. Beaumont. Washington, D.C.: The Preservation Press, 1991.

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How To Save Your Own Street. Raquel Ramati. Garden City, N.Y.: Doubleday and Company, Incorporated, 1981.

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Appendix A

Historic District Criteria

Historic district significance can be ascribed to a collection of buildings, structures, sites, objects, and spaces that possess integrity of location, design, setting, materials, workmanship, feeling, and association:

1. Location
Areas with linkages of buildings, structures, sites, objects, and spaces, a majority of which continue to exist where they were first created in traditionally accepted relationships.

2. Design
Areas that convey a sense of cohesiveness through the similarity or dissimilarity of their detail relatedness (architectural or otherwise). Based on the abstracts of aesthetic quality, these include scale, height, proportion, materials, colors, textures, rhythm, silhouette, and siting.

3. Setting
Areas that are readily definable by natural or created boundaries or contain at least one major focal point.

4. Materials
Areas that convey a sense of cohesiveness through similarity or dissimilarity of their material relatedness, based on traditional material use that contributes to a sense of locality.

5. Workmanship
Areas that convey a sense of homogeneity through the high quality of aesthetic effort of the periods represented by the majority of the units composing the district.

6. Feeling
Areas that create a sense of time and place.

7. Association
Areas that are related—on national, state or local levels—to the lives of individuals or events or have visual aesthetic qualities that convey a feeling of time and place.

Source: William J. Murtagh, *Historic Districts: Identification, Social Aspects and Preservation,* 1975.

Appendix B

Assistance Provided by State Historic Preservation Offices

1. Providing guidelines, standards, forms, and approaches to survey used in conducting historic resource surveys on a statewide basis.
2. Advising about alternative approaches to surveys that are used elsewhere.
3. Providing documentation about the historic resources already identified by the state.
4. Advising in the development of high-quality local surveys.
5. Helping coordinate local surveys with federal and state sponsored surveys.
6. Helping establish systems for storage and retrieval of survey data to meet community needs.
7. Nominating properties to the National Register.
8. Providing funds, if available, or providing information about alternative funding sources for conducting the survey.

Source: "Guidelines For Local Surveys: A Basis For Preservation Planning," *National Register Bulletin 24,* National Park Service, U.S. Department of Interior, Washington, D.C. (Revised 1985).

Appendix C

Basic Elements of a Preservation Ordinance

1. Statement of Purpose. An ordinance should clearly state its public purpose. Although historic preservation is a legitimate goal, many jurisdictions have found it politically and legally necessary to link historic preservation to broader community objectives.

2. Definitions. Technical terms need explanation to avoid confusion over concepts not generally understood.

3. Creation of Preservation Commission. The commission's position within government, the number of members, member qualifications, their terms of office, and the number of members required for a quorum should be spelled out.

4. Commission Powers and Duties. Everything that the commission will have the authority to do must be spelled out in this section of the ordinance. The compulsory or advisory nature of the commission's decisions is outlined here.

5. Criteria for Designating Historic Properties (districts and landmarks). Objective and relevant criteria must be established for designating districts and landmarks. In many cases, local governments have used similar criteria to those used for listing in the National Register. Although a few ordinances require owner consent as a provision for local designation this practice is generally not advised. Owner consent provisions are tantamount to allowing individual citizens pick and choose among the laws they wish to follow. It should also be noted that private individuals are not allowed to veto zoning regulations and that historic district ordinances are part and parcel of zoning.

6. Procedures for Designating Historic Landmarks and Districts. The ordinance needs to explain who can nominate properties for designation; how and when affected property owners are notified; how many public hearings there are; who must approve designations; and what the timetable for these actions is.

7. Procedures and Standards for Reviewing Alterations and Demolitions. The ordinance should explain what types of changes are subject to review by the commission. The standards, guidelines, and process of review must also be fully explained or referenced.

8. Economic Hardship. This portion of the ordinance is its "safety valve" and sets forth the process and criteria to be used in determining whether an ordinance imposes an economic hardship on an owner.

9. Penalties. Ordinances must be enforced to be effective. Penalties can range from fines to incarceration.

10. Appeals. Most ordinances spell out a process for appealing decisions rendered by the commission or governing body. An appeals provision helps to ensure that a citizen's right to "due process" is not abridged.

Source: Constance E. Beaumont, "Local Preservation Ordinances," *Landmark Yellow Pages,* Washington: The Preservation Press, 1992.

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JOIN THE HISTORIC PRESERVATION NETWORK

The Preservation Forum of the National Trust is a membership program for professionals and organizations. The benefits and privileges of membership include subscriptions to *Historic Preservation Forum, Historic Preservation* magazine, *Historic Preservation News*, participation in financial/insurance assistance programs, technical advice, and substantial discounts on professional conferences and educational publications. New *Information* booklets are available free upon request.
To join, send $75 annual dues to:

Preservation Forum
National Trust for Historic Preservation
1785 Massachusetts Avenue, N.W.
Washington, D.C. 20036
(202) 673-4296

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(Delaware, District of Columbia, Maryland, New Jersey, Pennsylvania, Puerto Rico, Virginia, Virgin Islands, West Virginia)

Midwest Office
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(Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Ohio, Wisconsin)

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Information:

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Historic Districts:
An Introduction to Information Resources

The first preservation ordinance in the United States was enacted in Charleston, S.C., in 1931. In Charleston, as in many other communities since, the creation of a historic district through the enactment of an ordinance was a reaction to concern over the loss of the beautiful and unique buildings that gave the city its character. Citizens who were proud of Charleston's outstanding architecture and fragile beauty realized the necessity of instituting an effective means of protection. Today, preservation ordinances protect various types of districts, including 18th-century residential areas, 19th-century main streets, 20th-century resorts, rural areas, industrial sites, urban centers and small cities. These ordinances are administered by more than 900 preservation commissions throughout the United States. This bibliography is intended to assist people who are considering enacting a preservation ordinance as well as the commission members and staffs administering existing districts who are seeking more information.

What Is a Historic District?

A preservation ordinance is a form of local land-use regulation enacted to protect significant buildings, structures, sites and spaces as well as the relationship of these elements to one another. A historic district is a geographic area of historic, cultural or aesthetic importance in a community that is protected by a preservation ordinance. In most cases, an ordinance regulates demolition, alteration and new construction. This is accomplished by stipulating that a special permit, called a certificate of appropriateness, must be issued before any changes are made to the exterior appearance of a structure. Some ordinances allow commissions to go beyond overseeing basic changes and permit review of changes in landscaping, lighting, fences and gates, signs, artificial siding and paint color. Preservation ordinances may also regulate intended changes to individually designated landmarks outside of a historic district or be written solely to protect specific buildings located throughout the municipality. An ordinance should be written to reflect the individual characteristics of a community, such as the configuration of the district, the nature of the resources to be protected and the needs and problems of the area. A preservation ordinance does not usually replace

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existing zoning regulations; rather, it provides for an additional type of land-use regulation that addresses the special needs of historic buildings and areas.

A preservation commission is the body of citizens that administers the ordinance. It is usually comprised of residents, design professionals and others with special expertise or interest in the district. Some commissions have a full-time staff that assists the commissioners and coordinates educational and financial programs to encourage historic preservation activity in the community.

Not all areas termed historic districts are protected by a local preservation ordinance. A historic district may be listed in the National Register of Historic Places, the nation's list of cultural resources worthy of preservation. The only legal safeguard provided for properties in the National Register is limited protection, through a review and comment process, for properties threatened by federally assisted projects. Owners who rehabilitate income-producing properties listed in the National Register, however, may be eligible for substantial federal tax credits. Many historic districts are both regulated by a local preservation ordinance and listed in the National Register in order to provide different types of protection and incentives for preservation."

Listed below are three books that give a general introduction to the historic district.

*Dennis, Stephen N. (ed.) and Andrea Zizzi (compiler). Directory of American Preservation Commissions. Washington, D.C.: The Preservation Press, National Trust for Historic Preservation, 1981. 123 pp. ($6.95)
A comprehensive directory listing the names, addresses, telephone numbers and staff members of 832 preservation commissions throughout the country.

Historic Districts: Identification, Social Aspects and Preservation. Washington, D.C.: National Trust for Historic Preservation for the American Committee of the International Centre, 1975. 38 pp. (Out of print.)
Two philosophical essays describing the historic district and suggesting a policy for the preservation of urban centers.

Lynch, Kevin. The Image of the City. Cambridge, Mass.: The M.I.T Press, 1960. 194 pp.
A philosophical study outlining the visual elements of the city.

*Available from the Preservation Shops, 1600 H Street, N.W., Washington, D.C. 20006. When ordering publications from the bookshop, please add $2.50 to cover postage and handling. Payment must accompany all orders. National Trust members receive a 10 percent discount (before addition of postage and handling).

Establishing a Historic District

Establishing a historic district that has strong public support involves a number of components. One of the most important tasks is to undertake a cultural resources survey. The survey will determine the validity of a district, locate possible boundary lines and provide the basis for establishing design guidelines. Also, surveying itself draws public attention to a district. The material gathered can be used for publications and exhibits which are two effective means of making the public aware of the value and beauty of their community.

Residents and building owners should be provided with information about living and working in a historic district. Often there is a great deal of opposition to designation because of misconceptions about the nature of a historic district. Many communities have designed effective methods for informing and gaining support from property owners and local government, including distributing brochures, holding public meetings and making personal contacts.

Designation is also the time to determine the most effective boundaries for the district. To do so, take into consideration the resources to be protected, the political and public attitude towards designation and the preservation experience of the community. Professional assistance is usually required from legal counsel familiar with drafting preservation ordinances and with historic preservation decisions in the state and elsewhere.

One of the most effective ways to learn more about the entire process of establishing a historic district is to study the successes of other communities. Listed below are a number of reference works, many of which include case studies.

Dennis, Stephen N. Do's and Don'ts in Drafting a Preservation Ordinance. Washington, D.C.: National Trust for Historic Preservation, 1982. 4 pp. (Available from the Office of the General Counsel, National Trust for Historic Preservation.)
Brief paper, written from a political as well as a legal perspective, outlining specific points to consider when drafting a preservation ordinance.

Dennis, Stephen N. "Recommended Model Provisions for a Preservation Ordinance with Annotations." Preservation Law Reporter, Reference Materials (August 1983), pp. 14,001-14,139. (Available for $15 from the Office of the General Counsel, National Trust for Historic Preservation.)
An article reviewing the basic provisions that should be included in an ordinance. Each point is illustrated with an annotation and quotations from existing ordinances. Models have been selected to show the range of possible approaches to a particular issue, depending upon differing state enabling legislation and a variety of local factors such as community size and the history of local preservation efforts. This material is also printed as Appendix A of A Handbook on

Historic Preservation Law, edited by Christopher J. Duerksen, published by the Conservation Foundation and the National Center for Preservation Law (Washington, D.C.: 1983). The 1980 version of Recommended Model Provisions for a Preservation Ordinance with Annotations is available for $7.95 from the Preservation Shops.*

Derry, Anne (et al.). Guidelines for Local Surveys: A Basis for Preservation Planning. Washington, D.C.: National Register of Historic Places, Office of Archeology and Historic Preservation, U.S. Department of the Interior, 1977. 83 pp. (Out of print.)
A handbook describing in detail what constitutes a survey, how to plan and conduct a survey and how to review, organize and publish survey material.

*Dunsavage, Lyn and Virginia Talkington. "The Making of a Historic District, Swiss Avenue, Dallas, Texas." Case Studies in Preservation 2. Washington, D.C.: The Preservation Press, National Trust for Historic Preservation, 1975. 36 pp. ($4.50)
A short case study describing the formation and promotion of a historic district to achieve neighborhood revitalization. Describes how a local preservation organization communicated the need for a historic district to neighborhood residents, the business community and local government, and the programs that the Historic Preservation League of Dallas initiated, after designation, to maintain momentum. Appendixes illustrate various projects.

LeClaire, Anne D. "Historic Districting: Pregnant Town Issue of the '80s." Yankee Magazine 45, No. 3 (March 1981), p. 86.
A popular article describing many of the reasons property owners are often opposed to historic district designation. Presents arguments in favor of a preservation ordinance.

Pane, Michael A. Municipal Ordinances for Historic Preservation. Trenton, N.J.: County and Municipal Government Study Commission, 1983. 55 pp. (Limited copies available from the Office of New Jersey Heritage, CN402, Labor and Industry Building, Room 707, Trenton, N.J. 08625.)
A guide outlining the steps involved in forming a historic district and the relationship between land-use planning and the preservation commission. Provides three draft ordinances. Written for citizens as well as attorneys.

Roddewig, Richard J. Preparing a Historic Preservation Ordinance. Planning Advisory Service Report, No. 374. Chicago: American Planning Association, 1983. 46 pp. (Copies are available for $16 for nonmembers from the American Planning Association, 1313 East 60th Street, Chicago, Ill. 60637.)
A basic, easy-to-understand description of all aspects of a preservation ordinance. Outlines the history and basic components of an ordinance and describes the processes involved in the designation of landmarks and historic districts. Discusses design review, the legal issues of economic hardship, appeals from commission decisions and fines and penalties. Examples from many communities are used to enhance the text.

Stipe, Robert. "Local Preservation Legislation: Questions and Answers." Technical Series No. 8. Albany, N.Y.: Preservation League of New York State, 1982. 4 pp. (Copies are available for $1 from the Preservation League of New York State, 307 Hamilton Street, Albany, N.Y. 12210.)
Describes preservation ordinances and historic district procedures from the property owner's viewpoint. This type of publication could be used as part of a public education program.

*Wright, Russell. A Guide to Delineating Edges of Historic Districts. Washington, D.C.: The Preservation Press, National Trust for Historic Preservation, 1976. 95 pp. ($8.95)
A guide describing the factors that should be considered in determining the boundaries of a successful district. The major portion of the Guide consists of 20 case studies of historic districts throughout the United States. For each district, there is a description of its legal and historic framework, a map illustrating boundaries with an explanation of why they were chosen and a discussion of the problems and successes encountered by each district as a result of the choice of boundaries.

Administration

To be effective, a preservation commission must be well managed. Specific areas that often cause problems include inaccurate and incomplete record keeping, inadequately publicized design guidelines, misunderstanding on the part of the public of the reasons for the commission's decisions and commission members with different levels of background in design. The publications listed below provide basic information about preservation commission administration.

Gilbert, Frank B. Handbook for Landmark and Historic District Commissions. Washington, D.C.: National Trust for Historic Preservation (preliminary draft), 1977. 62 pp. (Unpublished; available from the Office of the General Counsel, National Trust for Historic Preservation.)
Discussion of various aspects of the administration of a preservation commission including membership and duties of commissioners, initiating the designation process, public hearings on proposed designations, municipal acquisition of property, administration and disposition of historic property and the commission's role in financial issues.

Landmark and Historic District Commissions 1-6 (August 1975 - March 1981). (A complete set is available for $12 from the Office of the General Counsel, National Trust for Historic Preservation.)
A series of newsletters with articles describing developments in the legal and administrative aspects of preservation commissions. Although some articles are dated, much of the information is still useful.

Robert M. Leary and Associates, Ltd. A Manual for North Carolina Historic District Commissions. Raleigh, N.C.: Keep North Carolina Beautiful, Inc., 1979. 67 pp. (Available for $5 from Keep North Carolina Beautiful, 401 Oberlin Road, Raleigh, N.C. 27608.)
A practical manual describing, step by step, how to establish and administer a historic district. Preliminary steps, procedures, design review, staff and technical support are discussed in a question and answer format. A similar handbook, A Manual for North Carolina Historic Properties Commissions, is also available.

*Watson, A. Elizabeth. "The Development of Rural Conservation Programs: A Case Study of Loudoun County, Va." Information Sheet No. 29. Washington, D.C.: National Trust for Historic Preservation, 1981. 67 pp. ($2)
A leaflet describing the problems and benefits of forming and administering a rural historic district covering 10,000 acres.

Design Review

Although many preservation commissions have active programs to encourage the revitalization of a district, their primary purpose is to ensure that the character of the area is protected through design review. Many cases of demolition are fairly straightforward, but the consideration of applications for new construction and alterations is more complex. Good, well-publicized design guidelines assist applicants in submitting better applications. It is also important for commission members to read and learn as much as they can about design, particularly approaches to designing new buildings that are compatible with older buildings. There is no right answer to the question of appropriate design; however, communities can learn from one another. The better the design background of all the commission members, not just the design professionals, the better the decisions will be.

*Bowsher, Alice Meriwether. Design Review in Historic Districts: A Handbook for Virginia Review Boards. n.p.: Alice Meriwether Bowsher, 1978. 138 pp. ($6.95)
Written for members of design review boards in Virginia, this handbook discusses how to develop effective design guidelines and how to make design review work. The author discusses guidelines for rehabilitation, maintenance, demolition and signs; publicizing the guidelines; building public and governmental support; and administrative procedures and policies. The appendixes include selected design review documents and cover the legal aspects of design review.

*Brolin, Brent C. Architecture in Context: Fitting New Buildings with Old. New York: Van Nostrand Reinhold Co., 1980. 160 pp. ($7.95)
A book that illustrates through photographs the architectural relationship between buildings of different ages. Discusses why some new buildings are more successful at harmonizing with their surroundings than others.

Carrington, Merrill Ware. Design Guidelines, an Annotated Bibliography. Washington, D.C.: National Endowment for the Arts, 1977. 26 pp. (Supplement 1978-79.) (Out of Print.)
A bibliography of design guidelines. Notes architectural styles covered by each publication. Most of the publications listed were issued by local governments or organizations.

Colorado Historical Society. Good Neighbors: Building Next to History: Design Guidelines Handbook. n.p.: Colorado Historical Society, ca. 1980. 44 pp. (Copies are available for $4 plus $1 postage and handling from the Museum Store, Colorado Historical Society, 1300 Broadway, Denver, Colo. 80203.)
This handbook describes step by step how to develop design guidelines that reinforce the unique qualities of a community. Five Colorado towns are used as examples of how the process works.

*Old and New Architecture, Design Relationship. Washington, D.C.: The Preservation Press, National Trust for Historic Preservation, 1980. 280 pp. ($25 cloth, $15.95 paper)
A series of essays by designers, planners and preservationists, discussing the history and theory of design relationships and how to regulate them through design review. Includes four case studies that demonstrate a variety of approaches to relating old and new architecture. Numerous photographs of new design in older areas.

The Thoresen Group. A Training Program for Local Historic District Commissions. Durham, N.H.: New England Municipal Center, 1980. 93 pp.

_____. Trainer's Notebook. Durham, N.H.: New England Municipal Center, 1980. 21 pp. (For information about obtaining copies, contact The Thoresen Group, 40 Bridge Street, Portsmouth, N.H. 03801.)
A handbook and trainer's notebook designed to help preservation commissioners become more effective at administering an ordinance. The exercises are three fictitious case studies with data and documents. Although intended for the first-year commissioner, the manual was also designed to be useful to more experienced members and design professionals. The foreword outlines reasons many preservation commissions have difficulty fulfilling their mandate and is based on a National Endowment for the Arts study on the subject by the author. This study is also discussed in: Thoresen, Robert A. "Historic Districts Aren't Obsolete, But...." Historic Preservation 5, No. 4 (July/August 1981), pp. 46-47.

Special Problems

No matter how experienced the commission members are, or how well an ordinance is written, new and special problems can arise. Some of the problems result from changes in attitude since the ordinance was written and some from changes in economic conditions, such as the cost of labor and the availability of certain types of craftsmen. Still other problems result from the successful revitalization and promotion of a district, such as the negative effects of too many visitors. The publications listed below contain information on a number of problems.

Ewald, William R., Jr. and Daniel R. Mandelker. Street Graphics: a Concept and a System. Washington, D.C.: The American Society of Landscape Architects Foundation, 1971. (Available for $15 from the Landscape Architecture Foundation, 1717 N Street, N.W., Washington, D.C. 20036.)
This handbook presents a system for developing sign guidelines for communities of different sizes and types. Includes a model sign ordinance.

*Maddex, Diane (ed.). New Energy from Old Buildings. Washington, D.C.: The Preservation Press, National Trust for Historic Preservation, 1981. 207 pp. ($9.95)
The chapter entitled, "Solar Alterations to Historic Buildings: The Legal Issues" by Frank B. Gilbert describes the issues involved in the regulation of solar collectors.

Parrott, Charles. Access to Historic Buildings for the Disabled: Suggestions for Planning and Implementation. Washington, D.C.: Technical Preservation Services Division, Heritage Conservation and Recreation Service, U.S. Department of the Interior, 1980. 86 pp. (Available for $5.50 from the U.S. Government Printing Office, Washington, D.C. 20402. GPO Stock No. 024-016-00149-4.)
More stringent laws and greater publicity have made many institutions sensitive to the needs of handicapped people. Unfortunately, suitable access is often designed in a way that detracts from the appearance of a building. This guide offers ideas for alternative designs.

"Preservation Commissions are Adopting Written Guidelines Governing Use of Artificial Siding." Landmark and Historic District Commissions 4, No. 5 (October 1978), pp. 1-3.
An article describing how seven preservation commissions have handled the problem of artificial siding.

Sherfy, Marcella and W. Ray Luce. How to Evaluate and Nominate Potential National Register Properties That Have Achieved Significance Within the Last 50 Years. Washington, D.C.: Heritage Conservation and Recreation Service, U.S. Department of the Interior, 1979. 7 pp. (To obtain a copy write the National Register of Historic Places, Room 6209, National Park Service, U.S. Department of the Interior, Washington, D.C. 20240.)
Many preservation commissions must consider permits for demolitions, alterations and additions to buildings that are less than 50 years old and that may not be considered by the community to be historic enough to warrant protection. Although intended for National Register nominations, this pamphlet provides guidance for evaluating the significance of more recently constructed buildings.

Thomas Vonier Associates. Energy Conservation and Solar Energy for Historic Buildings: Guidelines for Appropriate Designs. Washington, D.C.: National Center for Architecture and Urbanism for the Technical Preservation Services Division, National Park Service, U.S. Department of the Interior, 1981. 24 pp. (Copies are available for $6.95 from the National Center for Architecture and Urbanism, 1927 S Street, N.W., Suite 300, Washington, D.C. 20006.)

Each page illustrates a building element, such as doors, porches or windows; describes the energy and historic factors that should be taken into consideration; and provides design guidelines. References to further information in each area.

Vision, Inc. Sign Sense: Arlington, Massachusetts. Arlington, Mass.: Arlington Department of Planning and the Community Redevelopment Board, 1977. 40 pp. (Limited copies are available for $4 from the Arlington Department of Planning and Community Development, Town of Arlington, 730 Massachusetts Avenue, Arlington, Mass. 02174.)
A nontechnical guide on signage with sections on designing signs, sign placement and how to read a sign ordinance. Drawings illustrate good and bad sign placement, design and maintenance.

Legal Aspects

Communities that enact historic preservation ordinances and create preservation commissions to permit the protection of local historic districts are using the police power, for aesthetic reasons, to protect the general welfare. In the 1978 case, Penn Central Transportation Company v. New York City, 438 U.S. 104, the U.S. Supreme Court decided a number of issues that had been in question when property owners challenged preservation ordinances. That decision broadly upheld the validity of preservation ordinances, in particular the detailed ordinance for New York City. However, issues that continue to plague the drafters of preservation ordinances include adequate standards for design review, financial hardship and how to define it, enforcement, regulations for appealing adverse commission decisions and issues relating to the administration of preservation commissions such as commissioners' conflicts of interest. The publications listed below provide sources of information on historic preservation law.

*Duerksen, Christopher J. (ed.). A Handbook on Historic Preservation Law. Washington, D.C.: The Conservation Foundation and The National Center for Preservation Law, 1983. ($30.00 paper) (Hardcover copies are available for $50 from The Conservation Foundation, 1717 Massachusetts Avenue, N.W., Washington, D.C. 20036.)
A comprehensive handbook describing all areas of preservation law. Chapters on the legal history of historic preservation, local preservation law and government incentives for for-profit rehabilitation may be particularly useful to preservation commissions.

Preservation Law Reporter. Washington, D.C.: The Preservation Press, National Trust for Historic Preservation. Bimonthly. (Subscription information is available from the Office of the General Counsel, National Trust for Historic Preservation.)
This looseleaf legal reporting service covers current developments in all aspects of preservation law through articles, litigation summaries and brief descriptions of new developments.

Wilburn, Gary and Stephen N. Dennis. "Historic Preservation Case Law: 1895-1979." Preservation Law Reporter, Reference Materials (November 1982), pp. 12,003-12,127. (Available for $15 from the Office of the General Counsel, National Trust for Historic Preservation.)
A digest of leading historic preservation cases, arranged topically, with an introduction on "The Evolution and Future Potential of Historic Preservation Litigation."

Economic Benefits

Many historic districts are formed because a community hopes that designation will contribute to the revitalization of an area. Listed below are publications that record the economic benefits of historic district designation to cities throughout the country.

The Contribution of Historic Preservation to Urban Revitalization. Washington, D.C.: Advisory Council on Historic Preservation, 1979. ca. 200 pp. (Available for $5.50 from the U.S. Government Printing Office, Washington, D.C. 20402. GPO Stock Number: 024-000-008-57-6.)
Qualitative and quantitative data from detailed studies of Alexandria, Va.; Galveston, Tex.; Savannah, Ga.; and Seattle, Wash. are used to substantiate claims that preservation has stimulated physical, social and economic revitalization.

*Rackham, John B. "Values of Residential Properties in Urban Historic Districts: Georgetown, Washington, D.C., and Other Selected Districts." Information Sheet No. 15. Washington, D.C.: National Trust for Historic Preservation, 1977. 28 pp. ($2)
A study of the effects of historic district designation on the value of residential property within the district and adjacent areas. Includes a summary of the distribution of value changes among building and land components and a discussion of the possible effect of value increases on a historic district.

Sources of Assistance

New publications on historic preservation and historic districts are constantly being printed. Unfortunately, many good publications are produced in limited quantities and are given limited exposure. This bibliography is intended only as a starting place. If the problems faced by a preservation commission are not described here, there may be a reference in one of the works cited to a publication or organization that could provide further information.

An increasing number of states are forming networks to encourage the establishment of new preservation commissions and to assist the staff and members of existing commissions to solve common problems. Existing organizations include:

Association of Connecticut Historic District Commissioners
c/o Connecticut Historical Commission
59 South Prospect Street
Hartford, Conn. 06106
(203) 566-3005
William Devlin

Florida Conference of Preservation Boards and Commissions
c/o Florida Trust for Historic Preservation, Inc.
P.O. Box 11206
Tallahassee, Fla. 32302
(904) 224-8128

Georgia Alliance of Preservation Commissions
c/o Atlanta Urban Design Commission
10 South Park Place
Atlanta, Ga. 30303
(404) 658-6093

Illinois Association of Historic Preservation Commissions
c/o Illinois Department of Conservation
Preservation Services Section
524 South Second Street
Springfield, Ill. 62706
(217) 782-3340
Theodore Hild

Indiana Alliance of Historic District Commissions
c/o Historic Landmarks Foundation of Indiana
3402 Boulevard Place
Indianapolis, Ind. 46208
(317) 926-2301

Maryland Association of Historic District Commissions
P.O. Box 783
Frederick, Md. 21701
(301) 663-6820
Cherilyn Widell

Michigan Historic District Network
320 Catalpa
Birmingham, Mich. 48009
(313) 964-3240
Michael Tomasik

New Hampshire Association of Historic District Commissioners
c/o Rockingham Planning Commission
1 Water Street
Exeter, N.H. 03883
(603) 778-0885
Lynne E. Monroe

Association of New Jersey Landmarks Commissions
c/o Middletown Landmarks Commission
Town Hall
Middletown, N.J. 07748
(201) 671-0101
William Bryant

Ohio Association of Preservation Commissions
c/o Cleveland Landmarks Commission
Room 28, City Hall
601 Lakeside Road
Cleveland, Ohio 44114
(216) 664-2531
John D. Cimperman

The national organization representing local commission interests is the National Alliance of Preservation Commissions, Suite 500, 1522 K Street, N.W., Washington, D.C. 20005.

The national nonprofit preservation organization is the National Trust for Historic Preservation, 1785 Massachusetts Avenue, N.W., Washington, D.C. 20036. The National Trust can offer assistance through six regional offices that serve as clearinghouses for information on preservation, the Office of the General Counsel and publications such as the monthly newspaper Preservation News. Initial inquiries should be directed to the appropriate regional office.

Mid-Atlantic Regional Office
1600 H Street, N.W.
Washington, D.C. 20006
(202) 673-4203

Midwest Regional Office
407 South Dearborn Street, Suite 710
Chicago, Ill. 60605
(312) 353-3419/3424

Northeast Regional Office
45 School Street, 2nd Floor
Boston, Mass. 02108
(617) 223-7754

Southern Regional Office
456 King Street
Charleston, S.C. 29403
(803) 724-4711

Mountains/Plains Regional Office
1407 Larimer Street, Suite 200
Denver, Colo. 80202
(303) 837-2245

Western Regional Office
681 Market Street, Suite 859
San Francisco, Calif. 94105
(415) 974-8420

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The opinions expressed in this Information Sheet are not necessarily those of the National Trust or the U.S. Department of the Interior.

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. Dues start at $15.

nated properties; and approves or denies the proposals through permit system.

The GHPA provides a benchmark against which each local gov erning jurisdiction may either evaluate existing preservation polic or formulate a preservation policy tailored to local needs.

The standards and procedures incorporated into the act reflect local preservation policy that has been evolving since Charleston South Carolina, created the nation's first municipally designate historic district in 1931. More than 800 communities across th nation have followed Charleston's example.

Of course, the success of local preservation policy depends upo citizen understanding and support. It is hoped that the followin annotated review of the Georgia Historic Preservation Act wi provide the necessary ingredients for citizen support of preserva tion policy wherever historic resources may exist in Georgia.

III
The Georgia Historic Preservation Act with Annotations

THE GEORGIA HISTORIC PRESERVATION ACT[3]

44-10-20 Short title

This Chapter shall be known and may be cited as the "Georgi Historic Preservation Act." (Ga. L. 1980, p. 1723, §1.) Effectiv April 8, 1980.

44-10-21 Legislative purpose; intent

The General Assembly finds that the historical, cultural, an aesthetic heritage of this state is among its most valued and impor tant assets and that the preservation of this heritage is essential t the promotion of health, prosperity, and general welfare of th people.

Therefore, in order to stimulate the revitalization of central business districts in this state's municipalities;

to protect and enhance this state's historical and aesthetic attrac tions for tourists and visitors and thereby promote and stimulate business in this state's cities and counties;

to encourage the acquisition by cities and counties of facade and conserva tion easements pursuant to the "Facade and Conserva tion Easements Act of 1976"; and

to enhance the opportunities for federal tax relief of this state's property owners under the relevant provisions of the "Tax Reform Act of 1976" allowing tax deductions for rehabilitation of certified historic structures, the General Assembly establishes a uniform procedure for use by each county and municipality in the state in enacting ordinances providing for the protection, enhancement, perpetuation, and use of places, districts, sites, buildings, struc tures, and works of art having a special historical, cultural, or

An Overview of the Act

Enacted by the General Assembly in 1980, the Georgia Historic Preservation Act (GHPA) establishes minimum standards for local jurisdiction protection of historic resources. In passing this legisla tion, it was generally believed that the General Assembly was addressing its constitutionally mandated responsibility for protect ing vital areas and resources within Georgia.[1] Because of the manner in which the act was drafted, it offers communities a method of historic resource protection that is not tied to the exer cise of zoning power.

Much of the municipal experience in historic resource protection within Georgia has been through the exercise of local zoning au thority. However, since a majority of Georgia's local governments have not yet embraced the concept of zoning, the provision of an alternative protective method by the General Assembly was con sidered both appropriate and timely.

While establishing minimum standards,[2] the act reinforces the concept of home rule because only a local government can apply those standards. That application would be through the passage of an ordinance creating a local historic preservation commission. The passage of such an ordinance establishes local historic preser vation policy as well as a means for implementing the policy.

As the agency responsible for policy implementation, the his toric preservation commission recommends the designation of his toric sites and districts; reviews proposals for all changes to desig-

aesthetic interest or value. (Ga. L., 1980, p. 1723, §2.)

1. Annotation:

This section lists the legislative justification for the Georgia Historic Preservation Act (GHPA). The legislative purpose includes the promotion of economic benefits accruing from revitalization of central business districts, the promotion of tourism, and qualification of historic properties for local and federal tax benefits. The reference to the establishment of uniform procedures for the enactment of ordinances suggests that this legislative act should and could be used as a blueprint for local ordinances.

Local ordinances should be drafted to be able to withstand attacks on their legality. Attention should be directed toward a careful and complete recitation of purpose that clearly states the local jurisdiction's reasons for enacting a preservation ordinance. In addition, it is generally recommended that the purpose clause of a preservation ordinance cite all of a local jurisdiction's reasons for establishing a preservation commission.[4] Special note should be taken to insure that aesthetics does not appear to be the sole, or major, motivation of the ordinance. While an increasing number of courts recognize aesthetics as a justifiable purpose for preservation ordinances, the traditional court reaction to aesthetics as the major motivating factor has been negative.

The Tax Reform Act of 1976 allows federal income tax deductions for rehabilitating certified historic structures that are within locally designated historic districts or that are listed on the National Register of Historic Places. This act has been superceded by the Economic Recovery Tax Act of 1981.

Providing a legislative framework for tax reliefs under the Tax Reform Act of 1976 was a major consideration in the General Assembly's enactment of the GHPA. It was envisioned that local district designation could qualify properties for tax reliefs more quickly than could the time-consuming National Register nomination process.

44-10-22 Definitions

As used in this article, the terms:

(1) "Certificate of appropriateness" means a document evidencing approval by an historic preservation commission of a proposal to make a material change in the appearance of a designated historic property or of a structure, site, or work of art located within a designated historic district, which document must be obtained before such material change may be undertaken.

(2) "Commission" means an historic preservation commission

created or established pursuant to the provisions of codes 44-10-24.

(3) "Designation" means a decision by the local governing body of the municipality or county, wherein a property or district proposed for preservation is located, to designate such property or district as an "historic property" or as an "historic district" and thereafter prohibit all material changes in appearance of such property or within such district prior to the issuance of a certificate of appropriateness by the historic preservation commission.

(4) "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 features, details, or elements relative to the foregoing.

(5) "Historic district" means a geographically definable area, urban or rural, which contains structures, sites, works of art, or a combination thereof which:

(A) have special character or special historical or aesthetic interest or value;

(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; and

(C) cause such area, by reason of such factors, to constitute a visibly perceptible section of the municipality or county.

(6) "Historic preservation jurisdiction" in the case of a county means the unincorporated area of such county and in the case of a municipality such term means the area within the corporate limits of such municipality.

(7) "Historic property" means a structure, site, or work of art, including the adjacent areas necessary for the proper appreciation or use thereof, deemed worthy of preservation by reason of its value to the municipality, county, State, or region for one or more of the following reasons:

(A) it is an outstanding example of a structure representative of its era; or

(B) it is one of the few remaining examples of a past architectural style; or

(C) it is a place or structure associated with an event or person of historic or cultural significance to the municipality, county, State, or region; or

(D) it is a site of natural or aesthetic interest that is continuing to contribute to the cultural or historical development and heritage of the municipality, county, State, or region.

(8) "Local governing body" means the elected governing body or governing authority of any municipality or county of this State.

(9) "Material change in appearance" means a change that will affect only the exterior architectural features of an historic property or of any structure, site, or work of art within an historic district and may include any one or more of the following:

(A) A reconstruction or alteration of the size, shape, or facade of an historic property, including relocation of any doors or windows or removal or alteration of any architectural features, details, or elements;

(B) Demolition of an historic property;

(C) Commencement of excavation;

(D) A change in the location of advertising visible from the public way on any historic property; or

(E) The erection, alteration, restoration, or removal of any building or other structures within a designated historic district, including walls, fences, steps, and pavements, or other appurtenant features except exterior paint alterations.

(10) "Person" includes any natural person, corporation, or unincorporated association.

(Ga. L. 1980, p. 1723, §3.)

2. Annotation:

This section defines the language of the legislation and articulates the criteria for evaluating an historic district or historic property. Also of prime importance is the listing of those factors constituting a material change in appearance. The understanding of this section is basic to the successful interpretation and utilization of the act.

44-10-23 Exemptions

Cities or counties which, as of March 31, 1980, have adopted ordinances relative to planning and zoning for historic purposes, under authority granted by local constitutional amendment or by any other means, shall not be required to comply with the provisions of this Chapter.

3. Annotation:

Prior to passage of the GHPA, all local jurisdiction controls on historic resources were undertaken under the approved, or assumed, local zoning authority. The GHPA is not a zoning law; it is a general law enacted under the General Assembly's authority to protect Georgia's vital areas and resources.

The GHPA represents the law of the state with respect to local jurisdiction protection of historic resources. There is an ever-present potential for challenging local ordinances as being invalid. Thus, caution would dictate that local jurisdiction enactment of historic preservation ordinances conform with the GHPA. Those laws not consistent with the GHPA run the risk of invalidation.

44-10-24 Historic preservation commission—establishment of designation; number, eligibility, and terms of members.

(a) The local governing body of a municipality or county electing to enact an ordinance to provide for the protection, enhancement, perpetuation, or use of historic properties or historic districts shall establish or designate an historic preservation commission. Such local governing body shall determine the number of members of the commission, which shall be at least three, and the length of their terms, which shall be no greater than three years. A majority of the members of any such commission shall have demonstrated special interest, experience, or education in history or architecture; all the members shall reside within the historic preservation jurisdiction of their respective municipality or county, except as otherwise provided by subsection (b) of this code section; and all shall serve without compensation. In establishing such a commission and making appointments to it, a local governing body may seek the advice of any State or local historical agency, society, or organization.

(b) The local governing body of a county and the local governing body or bodies of one or more municipalities lying wholly or partially within such county may establish or designate a joint historic preservation commission. If a joint commission is established, the local governing bodies of the county and municipality or municipalities involved shall determine the residence requirements for members of the joint commission. (Ga. L. 1980, p. 1723, §4.)

4. Annotation:

Establishment of an historic preservation commission is accomplished through the enactment of a local ordinance specifying the powers and duties of the commission as well as *the number of members, terms of appointment, residency requirements, etc. Subsequently, commission members survey and research historic properties within the local jurisdiction and recommend the designation of either sites or districts as historic properties.*

Care should be taken to insure that the ordinance provides for the designation of districts as well as individual landmarks, thus providing the opportunity to protect all historic resources within the local jurisdiction. Through the procedure specified in the GHPA, the commission recommends designation of properties and

the local government enacts one or more ordinances to establish the designation of an historic district or landmark.

The classification of the GHPA as representative of minimum standards relates to two aspects of this section of the act: the number of commission members and the qualifications of members. The reason for drafting the act to reflect minimum standards—instead of a preferred optimum—was to be certain that the many smaller communities in Georgia could meet the requirements of the GHPA.

The ideal membership composition of a commission (beyond the minimum of three) would be no less than five and no more than eleven. An odd number of members minimizes the potential of tie votes. In establishing the number of members, the local governing body should recognize that too small a commission will be open to charges of individual bias, while too large a commission may become difficult to handle.[5]

Of course, the ultimate factor in establishing the number of commission members will be the number of citizens with the necessary qualifications. Typically, preservation ordinances specify that members have professional backgrounds to guarantee that the commission, as a body, will have the knowledge and experience to evaluate and decide matters coming before it. These professional background requirements supplement a demonstrated interest, knowledge, or education in architecture or history.

Many areas in Georgia do not have architects, attorneys, or other designated resident professionals interested in or knowledgeable about architecture or history. This possible situation is the reason why the minimum standard level of commission members' qualifications was incorporated into the GHPA.

The ideal professional background requirements of the minimum number of five commission members would be: (1) an architect, (2) an historian, (3) a real estate expert, (4) a landscape architect, and (5) an attorney. Note that all of these professionals should be required to meet the minimum standard requirements of demonstrated special interest, experience, or education in the history or architecture of the local jurisdiction.

44-10-25 Powers and duties

Any municipal, county, or joint historic preservation commission appointed or designated pursuant to code section 44-10-24 shall be authorized to:

(1) Prepare an inventory of all property within its respective historic preservation jurisdiction having the potential for designation as historic property;

5. *Annotation:*

The inventory should be a commission's first undertaking. It becomes the basis for local preservation policy implementation. The inventory may be accomplished with the assistance of volunteers, local organizations, or preservation professionals.[6] *Preservation commissions should build upon the research that may already have been completed by local historic societies and preservation organizations as well as the State Historic Preservation Office.*

In addition, commissions will want to be aware of local properties that have been the subject of National Register nominations or recorded by the Historic American Buildings Survey (HABS) or the Historic American Engineering Record (HAER). The preservation commission should develop a reciprocal working relationship with the State Historic Preservation Officer, as well as local preservation-related organizations, so that the sharing of research information on historic resources can benefit local, state, and national programs.

(2) Recommend to the municipal or county local governing body specific places, districts, sites, buildings, structures, or works of art to be designated by ordinances as historic properties or historic districts;

6. *Annotation:*

Based upon an inventory, the commission recommends the designation of historic properties to the local government. The commission serves local government in an advisory capacity with the local government making the final designation.

(3) Review applications for certificates of appropriateness and grant or deny same in accordance with the provisions of section 44-10-28;

(4) Recommend to the municipal or county local governing body 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;

7. *Annotation:*

While it is seldom necessary to revoke a designation, there are occasions when the loss of significance, or actual destruction, of an historic property makes this course of action appropriate.

(5) Restore or preserve any historic properties acquired by the municipality or county;

(6) Promote the acquisition by the city or county governing authority of facade easements and conservation easements in ac-

cordance with the provisions of the "Facade and Conservation Easements Act of 1976" (code sections 44-10-1 through 44-10-5);

(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 this Chapter;

(9) Seek out State and Federal funds for historic preservation and make recommendations to the local governing body concerning the most appropriate use of any funds acquired;

(10) Consult with historic preservation experts in the Historic Preservation Section of the Department of Natural Resources or its successor and the Georgia Trust for Historic Preservation, Inc.; and

(11) Submit to the Historic Preservation Section of the Department of Natural Resources or its successor a list of historic properties or historic districts designated as such pursuant to code section 44-10-26. (Ga. L. 1980, p. 1723, §5.)

8. *Annotation:*

The broad scope of powers provided by the GHPA insures maximum flexibility in the development and implementation of local preservation policy.

44-10-26 Designation by ordinance of historic properties or historic districts; required provisions; investigation and report; submitted to the Department of Natural Resources; notice and hearing; notification of owners.

(a) Ordinances designating historic properties or historic districts adopted by local governing bodies shall be subject to the following requirements:

(1) Any ordinance designating any property as historic property or any district as an historic district shall require that the designated property or district be shown on the official zoning map of the county or municipality adopting such ordinance or, in the absence of an official zoning map, that it be shown on a map of the county or municipality adopting such ordinance and kept by the county or municipality as a public record to provide notice of such designation in addition to other notice requirements specified by this code section;

9. *Annotation:*

The purpose of this requirement is to prevent the possibility of an individual unknowingly purchasing a designated historic property

subject to review by a preservation commission. This requirement is consistent with the emphasis the GHPA places on public knowledge, notification, and involvement regarding the historic designation process.

Another benefit of a public record of historic property designation is the usefulness of such record to other local governmental agencies that will want to consider the preservation commission's expertise before making their own decisions.

If experience in other parts of our nation is any indication, it is unlikely that an individual would unknowingly purchase a locally designated historic property. Realtors have learned that the historic designation enhances the appeal and value of property; thus, the historic significance of a property is a favorable sales factor. In addition, local historic designation, which includes a design review requirement, is recognized nationwide as a factor that stabilizes neighborhoods, protects property investments, and appreciates the value of property.

(2) Any ordinance designating any property as historic property shall describe each property to be designated, shall set forth the name or names of the owner or owners of the property, and shall require that a certificate of appropriateness be obtained from the historic preservation commission prior to any material change in appearance of the designated property; and

(3) Any ordinance designating any district as an historic district shall include a description of the boundaries of such district, shall list each property located therein, shall set forth the name or names of the owner or owners of each such property, and shall require that a certificate of appropriateness be obtained from the historic preservation commission prior to any material change in appearance of any structure, site, or work of art located within the designated historic district.

10. *Annotation:*

Designation of properties involves making a distinction between historic properties and historic districts. There is a need for the local ordinance to provide for the designation of both categories of historic resources.

Traditionally, local ordinances have been of two types: landmark ordinances and historic district ordinances. Although both of these ordinance types are concerned with the preservation of structures through design review, there is a difference in the scope and authority of the two approaches.

(3) promotion of consistency in decisions; (4) clarification of standards of appropriateness for applicants, architects, and contractors, making it easier for them to comply; and (5) education of property owners about rehabilitation and maintenance techniques that will retain architectural integrity and enhance property value.

Generally, design guidelines fall into three categories: (1) rehabilitation and maintenance of existing structures; (2) new construction, either as additions to existing buildings or new structures on vacant land; and (3) environmental features such as signs, walls, fences, sidewalks, outdoor lighting, landscape, etc.

While it is easy to generalize about categories of design guidelines, the characters of individual historic properties and historic districts are actually very different from one another. Therefore, care should be taken to insure that guidelines developed reflect the distinctive character of a community and/or that of individual districts.

No commission should copy the guidelines developed for another community without checking to determine whether the two areas are similar enough for the same guidelines to work effectively. For information on the development of local design guidelines, consult Design Review in Historic Districts: A Handbook for Virginia Review Boards by Alice Meriwether Bowsher.

44-10-27 Certificate of appropriateness—when required; local or state actions

(a) 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 and until application for a certificate of appropriateness has been submitted to and approved by the commission. Such application shall be accompanied by such drawings, photographs, or plans as may be required by the commission.

14. Annotation:

The fundamental provision of a preservation ordinance is the requirement that the preservation commission review and approve proposed changes to existing structures within a designated district, or to a designated historic property (landmark). The GHPA provides for control over "material change in appearance," which is defined in the act's section on definitions.

Application for a certificate of appropriateness should include plans, drawings, a description of materials, and other details giving the commission full knowledge of the proposed changes. In addition, the applicant should provide information indicating the relationship of the proposed work to adjacent buildings. The scope of the work proposed will dictate the information needed by the commission.

Certificates of appropriateness are required for all changes, as defined by the GHPA, whether or not a building permit is required. In instances requiring a building permit, the permit is issued only after the applicant has obtained a certificate of appropriateness.

(b) The Department of Transportation (DOT) and any contractors, including cities and counties, performing work funded by DOT are exempt from this article. Local governments are exempt from the requirement of obtaining certificates of appropriateness; provided, however, that local governments shall notify the commission 45 days prior to beginning an undertaking that would otherwise require a certificate of appropriateness and allow the commission an opportunity to comment.

(Ga. L. 1980, p. 1723, §7.)

15. Annotation:

A realistic assessment of the limitation, imposed by exemptions, of the GHPA will include the following factors:

(1) The GHPA exemption of DOT does not exempt DOT from responsibility for consideration of historic properties listed (or eligible for listing) on the National Register. Under the National Historic Preservation Act, using federal funds for any highway department project necessitates an environmental review to assess any potential negative impact on an historic property;

(2) The provision of the opportunity for a local commission to comment on local government activities will mitigate possible negative actions, especially since elected officials and the general populace will have demonstrated a concern for the protection of historic resources by virtue of the support for, and creation of, a local preservation commission.

44-10-28 Review of applications; procedure; approval, modification, or rejection; negotiations for acquisitions; variances; appeals.

(a) Prior to reviewing an application for a certificate of appropriateness, the commission shall take such action as may reasonably

An historic district ordinance controls a specific area, or district, in which a majority of structures are of architectural or historic significance. By comparison, a landmark ordinance covers an entire city or county. The buildings protected are individual structures randomly located within the area of jurisdiction.

The GHPA combines these two approaches by providing for the designation of landmarks, or historic properties, as well as districts. Obviously, the location of historic resources within a community, or other area of jurisdiction, will determine whether there are one or more districts and/or landmarks designated.

(b) No ordinance designating any property as an historic property, and no ordinance designating any district as an historic district, nor any amendments thereto, may be adopted by the local governing body, nor may any property be accepted or acquired as historic property by said local governing body, until the following procedural steps have been taken:

(1) The commission shall make or cause to be made an investigation and shall report on the historic, cultural, architectural, or aesthetic significance of each place, district, site, building, structure, or work of art proposed for designation or acquisition. This report shall be submitted to the Historic Preservation Section of the Department of Natural Resources or its successor which will be allowed 30 days to prepare written comments concerning the report;

11. Annotation:

This report serves as a justification for the commission's recommendation for historic designation. Submission of the report to the Historic Preservation Section provides the opportunity for a professional review and subsequent articulation of the significance of the subject property.

(2) The commission and the local governing body shall hold a public hearing on the proposed ordinance. Notice of the hearing shall be published at least three times in the principal newspaper of general circulation within the municipality or county in which the property or properties to be designated or acquired are located; and written notice of the hearing shall be mailed by the commission to all owners and occupants of such properties. All the notices shall be published or mailed not less than 10 nor more than 20 days before the date set for the public hearing; and

12. Annotation:

The involvement of the public, and particularly those property owners who would be affected, is clearly a central aspect of the historic designation process. Much of the opposition to the designation of historic properties by local preservation commissions seems to be founded upon the fear of arbitrary designation of properties.

This legislation seeks to address that fear by: (1) requiring an investigative report evaluating the significance of the property; (2) providing the opportunity for a professional review of the investigative report by a state agency; (3) requiring public notice; (4) providing for public hearings; and (5) providing that the actual designation be made by the local governing body instead of the preservation commission.

Thus, there is a very deliberate procedure that negates the possibility of arbitrary designation and definitely places the process in the arena of public business, where democratic procedures and majority opinion are the basis for action.

(3) Following the public hearing, the local governing body may adopt the ordinance as prepared, adopt the ordinance with any amendments it deems necessary, or reject the proposal.

(c) Within 30 days immediately following the adoption of the ordinance, 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 local governing body, which notice shall apprise said owners and occupants of the necessity for obtaining a certificate of appropriateness prior to undertaking any material change in the appearance of the historic property designated or within the historic district designated.

(Ga. L. 1980, p. 1723, §6.)

13. Annotation:

In addition to notification of the necessity of obtaining a certificate of appropriateness, notice also should be provided for the application procedure and the design guidelines used by the commission. Design guidelines are the criteria developed by commissions to evaluate proposed changes or additions to designated properties. The guidelines inform property owners how their applications will be judged. These guidelines are also useful in educating the public about the character of sites and/or districts and how to protect that character.

Other benefits of design guidelines can be: (1) provision—to the commission—of minimum standards for making decisions; (2) assurance that all applicants are treated uniformly and fairly;

and is exercised in addition to land use zoning.

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

(e) In the event the commission rejects an application, it shall state its reasons for doing so and shall transmit a written record of such action and reasons therefore to the applicant. The commission may suggest alternative courses of action it thinks proper if it disapproves the submitted application. If he or she so desires, the applicant may make modifications to the plans and may resubmit the application at any time after doing so.

18. Annotation:

One practice used by commissions interested in minimizing application rejections is adopting a pre-application review procedure designed to warn applicants of probable commission disapproval of an application not yet formally submitted.

(f) In cases where the application covers a material change in a structure's appearance that would require the issuance of a building permit, the commission's rejection of an application for a certificate of appropriateness shall be binding upon the building inspector or other administrative officer charged with issuing building permits. In such a case, no building permit shall be issued.

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

19. Annotation:

This provision provides the mechanism for both federal and local tax relief to individuals willing to donate facade easements to the commission. For federal tax relief, the property must be listed on the National Register. To qualify for local tax benefits, the property must be listed on the National Register or be an historic property as designated by the local commission in compliance with the Georgia Facade and Conservation Easements Act of 1976, as amended in 1982.

Where a commission's authority does not include a permanent ban on demolition and, instead, is limited to a stay of demolition, this provision can be a measure of last resort through which the local jurisdiction, itself, can negotiate with the property owner to prevent demolition of the designated property.

(h) Where, by reason of unusual circumstances, the strict application of any provision of this Chapter would result in exceptional practical difficulty or undue hardship upon any owner of any specific property, the commission in passing upon applications shall have 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, however, that such variance, modification, or interpretation 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 variations, the commission may impose such reasonable and additional stipulations and conditions as will, in its judgment, best fulfill the purpose of this article.

(i) The commission shall keep a record of all applications for certificates of appropriateness and of all its proceedings.

(j) 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 governing body of the county or municipality in whose historic preservation jurisdiction the property in question is located; and such governing body may approve, modify, and approve or reject the determination made by the commission if the governing body finds that the commission abused its discretion in reaching its decision.

The ordinances adopted in conformity with code section 44-10-26 shall specify the procedures for the review of decisions of the commission by the governing body of the county or municipality involved. Appeals from decisions of said governing body made pursuant to this article may be taken to the superior court in the manner provided by law for appeals from conviction for municipal or county ordinance violations.

(Ga. L. 1980, p. 1723, §8.)

44-10-29 Certain changes or uses not prohibited

Nothing in this article shall be construed to prevent the ordinary maintenance or repair of any exterior architectural feature in or on an historic property when maintenance or repair does not involve a material change in design, material, or outer appearance thereof,

be required to inform the owners of any property likely to be affected materially by the application and shall give the 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.

(b) The commission shall approve the application and issue a certificate of appropriateness if it finds that the proposed material change in appearance would not have a substantial adverse effect on the aesthetic, historical, 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 other structures in the immediate neighborhood.

16. Annotation:

A preservation commission serves as trustee to insure the continued integrity of an historic property or district. The work of the commission in the approval and/or denial of certificates of appropriateness affecting districts and individual properties should be conducted as a meeting open to the public. In most instances, the applicant will be the only person interested in speaking on a particular application.

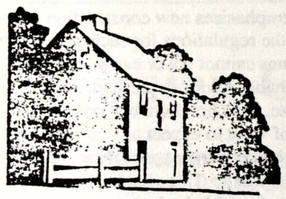
However, the commission should always be prepared to offer application opponents the opportunity to address the commission. To this end, many commissions choose to leave the record of their public meeting open for a few days after the meeting in order to receive written submissions for inclusion as a part of their records.

(c) In its review of applications for certificates of appropriateness, the commission shall not consider interior arrangements or uses having no effect on exterior architectural features.

17. Annotation:

Many individuals confuse the authority of preservation commission ordinances with land use zoning ordinances. As indicated previously, the preservation commission authority is related to exterior appearance only and not to interior arrangement or use of a structure.

Land use zoning, on the other hand, regulates the use of property and not appearance. In communities that have adopted historic zoning, this "appearance" authority is a separate authority



PRESERVING
PRINCE WILLIAM

Building Codes and Historic Buildings

4

Building Codes

When you rehabilitate your home or historic building, you will have to deal with more than contractors and materials. You also will have to learn about building codes. Most projects will require a permit, sometimes more than one, and to get these you must go through a process of application, plan review, and inspections. You may need to enlist licensed professionals, such as architects, engineers, plumbers, and electricians in order to receive approval.

Building codes are complex. In large part, these codes address situations that arise primarily during new construction. However, they also apply to existing buildings undergoing significant changes, such as rehabilitation or an addition. These alterations must be made within the code requirements.

The Use of Building Codes

The intent of building codes is to ensure the health, safety, and welfare of citizens. The codes are developed nationally and on a statewide basis, but it is your local building official who administers them. The locality must adopt statewide basic standards and has the option of adopting others. Once a code provision is adopted, it is up to local officials to make the interpretations necessary for enforcement.

As building materials and methods have become more sophisticated, so have our society's standards for safety. The result is increasingly detailed codes that attempt to address the bulk of situations through fairly rigid, specific requirements. At the same time, there is some flexibility both in the code and in the way in which it is interpreted. Since the codes provide standards rather than requirements and since every locality (and every official) is different, there is great variety in exactly how the codes are applied. You will need to find out how your locality deals with certain issues. This is especially true of existing buildings. Each circumstance may be slightly different and so call for a slightly different resolution.

Building Codes and Historic Properties

Several aspects of building codes help to make them less imposing for owners of historic properties. First, most code regulations address new construction and apply to existing buildings only when a change is made. Secondly, most historic properties are houses and are still used as single-family dwellings. Building codes for houses are significantly less stringent than for structures that are open to the public. Most importantly, the code followed in Virginia recognizes in explicit terms that historic buildings have different needs from new construction and should be allowed certain flexibility with provisions of the code. This important statement, Section 513.1 of the Building Officals and Code Administration (BOCA) code, is described below.

Section 513.1: Historic Buildings and Districts

Section 513.1 of the BOCA code applies to the rehabilitation of historic buildings. It releases historic buildings from strict compliance as long as certain conditions are met:

"The provisions of this code relating to the construction, repair, alteration, enlargement, restoration and moving of buildings or structures shall not be mandatory for existing buildings or structures identified and classified by the state or local government authority as historic buildings,

nor to prevent any property owner from making use of this property not prohibited by other laws, statutes, ordinances, or regulations. (Ga. L. 1980, p. 1723, §9.)

44-10-30 Violations of this article, penalties.
Violations of any provision of an ordinance adopted in conformity with this article shall be punished in the same manner as provided by charter or local law for the punishment of violations of other validly enacted municipal or county ordinances.
(Ga. L. 1980, p. 1723, §10.)

20. Annotation:
There is always concern that penalties for ordinance violations be strong enough to deter potential violators and yet not so strong that the ordinance is unlikely to be enforced. In Georgia, these violations are classified as misdemeanors and the fines are not likely to be large. Many ordinances, nationwide, combat the weakness of relatively small fines by considering each day of violation as a separate offense punishable by fine.

44-10-31 Court action or proceedings to prevent improper changes or illegal acts or conduct.
The municipal or county local governing body or the historic preservation commission shall be authorized to institute any appropriate action or proceeding in a court of competent jurisdiction to prevent any material change in appearance of a designated historic property or historic district, except those changes made in compliance with the provisions of an ordinance adopted in conformity with this article, or to prevent any illegal act of conduct with respect to such historic property or historic district.
(Ga. L. 1980, p. 1723, §11.)

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[1] 1983 Georgia Constitution, Article III, Section VI, paragraph II, a 1: "Without limitation of the powers granted under paragraph I, the General Assembly shall have the power to provide by law for restrictions upon land use in order to protect and preserve the natural resources, environment, and vital areas of the state."

[2] It should be noted that local authority may provide for higher standards of preservation policy and compliance than those included in the act.

[3] Official Code of Georgia Annotated. Title 44; Chapter 10, "Historic Preservation"; Article 2, "Ordinances Providing for Historical Preservation," 1982.

[4] Stephen N. Dennis, *Recommended Model Provisions for a Preservation Ordinance with Annotations* (Washington, D.C.: National Trust for Historic Preservation, 1980).

[5] Ibid.

[6] Anne Derry, et al., *Guidelines for Local Surveys: A Basis for Preservation Planning* (Washington, D.C.: U.S. Department of the Interior, 1977).

subject to the approval of the board of appeals, when such buildings are judged by the code official to be safe and in the interest of public health, safety and welfare regarding any proposed construction, alteration, repair, enlargement and relocation. All such approvals shall be based on the applicant's complete submission of professional architectural and engineering plans and specifications bearing the professional seal of the designer."

Section 513 can be used only with the help of a professional architect or engineer and relief from the code requirements is granted only when the code inspector judges the building to be safe. This section allows building owners to retain existing systems and structural elements that are in excellent working order, even though they do not correspond to contemporary code requirements. In the event that you as the building owner do have to correct code-related problems, you can pursue creative and equally safe solutions to building code problems with the help of a registered architect or engineer.

Definition of Historic Buildings

Section 513.1 specifies that to be eligible, a property must be in some manner designated 'historic.' In Prince William County, designated historic properties include 1) individual properties listed on or eligible for listing on the National or State registers, 2) properties that are contributing buildings to a historic district such as Buckland or Brentsville, and 3) properties included in the Historic American Buildings Survey (HABS) or the Historic American Engineering Record (HAER). Prince William County can classify additional buildings that would qualify, but has not done so yet.

These official designations should not be confused with more informal sources, such as the book *Prince William: A Past to Preserve*. Inclusion in this book does not constitute designation as historic.

Even without an official designation, your property can still be historic and well worth preserving. Most of this brochure still applies to your case.

Single-Family Homes

Any time you are planning work on your building, you should check with the Permits Office of the Department of Development Administration (DDA) at 335-6924 or -6925 to see whether your project will require a permit. To help you understand the process, DDA distributes three memo sheets, "When Building Permits Are Required," "Quality Control of Construction Plans," and "Inspections." The permit process emphasizes new construction and lays out clearly the regulations for each stage. The county's guidelines cannot cover every instance, however, and rehabilitations in particular can be hard to categorize. This brochure can only present a general picture of what to expect as you undertake a rehabilitation. **Always verify your plans with DDA before you begin work.** This simple step can save you much time and trouble in the long run.

When Building Permits Are Required

Permits must be obtained before any of the following work:

1. Constructing, enlarging, altering, or demolishing a building or structure.
2. Changing the use of the building to a different use.
3. Installing or altering any building equipment.

"Ordinary Repairs" such as painting, roofing small areas, covering floors, and repairing plaster do not require a permit. In general, any replacement of a material with like material does not require a permit.

Again, it is best to check with DDA. For example, you can replace interior doors without a permit, and likewise can replace an exterior door with one of the same size. Changing the size of that exterior door, however, would require a permit.

Four Kinds of Permits

Permits fall into four categories: Electrical, Plumbing, Building, and Mechanical. If your project involves more than one of these trades, you will need a permit for each trade. Electrical and plumbing permits are necessary for work in those systems. Building permits cover any changes to the structure itself, such as adding or removing walls, building a deck, or finishing a basement. Mechanical permits are used for such activities as installing heating and air systems, adding prefabricated fireplaces, or placing wood stoves.

Who Should Obtain The Permits

You as the homeowner should not necessarily be the one to take out the permit. If you are hiring a contractor to do the work, the contractor should get the permit. This protects you, because the County becomes your ally in seeing that the contractor finishes the job correctly. In other words, the County recognizes the contractor as a bonded professional and can hold him to the required building standards. If you had obtained the permit, you would be liable for finishing the job properly, even if you had hired a contractor.

Virginia Uniform Statewide Building Code

The purpose of the Virginia Uniform Statewide Building Code (USBC), and all of the models upon which it is based, is to maintain the personal health, safety, and welfare of every individual by ensuring a safe structural environment for living and working. For public buildings, this includes accessibility by the physically handicapped and the elderly. The codes also include energy and water conservation measures to conserve the state's resources. The USBC is based on two model codes:

- Building Officials & Code Administrators (BOCA)
- Council of American Building Officials (CABO)

BOCA National Building Code

The BOCA National Building Code is one of three national construction standards used in the United States and Canada. Each state is required to select one of the model building codes as the basis for its statewide building code. Virginia, as well as several other mid-Atlantic states, bases its building code on BOCA.

BOCA is designed to provide basic construction standards for every kind of new project for which the statewide building code would apply. The code consists of standards, not requirements, for specific materials or methods. This allows for alternative yet equal responses to code requirements in construction projects. These principles also apply to existing and historic buildings that require upgrading of primary safety measures. BOCA is revised every three years to ensure that it keeps pace with new construction techniques and issues.

Council of American Building Officials (CABO)

The document entitled "CABO One and Two Family Dwelling Code" is written and reviewed by representatives of the building code publications: BOCA, the International Conference of Building Officials, Southern Building Code Congress International, Inc., and the Council of American Building Officials. The CABO publication provides construction standards for new one- and two-family detached residential units that do not exceed three stories in height. The publication also includes recommendations for building materials.

Although CABO makes some exceptions for existing buildings, it grants limited leeway. The following clause under Section R-114, "Existing Installations," sums up this position:

> "Buildings and structures in existence at the time of the adoption of this code may have their existing use continued if such use was legal at the time of the adoption of this code, provided such continued use is not dangerous to life."

The CABO document concentrates solely on residential buildings. Because of the dominance of this building type in Prince William County, officials state that this document is used more often than the BOCA guidelines. Although the uniform statewide building code and BOCA provide construction guidelines, CABO is much more specific and provides clearer technical descriptions of what is required. Prince William County offers property owners the option of using the CABO or the BOCA guidelines for their construction standards. Many use the CABO standards to determine specifically how older buildings do not meet the building code requirements, so that the solutions they devise are similar in nature to the ones required.

Prince William County Building Maintenance Code

The uniform statewide building code provides building maintenance standards which are mandatory for the owner to comply with and which localities can choose to adopt for enforcement in whole or in part. Prince William County has opted to use the Building Maintenance Code and to enforce Article 5, "Unsafe Structures and Hazardous Conditions."

This section requires that property owners correct conditions which are a direct threat to the safety of the inhabitants or persons who live, work, or are in some way in contact with the property. If the building official determines that the conditions are a direct building code violation, steps can be taken to correct the problem in accordance with the building or maintenance code. If the violation is not related to building codes, however, the inspector must submit a report with recommendations to the county executive and hold a public hearing.

Zoning Approval

Zoning approval is required for any addition or structure that is outside of the current walls of your building. New decks, garages, outbuildings, and additions fall into this category. You will need this zoning approval before you can apply for a construction permit.

To get approval, visit the Planning and Zoning Office. You must be able to show exactly where your house is on the lot. Owners of modern houses usually can produce three copies of their house location survey plat. With an older house you probably have a plat, but it may not show the house location. In this case, you should call ahead to the Planning and Zoning Office (335-6830) to verify what you will need to do. Once you can show your house location, approval should take only a few minutes.

If you plan to change the use of your building, for example to put in an apartment, make sure that the zoning for your area allows the proposed use.

Architectural Review Board

The Buckland Overlay Historic District is served by an architectural review board. This board must approve any changes to the exterior of your building that might affect its historic appearance. If you are in this district, make sure that you understand this process before you begin rehabilitation.

Applying for Permits: Plans

If you are getting a building or mechanical permit (as opposed to only an electrical or plumbing permit), you will need to submit plans. The notice, "Quality Control of Construction Plans," explains what the plan must include. Most partial rehabilitation projects, for example, require an inked drawing 11 x 17 inches in size. If you were renovating a bathroom and tearing out the old plaster to run new plumbing and wiring in the walls, you would have to show, to scale, the placement of the fixtures. You or your contractors would also need electrical and plumbing permits. Many room remodelings, however, do not require a building or mechanical permit, and therefore would not involve plans. For example, replacing plumbing fixtures without changing the walls requires a plumbing permit, but no building permit.

Inspections

The two main points to remember about inspections are that 1) they must be done in sequence and 2) they must take place before you cover up the work that was done. Each inspection may involve a different person and therefore a different appointment. For example, the plumbing inspection must come before the mechanical inspection. This means that the first inspector must see the plumbing while the wall is still open, while the mechanical inspector needs to see it after you have insulated and framed the wall. The "Inspections" sheet gives the order of inspections and the requirements for each phase. To request an inspection, call 335-6970; for information, call 335-6924 or 6925.

Inspection Teams Available

If you are anticipating renovations to your existing building that would require permits from the Department of Development Administration (DDA), you can request an Inspection Team. This team includes specialists in specific code areas and also the fire marshall. The fire marshall cooperates with DDA to ensure proper inspection of those building elements that are included within the Uniform Statewide Building Code and are related to fire protection. The Inspection Team identifies areas that will require permits and additional inspection.

Typical Steps in the Building Code Process

Now that you, the building owner, are aware of the rules and regulations and their intent, you must apply them to the immediate task at hand: renovating your historic building. Before construction begins, you must obtain the proper permits and approvals to ensure that the work will meet code requirements. The steps listed below are provided to give you guidance in what can sometimes become a laborious, confusing, time-consuming process. Following these steps will simplify this process a great deal.

Steps for Building Permit Process: Home Rehabilitation

1. Identify the proposed uses and changes that you envision for your historic building.
2. Will the work be outside of existing walls? If so, get zoning approval from the Zoning Office. Remember to take two copies of your plat.
3. Go to the Permits Counter (part of Building Development, which is part of the Department of Development Administration). Fill out a separate application for each of the trades, or categories of permits, that your project will involve. These categories are electrical, plumbing, building, and mechanical.
4. Is a building permit one of the permits required for your project? If so, prepare plans according to the instructions in "Quality Control of Construction Plans." If not, skip Step 5.
5. Take your building plans to the Construction Plans Review Division (also within Building Development). If your project is minor, as most rehabilitation projects are, it can be reviewed while you wait. For major projects like large additions, the review could take four to five weeks.
6. Secure your permits.
7. Begin your project.
8. Schedule inspections as appropriate during the project.
9. Schedule final inspections as necessary.
10. Enjoy your improved home.

Complex Rehabilitation Projects: Guidelines for a Smooth Process

- These projects should first be evaluated by a licensed architect who has some experience with historic structures. If your architect is not experienced in historic rehabilitation, then you should consider also retaining a historic preservation consultant. The architect or consultant should identify architectural elements which help to define the historic character of the building, and should therefore not be removed. At the same time, your architect or consultant should also identify areas which could be modified without compromising the historic integrity of the building. Several of the Preservation Briefs produced by the National Park Service address identification of character-defining elements and might be a useful reference.
- Coordinate with Building Development early in the investigation so that staff can evaluate your preliminary ideas. This should help to prevent delays due to miscommunication and incomplete assessment of any problems.
- If your historic project is income-producing and you are planning to apply for federal historic rehabilitation tax credits, submit the preliminary application as early as possible to the Virginia Department of Historic Resources (VDHR) in order for your project plans to be reviewed for certification. Federal requirements for tax credits may differ from what you, the architect, and the building officials might be planning. For background information, refer to the VDHR's brochure on rehabilitation tax credits and its "FYI Technical Papers Series," which addresses aspects of certified historic rehabilitations.
- If there are structural problems with the existing building or if major new construction is being considered, a structural engineer may be needed to assist with the project.
- During the schematic design process, the architect should meet with the Construction Plans Review Division to review plan ideas and negotiate possible solutions. You and your architect should maintain lines of communication with Building Development staff throughout the design process and during construction if major changes are made after the permits have been obtained.
- Make sure that Building Development staff understand Section 513. If necessary, procure a letter from the Prince William Historical Commission and/or the Virginia Department of Historic Resources (VDHR) stating that the building is historically significant and has special rehabilitation needs.
- If you do face a conflict between the code and historical integrity, the VDHR possibly can help you work with local officials to develop alternatives to a specific problem.
- The licensed architect should prepare a set of plans and elevation drawings of the building showing proposed changes and areas where the building does not conform to code. Special structural and mechanical drawings may be a part of this package, which then is submitted to the construction plans reviewer.
- Be aware of the potential health hazards that accompany the removal of asbestos and lead-based paint from older buildings. Take the necessary precautions and follow all regulations in their removal.

Public and Multifamily Uses

More Requirements

The code and permitting process is vastly more complicated for uses other than single-family residential. Any time a building is to be open to the public, a new array of requirements—in particular more stringent fire codes and access for the handicapped—must be met. If you are embarking on a non-residential rehabilitation, such as a bed and breakfast inn, restaurant, office, or shop, your first move should be to talk to the Permits Department. They can tell you up front what must be done in order to comply with code. It also might be wise to enlist the services of a licensed architect and contractors experienced in this type of project and in working with the local code officials.

Areas of Concern in Public Buildings

Although the Virginia Uniform Statewide Building Code permits alternative solutions for bringing existing and historic buildings up to code, it does not provide specific examples of acceptable solutions. Every historic building is unique. Therefore architects and building officials need to work together to resolve these issues in ways that will result in the same level of safety as is required for new construction. These solutions will be dictated by code provisions, the existing design, the location of historic architectural elements, and proposed uses for the building. The construction plans reviewer will determine whether the proposed plans for the structure comply with the intent of the state building code.

Certain issues arise frequently in this quest to match modern building codes with historic buildings. Some of these are discussed below.

Exit systems/egress requirements. Egress modes, or exits, are one of the most critical elements in a building. Frequently the number of exits in an older building are fewer than are required in new construction or are not distributed evenly throughout the building. There is no way to avoid the exit requirement. The architect and inspector should, however, work together to find ways to improve access to existing exits and to locate new exits in ways that do not compromise the integrity of the historic building.

Separation of occupancies. "Separation of occupancies" refers to the treatment of ceilings and walls that separate different uses within one structure. For example, one building could house both offices and an apartment and would need to separate these appropriately. The current building code has requirements for the number of hours that walls must be able to withstand fire before burning through. Many walls in historic buildings may not meet this requirement, yet it may not be desirable or feasible to replace them. The architect and inspector should find ways to supplement walls and doors to make them more fire resistant without irrevocably changing their historic appearance if possible.

Handicapped Access. Handicapped access can be a tricky issue when dealing with historic buildings. Allowing access to a building by the handicapped is required for public buildings whenever federal funds are involved in the building rehabilitation or operation. The difficulty is adding ramps and railings that are easy to use by those in wheelchairs while maintaining the design and appearance of the historic structure. It would be best to avoid placing handicapped access on character-defining sides. When presented with these challenges, architects can arrive at solutions that are sensitive to the needs of those with handicaps and also to the historic integrity of the building. One of the VDHR "FYI" papers addresses barrier-free access.

Open Staircases and Light Wells. Stairways are a strong focus of building codes because they serve as a means of access to exits. For fire protection purposes, existing codes mandate that stairwells be enclosed. This enclosure protects the means of exit and also prevents fires from spreading quickly to adjacent floors.

Likewise, existing light wells may compromise the integrity of floor separations. Many historic buildings have open stairwells or light wells where no protective walls are in place. In most cases, placing walls around them would compromise the design of the stairway or light well. Creative architects working with inspectors can often design alternative combinations of alarms, additional exits, and smoke evacuation systems that can compensate for the "hazard" of an open staircase or light well and allow these features to be retained.

Staircases: Widths, Height of Risers, and Railings. Steps in historic buildings often are shorter and narrower than what is required in the current building code. This is also true for stairwell railing heights. Heights and widths that do not correspond to the standards required in the building code should be reviewed in the context of the entire project to see if the difference is of critical importance to the safety of the building and its occupants. Sometimes an additional new staircase can be added in another location to compensate for the deficiencies of the older staircase.

The critical factors are 1) building usage and 2) how many people at any given time may have to evacuate the building in an emergency. The safety measures required for a single-family dwelling, for example, differ from those for an office commercial building or multifamily dwelling.

Other Issues

Modernization

You may want to add modern conveniences to make your historic building more comfortable. While these changes/elements may not be crucial to the building inspections process, they can affect the historic integrity of your building if they are not carefully designed and located. The following alterations in particular may pose special concerns:

1. Installation and location of heating and cooling systems.
2. Installation and location of bathrooms.
3. Addition and location of closets.
4. Installation of insulation on historic materials, especially if it changes the thickness of walls and trim.
5. Window replacement.

VDHR or an architect experienced in rehabilitation may be able to provide you information on these topics as they affect historic buildings.

Appeals Process

The state provides a process for appealing decisions of the local building official. Such cases are first heard by the local board of building code appeals. Further appeals, in order, go before the State Building Code Technical Review Board, the Circuit Court of local jurisdiction, and the Supreme Court of Virginia. Once a decision is made, the local building official enforces it.

The building official also can use the appeals process to gain code interpretations from the local board of building code appeals or the State Building Code Technical Review Board.

Conclusion

While historic buildings must be sensitively preserved and their architectural significance respected, it is equally critical to maintain them as safe structures that have a use in today's world. The key to addressing these potentially conflicting goals is to bring knowledgeable people into the process early. The local code officials and your architect should work together to ensure that neither the safety nor the integrity of the structure are compromised during the course of the rehabilitation. Lines of communication should remain open for the duration of the project so that everyone is aware of the solutions being designed and approved.

Contacts

National:

Building Officials and Code Administrators International (BOCA)
4051 W. Flossmoor Road
Country Club Hills, Illinois 60447-5795
(708) 799-2300

Technical Preservation Services
Preservation Assistance Division (424)
National Park Service
Washington, D.C. 20013-7127
(202) 343-9578

State:

Virginia Department of Historic Resources
221 Governor Street
Richmond, Virginia 23219
(804) 786-3143

Virginia Department of Housing and Community Development
Code Development Office
205 North Fourth Street
Richmond, Virginia 23219
(804) 371-7772

Local:

Prince William County
Development Administration Department
Building Plan Review
1 County Complex Court
Prince William, Virginia 22192-9201
(703) 335-7125

Prince William County
Planning and Zoning Department
1 County Complex Court
Prince William, Virginia 22192-9201
(703) 335-6830

Prince William County Historical Commission
1 County Complex Court
Prince William, Virginia 22192-9201
(703) 335-6830

Suggested Readings

Building Officials and Code Administrators International, Inc. *The BOCA National Building Code/ 1987.* 10th Edition, Chicago: BOCA, 1987.

Commonwealth of Virginia Board of Housing and Community Development. *Virginia Uniform Statewide Building Code, Volume 1: New Construction Code*, Richmond, VA: Department of Housing and Community Development, 1987.

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Kapsch, Robert J. "Building Codes: Preservation and Rehabilitation," *Research and Innovation in the Building Regulatory Process*, (NBS Special Publication 473), Washington, D.C.: National Bureau of Standards, June 1977, pp. 437-452.

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National Park Service, "Rehabilitating Interiors in Historic Buildings: Identifying and Preserving Character-Defining Elements, Preservation Brief 18," by H. Ward Jandl, Washington, D.C.: U.S. Department of the Interior, no date.

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Historic Preservation FACT SHEET

Office of Historic Preservation; Georgia Department of Natural Resources

Floyd Tower East, Suite 1462; 205 Butler St., S.E.; Atlanta, GA. 30334; (404) 656-2840

CERTIFIED LOCAL GOVERNMENTS

Historic preservation has been a part of local government planning in this country since the 1930s. However, only a few communities took advantage of this early opportunity to include preservation as part of their planning process. With the National Historic Preservation Act of 1966, a federal and state partnership was initiated that developed into a nationwide preservation program. As this program matured, the need for relating federal and state activities to local efforts became apparent. Subsequent amendments to the National Historic Preservation Act have placed an emphasis on the preservation activities of local governments. An important technique for local governments to use in their preservation activities is the Certified Local Government Program.

The Certified Local Government (CLG) program extends the federal and state preservation partnership to the local level. It enhances the local government role in preservation by strengthening a community's preservation program and its link with the state historic preservation office. In Georgia, the Certified Local Government program builds upon the longstanding working relationship between the state historic preservation office and local governments by expanding the scope of local responsibilities and opportunities for preservation. Any city, town, or county which has enacted a historic preservation ordinance, enforces that ordinance through a local preservation commission, and has met requirements outlined in the Procedures for Georgia's Certified Local Government Program is eligible to become a CLG.

What are the benefits of becoming a Certified Local Government?

Once certified, a local government becomes eligible to apply for federal historic preservation grant money that is available only to CLGs.

A Certified Local Government participates directly in the National Register of Historic Places program by reviewing local nominations prior to their consideration by the Georgia National Register Review Board.

Opportunities for technical assistance in historic preservation are available in the form of training sessions, information material, statewide meetings, workshops and conferences.

Communication and coordination is increased among local, federal, and state preservation activities, as well as with other Certified Local Governments.

There are five broad standards which must be met by a local government in order to become a Certified Local Government.

1. **Enforce appropriate state or local legislation for the designation and protection of historic properties.** A local government must adopt a preservation ordinance which complies with the Georgia Historic Preservation Act, the state's enabling legislation for designating and protecting historic buildings, sites and neighborhoods.

2. Establish an adequate and qualified historic preservation review commission by state or local legislation. A preservation review commission is a locally appointed board that reviews design changes in designated historic districts in order to maintain the districts' special and irreplaceable qualities.
3. Maintain a system for survey and inventory of historic properties that furthers the purpose of the National Historic Preservation Act. A survey identifies properties that have local historic significance and are therefore worthy of protection. The survey is the basis for the identification, designation and protection of local historic districts and properties.
4. Provide for adequate public participation in the local historic preservation program, including the process for recommending properties for nomination to the National Register of Historic Places. A local government must encourage the public's participation in its preservation efforts by having meetings that are open to all local residents, by sponsoring community-wide information and education activities and by encouraging National Register nominations.
5. Satisfactorily perform the responsibilities delegated to it under the National Historic Preservation Act. The state historic preservation office works closely with a CLG to help it meet local needs and interests and to fully participate in the Certified Local Government program.

Any historic resource is important to the history of a particular community. Preservation activity associated with historic resources always occurs first at the local level. Therefore, that community is in the best position to identify and protect them. The Certified Local Government program represents an opportunity to help local governments integrate historic preservation concerns with local planning decisions. That is why the state historic preservation office sees this program as important to Georgia's preservation efforts.

In order to better serve the state's communities, the state historic preservation office coordinates the Certified Local Government program through the offices of the Georgia Alliance of Preservation Commissions, an organization created to serve the needs of all preservation commissions and design review boards.

For more information on the Certified Local Government program contact:

Pratt Cassity
University of Georgia
609 Caldwell Hall
Athens, Georgia 30602
~~404~~-542-4731
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The Historic Preservation Section within the Georgia Department of Natural Resources serves as the state historic preservation office in Georgia. Working in partnership with the United States Department of Interior, the state historic preservation office carries out the mandates of the National Historic Preservation Act, as amended, and works with local communities to preserve the historical, architectural, and archaeological resources of Georgia. For more information on the state historic preservation programs contact the Historic Preservation Section.

September 1988

City of Marshallville
$2,500
To prepare design guidelines for the Marshallville Historic District.

City of Monticello
$6,200
To prepare a National Register nomination for Monticello's historic neighborhoods.

City of Thomasville
$15,000
To prepare a predevelopment plan for the Ritz Theater.

These matching, 60% federal/40% local, grants are provided through the Historic Preservation Fund from the Department of the Interior, National Park Service, and are administered by the Historic Preservation Division of the Department of Natural Resources.

According to Commissioner Lonice Barrett and State Historic Preservation Officer Mark Edwards, historic preservation funding provided by the Department of Natural Resources encourages communities to become actively involved in preserving their historic and archaeological resources.

For more information on DNR's historic preservation grant program, contact Cynthia Byrd at the Historic Preservation Division, 404-656-2840.

Georgia Department of Natural Resources
Historic Preservation Division
Mark R. Edwards, Director and State Historic Preservation Officer
205 Butler Street, Suite 1462, Atlanta, Georgia 30334
Telephone (404) 656-2840
Fax (404) 651-8739

FOR MORE INFORMATION CONTACT:
Carole Moore, 404-656-2840
Historic Preservation Division

FOR IMMEDIATE RELEASE

Historic Preservation Grants Announced by Governor

Governor Zell Miller has announced that Survey and Planning grants in the amount of $75,000 have been awarded to the following Georgia communities for historic preservation projects:

City of Americus
$2,800
To prepare design guidelines for the Americus Historic District.

City of Athens
$8,000
To prepare design guidelines for Athens-Clarke County Historic Districts' In-Fill project.

City of Augusta
$16,400
To develop a revitalization plan for Greene and Telfair Streets.

City of Cedartown
$6,000
To prepare a historic district resource booklet.

City of Conyers
$7,200
To develop a preservation plan for the Conyers Historic District.

City of Dalton
$5,900
To develop a preservation plan for the Thornton Avenue/Murray Hill Historic District.

City of Jefferson
$5,000
To prepare a National Register Multiple Resource Nomination for the city

CITIES AND COUNTIES WITH HISTORIC PRESERVATION ORDINANCES

NOVEMBER 1995

1. Albany-Dougherty County
2. **Americus***
3. **Ashburn***
4. **Athens-Clarke County***
5. **Atlanta***
6. **Augusta***
7. **Avondale Estates***
8. **Bowdon***
9. **Carrollton***
10. **Cedartown***
11. **Cobb County***
12. Colquitt
13. **Columbus***
14. **Conyers***
15. **Cordele***
16. Culloden
17. Dahlonega
18. **Dalton***
19. **Darien***
20. **Decatur***
21. **Dekalb County***
22. Douglasville
23. Dublin
24. Eatonton
25. **Elberton***
26. Euharlee
27. **Fitzgerald***
28. **Fort Oglethorpe***
29. **Fort Valley***
30. **Grantville***
31. Hahira
32. **Hartwell***
33. **Heard County***
34. **Hogansville***
35. Jackson
36. **Jefferson***
37. Jones County
38. Kennesaw
39. **Lexington***
40. Lilly
41. Lincolnton
42. Ludowici
43. Macon
44. **Madison***
45. Marietta
46. **Marshallville***
47. McDonough
48. McDuffie County
49. McIntosh County
50. **Milledgeville***
51. **Monroe***
52. **Monticello***
53. Moreland
54. **Moultrie***
55. Oxford
56. Pike County
57. **Plains***
58. Reidsville
59. **Richmond County***
60. Rome
61. Roopville
62. **Roswell***
63. Savannah
64. Social Circle
65. **St. Marys***
66. Stone Mountain*
67. **Thomaston***
68. **Thomasville***
69. **Tifton***
70. **Troup County***
71. **Valdosta***
72. Washington
73. Waycross
74. Wayne County
75. **West Point***
76. **Winder***

* INDICATES CERTIFIED LOCAL GOVERNMENTS (44)
** CLG STATUS PENDING

GEORGIA ALLIANCE OF PRESERVATION COMMISSIONS

School of Environmental Design • Office of Preservation Services
University of Georgia • 609 Caldwell Hall • Athens, Georgia • 30602

Historic Preservation
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The Certified Local Government (CLG) program extends the federal and state preservation partnership to the local level. It enhances the local government role in preservation by strengthening a community's preservation program and its link with the state historic preservation office. In Georgia, the Certified Local Government program builds upon the longstanding working relationship between the state historic preservation office and local governments by expanding the scope of local responsibilities and opportunities for preservation. Any city, town, or county which has enacted a historic preservation ordinance, enforces that ordinance through a local preservation commission, and has met requirements outlined in the Procedures for Georgia's Certified Local Government Program is eligible to become a CLG.

What are the benefits of becoming a Certified Local Government?

Once certified, a local government becomes eligible to apply for federal historic preservation grant money that is available only to CLGs.

A Certified Local Government participates directly in the National Register of Historic Places program by reviewing local nominations prior to their consideration by the Georgia National Register Review Board.

Opportunities for technical assistance in historic preservation are available in the form of training sessions, information material, statewide meetings, workshops and conferences.

Communication and coordination is increased among local, federal, and state preservation activities, as well as with other Certified Local Governments.

There are five broad **standards** which must be met by a local government in order to become a Certified Local Government.

1. **Enforce appropriate state or local legislation for the designation and protection of historic properties.** A local government must adopt a preservation ordinance which complies with the Georgia Historic Preservation Act, the state's enabling legislation for designating and protecting historic buildings, sites and neighborhoods.

2. Establish an adequate and qualified historic preservation review commission by state or local legislation. A preservation review commission is a locally appointed board that reviews design changes in designated historic districts in order to maintain the districts' special and irreplaceable qualities.
3. Maintain a system for survey and inventory of historic properties that furthers the purpose of the National Historic Preservation Act. A survey identifies properties that have local historic significance and are therefore worthy of protection. The survey is the basis for the identification, designation and protection of local historic districts and properties.
4. Provide for adequate public participation in the local historic preservation program, including the process for recommending properties for nomination to the National Register of Historic Places. A local government must encourage the public's participation in its preservation efforts by having meetings that are open to all local residents, by sponsoring community-wide information and education activities and by encouraging National Register nominations.
5. Satisfactorily perform the responsibilities delegated to it under the National Historic Preservation Act. The state historic preservation office works closely with a CLG to help it meet local needs and interests and to fully participate in the Certified Local Government program.

Any historic resource is important to the history of a particular community. Preservation activity associated with historic resources always occurs first at the local level. Therefore, that community is in the best position to identify and protect them. The Certified Local Government program represents an opportunity to help local governments integrate historic preservation concerns with local planning decisions. That is why the state historic preservation office sees this program as important to Georgia's preservation efforts.

In order to better serve the state's communities, the state historic preservation office coordinates the Certified Local Government program through the offices of the Georgia Alliance of Preservation Commissions, an organization created to serve the needs of all preservation commissions and design review boards.

For more information on the Certified Local Government program contact:

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Athens, Georgia 30602
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The Historic Preservation Section within the Georgia Department of Natural Resources serves as the state historic preservation office in Georgia. Working in partnership with the United States Department of Interior, the state historic preservation office carries out the mandates of the National Historic Preservation Act, as amended, and works with local communities to preserve the historical, architectural, and archaeological resources of Georgia. For more information on the state historic preservation programs contact the Historic Preservation Section.

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