

**The State of Georgia's Standards and Guidelines
for
State Agency Historic Preservation Programs**

**Pursuant to the State Agency Historic Property Stewardship Program
(Developed by the Historic Preservation Division,
Georgia Department of Natural Resources)**

Introduction

O.C.G.A. § 12-3-55 (1998 Supplement), hereinafter referred to as the Act, sets out the broad historic preservation responsibilities of State agencies and is intended to ensure that historic preservation is fully integrated into the ongoing programs of all State agencies. This intent was first put forth in the State Agency Historic Properties Stewardship Program, which was implemented on July 1, 1998. The following standards and guidelines make more explicit the statute's statement of State agency responsibility for identifying and protecting historic properties and avoiding unnecessary damage to them. These standards and guidelines also charge each State agency with the affirmative responsibility for considering projects and programs that further the purposes of the Act. The costs of preservation activities are eligible project costs in all undertakings conducted or assisted by a State agency.

Under the Act, the head of each State agency must do several things. First, he or she must assume responsibility for the preservation of historic properties owned by the agency. Each State agency must establish a preservation program for the identification, evaluation, nomination to the Georgia Register of Historic Places, and protection of historic properties. Each State agency must consult with the Director of the Historic Preservation Division, Georgia Department of Natural Resources in establishing its preservation programs. Each State agency must, to the maximum extent feasible, and as operationally appropriate and economically feasible, use historic properties available to it in carrying out its responsibilities.

Some specific benchmarks for State preservation programs, include:

- historic properties under the jurisdiction of the agency are to be managed and maintained in a way that considers the preservation of their historic, archeological, architectural, and cultural values;
- historic properties not under agency jurisdiction but potentially affected by agency actions are to be fully considered in agency planning;
- agency preservation-related activities are to be carried out in consultation with other Federal, State, and local agencies, Indian tribes, preservation organizations, and the private sector;

- agency procedures for compliance are consistent with provisions of the Georgia Environmental Policy Act (GEPA), and follow procedures issued by the Environmental Protection Division, Georgia Department of Natural Resources; and
- an agency may not grant assistance or a license or permit to an applicant who damages or destroys historic property with the intent of avoiding the requirements of the Act, unless specific circumstances warrant such assistance.

Stewardship Guidelines - Background and Format

These Guidelines were first provided to State agencies on October 8, 1998.

These Guidelines neither replace nor incorporate other statutory authorities, regulations, or the Historic Preservation Division's guidelines for the survey of historic properties and archaeological sites. These Guidelines show how State agencies should address these various other requirements and guidelines in carrying out their responsibilities under the Act. The head of each State agency, acting through its Preservation Officer, should become familiar with all the statutes, standards, and guidelines that bear upon the agency historic preservation program required by the Act.

Agency Use of These Standards and Guidelines for Evaluating Their Programs

The preservation and use of historic properties and their careful consideration in agency planning and decision making are in the public interest, are consistent with the declaration of policy set forth in the Act, and must be a fundamental part of the mission of any State agency. These standards and guidelines are intended to assist State agency personnel and the agency head in carrying out their policies, programs, and projects in a manner consistent with the requirements and purposes of the Act, related statutory authorities, and other related State historic preservation laws and guidance.

An agency should use these standards and guidelines, and consultation with the Director of the Historic Preservation Division, Georgia Department of Natural Resources, to ensure that the basic individual components of a preservation program called for in the Act are in place. The preservation program should also be fully integrated into both the general and specific operating procedures of the agency. The agency's preservation program should interact with the agency's management systems to ensure that historic preservation issues are considered in decision making. The program should try to ensure that the agency's officials, employees, contractors, and other responsible parties have sufficient budgetary and personnel resources needed to identify, evaluate, nominate, manage, and use the historic properties under agency care or affected by agency actions.

Consultation and Technical Assistance

Section (c)(5) of the Act requires that agency preservation programs be established in consultation with the Historic Preservation Division. State agencies seeking such consultation should contact the

Director, Historic Preservation Division, Georgia Department of Natural Resources, 500 The Healey Building, 57 Forsyth Street, N.W., Atlanta, Georgia 30303. Consultation with the Director regarding an agency's program will be based upon the degree to which that program is consistent with the Act and with the standards and guidelines that follow. Upon request, the Director will also provide informal technical assistance to any agency on questions concerning the establishment or improvement of the agency's historic preservation program. Requests for technical assistance should also be addressed to the Director, Historic Preservation Division.

Section (d)(3) of the Act also requires that preservation related activities are carried out in consultation with other federal, state, and local agencies, Native American tribes, and the private sector. State agencies seeking to learn more about the scope of such consultation methods should contact the Director, Historic Preservation Division, Georgia Department of Natural Resources, 500 The Healey Building, 57 Forsyth Street, N.W., Atlanta, Georgia 30303.

THE STATE OF GEORGIA'S STANDARDS AND GUIDELINES FOR STATE AGENCY PRESERVATION PROGRAMS PURSUANT TO THE STATE AGENCY HISTORIC PROPERTY STEWARDSHIP PROGRAM

STANDARD 1. Each State agency establishes and maintains a historic preservation program that is coordinated by a qualified Preservation Officer, and is consistent with and seeks to advance the purposes of the State Agency Historic Property Stewardship Program. The head of each State agency is responsible for the preservation of historic properties owned by the agency.

STANDARD 2. An agency provides for the timely identification and evaluation of historic properties under agency jurisdiction and/or subject to effect by agency actions.

STANDARD 3. An agency nominates historic properties under the agency's jurisdiction to the Georgia Register of Historic Places.

STANDARD 4. An agency gives historic properties full consideration when planning or considering approval of any action that might affect such properties.

STANDARD 5. An agency consults with knowledgeable and concerned parties outside the agency about its historic preservation related activities.

STANDARD 6. An agency manages and maintains historic properties under its jurisdiction in a manner that considers the preservation of their historic, architectural, archeological, and cultural values.

STANDARD 7. An agency gives priority to the use of historic properties to carry out agency missions.

The State of Georgia's Standards and Guidelines for State Agency Historic Preservation Programs.

These guidelines have no regulatory effect. Instead, they are the Historic Preservation Division's formal guidance to each State agency on meeting the requirements of the Act.

The following guidelines provide information on the steps an agency must take to establish and maintain a preservation program that meets each of the applicable Standards.

STANDARD 1. Each State agency establishes and maintains a historic preservation program that is coordinated by a qualified Preservation Officer, and is consistent with and seeks to advance the purposes of the Act. The head of each State agency is responsible for the preservation of historic properties owned by the agency.

GUIDELINES:

Agency Programs.

- a) An agency historic preservation program must include specific provisions to ensure, to the extent feasible given the agency's mission and mandates, the full consideration and appropriate preservation of historic properties under the agency's jurisdiction and of other historic properties affected by the agency's actions.
- b) An agency historic preservation program is embodied in agency-wide policies, procedures, and activities. An agency historic preservation program is the vehicle for ensuring that the agency's mission-driven activities are carried out in a manner consistent with the purposes of the Act. The program is not an activity carried out separate and apart from the activities mandated by the agency mission.
- c) The identification, evaluation, and preservation of historic properties must be the fundamental goal of any State agency preservation program. However, an agency's ability to achieve this goal is affected by its own mission and by whether it owns and manages historic property:
 - 1) In those cases where historic property is under the jurisdiction of the agency, the agency has an affirmative responsibility to manage and maintain such property in a manner that takes into account the property's historic significance. In addition, the State agency has an affirmative responsibility to seek and use historic properties to the maximum extent feasible in carrying out its activities.
 - 2) Where an agency carries out its mission through the award of grant funds for specific activities, and where those activities will inevitably affect historic

properties, the agency should, to the maximum extent feasible, design its programs to encourage grantees to retain and make appropriate use of historic properties in carrying out grant-funded activities.

- 3) Where an agency's historic preservation activities are limited to considering the impact of State licensed, or permitted activities initiated by non-State entities on non-State owned historic properties, the agency's preservation responsibility may be more narrowly cast as seeking to avoid or minimize any adverse effects to such properties that might otherwise occur as a result of such activities.
- d) An agency historic preservation program must be established in consultation with the Director of the Historic Preservation Division. Consultation with the Director regarding an agency's historic preservation program will be based on these Standards and Guidelines.
- e) The agency historic preservation program must be an effective and efficient vehicle through which the agency head can meet his or her statutory responsibilities for the preservation of historic properties. Compliance with historic preservation responsibilities pursuant to the Georgia Environmental Policy Act (GEPA) is also an integral part of an agency's overall historic preservation program. That program, however, is not simply intended to meet agency GEPA responsibilities to "take into account" the effects of its undertakings on historic properties. The program described in (d), (e), (l), and (m) of the Act is an agency-wide approach to achieving the goals set forth in the Act. It should be fully integrated into both the general and specific operating procedures of the agency.
- f) The preservation program should interact with the agency's budgetary and financial management systems to:
 - 1) ensure that historic preservation issues are considered before budgetary decisions are made that foreclose historic preservation options, and
 - 2) ensure that the historic preservation program itself is adequately funded to enable it to perform its functions.
- g) To avoid needless duplication of effort and increased workload in developing and implementing its program, the agency should carefully review and consider using those existing policies, procedures, approaches and standards that are government-wide, i.e., applicable to all preservation programs, and develop only those that need to be agency-specific. Preservation programs can be expected to differ based on the extent to which:

- 1) agencies manage, own, or exercise control over historic properties;
 - 2) historic properties play a significant role in agency activities through active use (e.g., for recreation, interpretation, public access/use, transportation, office space);
 - 3) agencies are engaged in public education/interpretation, or multiple-use resource management; or,
 - 4) agencies are in a position to influence actions affecting historic properties.
- h) Agency funding decisions for historic preservation work should be based on a determination of the prudent level of investment for a specific undertaking. That determination, in turn, should acknowledge that preservation costs are eligible project costs on an equal footing with other planning, design, construction, environmental protection, and mitigation needs and requirements. Similarly, the cost of caring for, documenting, and otherwise preserving artifacts, records, and remains related to historic properties is an eligible project cost. The agency may contract with another State agency, or other public or private organization as appropriate to assist it in carrying out the agency's historic preservation work.
- i) An efficient preservation program should allow the agency to do more than simply meet its historic preservation responsibilities. In order to eliminate duplicative effort and assist in agency planning, the preservation program should be coordinated with actions the agency takes to meet the requirements of other relevant and related State statutes (e.g., the Georgia Environmental Policy Act (GEPA), protection of archaeological, aboriginal, prehistoric and historic sites, cave protection, protection of abandoned cemeteries and burial grounds, etc.) in a comprehensive, anticipatory manner.

Agency Preservation Officer.

- j) The agency position responsible for coordinating the preservation program is the Preservation Officer required of all agencies by section (4)(f) of the Act. A Preservation Officer may have other agency duties in addition to historic preservation coordination, depending on the magnitude and degree of the agency's historic preservation activities and responsibilities.
- k) Preferably, agency officials designated as Preservation Officers should have substantial experience administering State historic preservation activities and/or specifically assigned staff under their supervision who have such experience. Agency personnel or contractors responsible for historic resources should meet nationally recognized qualification standards. Standards are available through the Historic Preservation

Division.

- l) Each Preservation Officer should have sufficient agency-wide authority, staff, and other resources to effectively carry out historic preservation responsibilities under the Act. Agency administrative systems should ensure that the Preservation Officer can review and comment meaningfully on all agency programs and activities and interact with the agency's planning and project management systems in such a way as to influence decisions potentially affecting historic resources. The Preservation Officer should have sufficient authority and the agency should have sufficient control systems to ensure that decisions made pursuant to the treatment of historic resources are in fact carried out.
- m) In agencies where significant preservation responsibilities are delegated to regional or field offices, or State facilities or installations, the agency head should also appoint qualified preservation officials at those levels. Such officials should ensure that their actions and conduct of historic preservation activities are coordinated with, and consistent with, those of the central office Preservation Officer for that agency.
- n) The agency should ensure that its personnel management system identifies those personnel with preservation responsibilities, includes such responsibilities in their position descriptions and performance elements and standards, and appropriately rewards high-quality performance. In addition, the agency should provide for ongoing training in historic preservation for all agency personnel with preservation responsibilities.

STANDARD 2. An agency provides for the timely identification and evaluation of historic properties under agency jurisdiction or control and/or subject to effect by agency actions.

GUIDELINES:

- a) Identification and evaluation of historic properties are critical steps in their long-term management, as well as in project-specific planning by State agencies. Normally, an agency must identify the full range of historic properties that may be affected by an agency program or activity, including, but not limited to, historic buildings and structures, archaeological sites, traditional cultural properties, designed and other cultural landscapes, historic linear features such as roads and trails, historic objects such as signs and street furniture, and historic districts comprising cohesive groups of such properties. Effective management of historic properties requires that they first be identified and evaluated. The level of identification needed can vary depending on the nature of the property or property type, the nature of the agency's management authority, and the nature of the agency's possible effects on the property.
- b) The Historic Preservation Division has issued standards and guidelines for

identification and evaluation of historic properties, which should be used to ensure that the agency's preservation program's identification and evaluation procedures will be adequate and appropriate. Identification and evaluation of historic properties must be conducted by professionally qualified individuals.

- c) Agency efforts to identify and evaluate historic properties should include early consultation with the Historic Preservation Division Director to ensure that such efforts benefit from and build effectively upon any relevant data already included in the State's inventory. For information on consulting with an Indian tribe that may have information on Native American archaeological sites, agencies are encouraged to coordinate with the Historic Preservation Division early in the identification process.
- d) Where an agency is planning an action that is not aimed at specific land areas (for example, a statewide program of assistance to local governments, farmers, or low-income homeowners), and the identification of specific historic properties subject to effect is not feasible, the agency should nevertheless consider what types of historic properties may be affected directly or indirectly, and consider strategies that will minimize adverse effect and maximize beneficial effect on those properties. Such consideration must be carried out in consultation with the Historic Preservation Division Director, local governments, Native American tribes, and the interested public as appropriate.
- e) Where an agency is planning an action that could affect historic properties directly or indirectly (e.g., a land-use or construction project; a project that could change the way land or buildings are used or developed, or alter the social, cultural, or economic character of a community; and any program of assistance to or the issuance of a license for such activities), identification and evaluation should take place at the earliest possible stage of planning, and be coordinated with the earliest phases of any environmental review carried out under the Georgia Environmental Policy Act and/or related authorities. Identification and evaluation efforts must be carried out in consultation with the Historic Preservation Division Director, local governments, Native American tribes, and the interested public as appropriate.
- f) Where identification and evaluation are carried out as a part of long-term planning, it may be appropriate to conduct background studies to develop a "predictive model" of archaeological site distributions that can be used in evaluating the likely effects of particular land management projects as the program proceeds. Such work should be developed in consultation with the Historic Preservation Division Director and the Georgia State Archaeologist, local governments, Native American tribes as appropriate, and other parties that may have knowledge of, or interest in, such properties.
- g) Identification of historic properties is an ongoing process. As time passes, events

occur, or scholarly and public thinking about historical significance changes. Therefore, even when an area has been completely surveyed for historic properties of all types it may require re-investigation if many years have passed since the survey was completed. Such follow-up studies should be based upon previously obtained information, may focus upon filling information gaps, and should consider re-evaluation of properties based upon new information or changed historical understanding.

STANDARD 3. An agency nominates historic properties under the agency's jurisdiction to the Georgia Register of Historic Places.

GUIDELINES:

- a) The first step in designing a program for the nomination of historic properties is to determine what role nomination will play in the agency's overall preservation program. For example:
 - 1) An agency that controls relatively few historic properties may find it realistic to nominate them all to the Georgia Register, and then manage them accordingly. An agency with a great many historic properties will need to establish explicit priorities for identifying, nominating, and preserving properties.
 - 2) Placement on the Georgia Register may help justify budgeting funds for preservation or management of a historic property, so agencies may want to give priority to nominating properties as a first step in upgrading their maintenance and providing for their continued active service in carrying out agency programs. Further, development of Georgia Register-level documentation provides information on the property that will assist the agency in its subsequent property management decisions.
 - 3) An agency with an excellent internal program for identifying and preserving historic properties may find that other determinants, such as whether a property is to be managed and interpreted as a site of public interest, are more useful in establishing nomination priorities.
 - 4) An agency that regularly transfers property out of State ownership may find it useful to give higher priority to nominating properties to be transferred, at the expense of other properties, in those cases where placement on the Georgia Register may make preservation more likely once a property is no longer under State management.
- b) Beyond serving the agency's own internal management needs, the Georgia Register

is part of the State's formal repository of information on historic properties. To the extent that the Georgia Register is incomplete, its usefulness as a planning and educational tool is diminished. Consequently, an agency should generally strive to nominate the historic properties under its jurisdiction or control to the Georgia Register.

- c) The State of Georgia has established the Georgia Register of Historic Places as the State's official list of historic buildings, structures, sites, objects, and districts worthy of preservation (O.C.G.A. § 12-3-50.2, 1989). Chapter 391-5-10 of the Rules of the Department of Natural Resources details the process that should be followed in formally recognizing historic properties as significant.

STANDARD 4. An agency gives historic properties full consideration when planning or considering approval of any action that might affect such properties.

GUIDELINES:

All Historic Properties.

- a) Each State agency has an affirmative responsibility under the Act to consider its activities' effects on our state's historic properties. This responsibility extends to a systematic consideration of properties not only under the jurisdiction of the agency, but potentially affected by agency actions.
- b) Full consideration of historic properties includes assessment of the widest range of preservation alternatives early in program or project planning, coordinated to the extent feasible with other kinds of required planning and environmental review.
- c) Full consideration of historic properties includes consideration of all kinds of effects on those properties: direct effects, indirect or secondary effects, and cumulative effects. Effects may be visual, audible, or atmospheric. Beyond the effects from physical alteration of the resource, itself, effects on historic properties may result from changes in such things as local or regional traffic patterns, land use, and living patterns.
- d) Full consideration of historic properties includes an obligation to solicit and consider the views of others in planning and carrying out agency preservation activities (See Standard 5 on Consultation).
- e) Full consideration of historic properties must include development of and adherence to agency procedures for section Georgia Environmental Policy Act review that are consistent with the procedures of the Environmental Protection Division, and, as necessary, with certain provisions of the Native American Graves Protection and

Repatriation Act (25 U.S.C. 3002(c)).

- g) Full consideration of historic properties includes development of procedures to identify, discourage, and guard against "anticipatory demolition" of a historic property by applicants for State assistance or license. Agency procedures should include a system for early warning to applicants and potential applicants that anticipatory demolition of a historic property may result in the loss of State assistance, license or permit, or approval for a proposed undertaking. When an historic property is destroyed or irreparably harmed with the express purpose of circumventing or preordaining the outcome of historic preservation review (e.g., demolition or removal of all or part of the property) prior to application for State funding, a State license, permit, or loan guarantee, the agency considering that application is required to withhold the assistance sought, unless the agency, after consultation with the Historic Preservation Division Director, determines and documents that circumstances justify granting such assistance despite the adverse effect created or permitted by the applicant.
- h) Agency preservation procedures for compliance with the Act must provide for the disposition of Native American human remains and cultural items from State land consistent with section 3(c) of the Native American Graves Protection and Repatriation Act of 1990 (NAGPRA). The applicable NAGPRA sections on disposition [sections 3(c)(3) and 3(a) & (b)] vest "ownership and right of control" according to a hierarchy of relationships to the cultural items. See NAGPRA (25 U.S.C. 3002(c)) and the Department of Interior's regulations implementing this Act (43 CFR Part 10) for detailed information.
- i) Where a Memorandum of Agreement (MOA) is executed by the head of an agency and the Historic Preservation Division Director, governing how an agency shall "take into account" adverse effects of its undertaking on historic properties, such a memorandum shall govern the undertaking and all of its parts. In those cases where consultation does not produce a MOA, the Act requires that the final decision(s) reached, after consideration of the Historic Preservation Division Director's comments, be made by the agency head and not by any subordinate official, that it be explicit and informed, and that it be a part of the public record available for review.

National Historic Landmarks.

- j) National Historic Landmarks (NHL) are designated by the Secretary of the U.S. Department of the Interior under the authority of the Historic Sites Act of 1935, which authorizes the Secretary to identify historic and archaeological sites, buildings, and objects which "possess exceptional value as commemorating or illustrating the history of the United States." Section (4)(i) of the State Stewardship Act requires that State agencies exercise a higher standard of care when considering undertakings that may

directly and adversely affect NHLs. The law requires that agencies, "to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark." In those cases when an agency's undertaking directly and adversely affects an NHL, or when State permits, licenses, grants, and other programs and projects under its jurisdiction or carried out by a state or local government pursuant to a State delegation or approval so affect an NHL, the agency should consider all prudent and feasible alternatives to avoid an adverse effect on the NHL, and "afford the Director an opportunity to comment on the undertaking."

- k) Where such alternatives appear to require undue cost or to compromise the undertaking's goals and objectives, the agency must balance those goals and objectives with the intent of the Act. In doing so, the agency should consider:
- 1) the magnitude of the undertaking's harm to the historical, archaeological and cultural qualities of the NHL;
 - 2) the public interest in the NHL and in the undertaking as proposed, and,
 - 3) the effect a mitigation action would have on meeting the goals and objectives of the undertaking.

STANDARD 5. An agency consults with knowledgeable and concerned parties outside the agency about its historic preservation related activities.

GUIDELINES:

Consultation General Principles.

- a) Consultation means the process of seeking, discussing, and considering the views of others, and, where feasible, seeking agreement with them on how historic properties should be identified, considered, and managed. Consultation is built upon the exchange of ideas, not simply providing information. Whether consulting on a specific project or on broader agency programs, the agency should:
- 1) make its interests and constraints clear at the beginning;
 - 2) make clear any rules, processes, or schedules applicable to the consultation;
 - 3) acknowledge others' interests and seek to understand them;
 - 4) develop and consider a full range of options; and

- 5) try to identify solutions that will leave all parties satisfied.
- b) Consultation should include broad efforts to maintain ongoing communication with all those public and private entities that are interested in or affected by the agency's activities and should not be limited to the consideration of specific projects.
- c) Consultation should be undertaken early in the planning stage of any State action that might affect historic properties. Although time limits may be necessary on specific transactions carried out in the course of consultation (e.g., the time allowed to respond to an inquiry), there should be no hard-and-fast time limit on consultation overall. Consultation on a specific undertaking should proceed until agreement is reached or until it becomes clear to the agency that agreement cannot be reached.
- d) While specific consultation requirements and procedures will vary among agencies depending on their missions and programs, the nature of historic properties that might be affected, and other factors, consultation should always include all affected parties. The Act specifies that an agency's preservation-related activities be carried out in consultation with other local agencies, Native American tribes, and the private sector. The Act requires an agency's procedures for compliance to provide a process for the identification and evaluation of historic properties and the development and implementation of agreements, in consultation with the Historic Preservation Division Director, local governments, Native American tribes, and the interested public, as appropriate. In addition to having a formal role under the Act, the Historic Preservation Division Director can assist in identifying other parties with interests, as well as sources of information.
- e) The agency needs to inform other agencies, organizations, and the public in a timely manner about its projects and programs, and about the possibility of impacts on historic resources of interest to them. However, the agency cannot force a group to express its views, or participate in the consultation. These groups also bear a responsibility, once they have been made aware that a State agency is interested in their views, to provide them in a suitable format and in a timely fashion.
- f) Agency efforts to inform the public about its projects and programs and about the possibility of impacts on historic resources must be carried out in a manner which calls for withholding from disclosure to the public information on the location, character, or ownership of a historic resource where such disclosure may:
 - 1) cause a significant invasion of privacy;
 - 2) risk harm to the historic resource; or
 - 3) impede the use of a traditional religious site by practitioners.

Consultation with Native American Tribes.

- g) Inclusion of Native American tribes in the consultation process is imperative and is specifically mandated by the Act:
 - 1) properties with traditional religious and cultural importance to Native American tribes may be eligible for the Georgia Register; such properties must be considered, and the appropriate Native American tribe must be consulted in project and program planning;
 - 2) The Native American Graves Protection and Repatriation Act of 1990 (NAGPRA) establishes consultation requirements (43 CFR 10) that may affect or be affected by activities on Federal and Tribal lands that could affect human remains and cultural items. The Archeological Resources Protection Act (ARPA) of 1979 and its uniform regulations also require consultation with tribes and provide a formal process of notification (16 U.S.C. 470cc-dd). NAGPRA and ARPA models should be followed in the consultation process;
 - 3) The Act requires that an agency's preservation efforts must also be consistent with the requirements of section 3(c) of NAGPRA concerning the disposition of human remains and Native American cultural items from State lands.
- h) Where those consulted do not routinely or customarily participate in traditional governmental means of consultation (e.g., through public meetings, exchanges of correspondence), reasonable efforts should be made to accommodate their cultural values and modes of communication.

STANDARD 6. An agency manages and maintains historic properties under its jurisdiction or control in a manner that considers the preservation of their historic, architectural, archeological, and cultural values.

GUIDELINES:

- a) Historic properties include any prehistoric or historic districts, sites, buildings, structures, or objects listed in, or eligible for inclusion in, the Georgia Register of Historic Places, including artifacts, records, and material remains related to such properties. To the extent feasible, as part of its property management program, the agency should endeavor to maintain historic buildings and structures in their traditional uses and to maintain significant archeological sites and landscapes in their undisturbed condition. [See the *State of Georgia's Standards and Guidelines for the Treatment of Historic Properties.*]
- b) Where it is no longer feasible to continue the traditional use of a historic structure or

to maintain a significant archeological site or cultural landscape in undisturbed condition, the agency should consider an adaptive use that is compatible with the historic property. Adaptive use proposals must be reviewed by the Historic Preservation Division Director in accordance with the Act. The agency should consider as wide a range of adaptive use options as is feasible given its own management needs, cost factors, and the needs of preservation. A use that severely damages or destroys a historic property is not consistent with the Act's requirement to preserve historic properties in accordance with the professional standards established pursuant to the Act.

- c) Where modification of a historic property is required to allow it to meet contemporary needs and requirements, the agency should ensure that the *State of Georgia's Standards and Guidelines for the Treatment of Historic Properties* are followed. Proposals to modify historic properties must be reviewed by the Historic Preservation Division Director in accordance with the Act. When such modification requires disturbance of the earth, and it is not feasible to avoid and protect significant archeological resources, the archeological resources should be excavated and the data recovered. Excavations should focus on areas that will be disturbed during the project, but overall excavation efforts should be governed by a research design intended to recover significant data contained in the site. Doing so may require excavation of adjacent deposits of the site. All archeological work should be undertaken in consultation with the Historic Preservation Division Director and the Georgia State Archaeologist. Agencies are also responsible for ensuring that prehistoric and historic material remains and associated records recovered in conjunction with projects and programs are deposited in repositories capable of providing adequate long-term curatorial services. (The Historic Preservation Division can provide a list of such institutions in Georgia and nearby states, upon request.) Additional requirements for the management and ongoing care of archeological resources can be obtained from the Historic Preservation Division, upon request.
- d) Until and unless decisions are made to manage them in some other manner, historic properties, and properties not yet formally evaluated that may meet the criteria for inclusion in the Georgia Register, should be maintained so that their preservation is ensured through adherence to the *State of Georgia's Standards for the Treatment of Historic Properties*.
- e) The relative cost of various management strategies for a historic structure, ranging from full restoration, to rehabilitation/adaptive use to demolition and replacement with a modern building, should be carefully and objectively considered. Life-cycle costing information should also be provided.
- f) Applicable long and short-term costs should be carefully considered as part of any cost analysis. It is often the case that the short-term costs of preserving and rehabilitating

a historic structure are balanced by long-term savings in maintenance or replacement; on the other hand, failure to perform needed cyclic maintenance may shorten the life of a building and decrease the value of investment in its rehabilitation.

- g) Where it is not feasible to maintain a historic property, or to rehabilitate it for contemporary use, the agency may elect to modify it in ways that are inconsistent with the *State of Georgia's Standards and Guidelines for the Treatment of Historic Properties* allow it to deteriorate, or demolish it. However, the decision to act or not act to preserve and maintain historic properties should be an explicit one, reached following appropriate consultation with the Historic Preservation Division Director and in relation to other management needs.
- h) Where the agency determines in accordance through the planning and consultation process that maintaining or rehabilitating a historic property for contemporary use in accordance with the State of Georgia's Standards is not feasible, the agency must provide for appropriate recording of the historic property in accordance with section (4)(e) of the Act before it is altered, allowed to deteriorate, or demolished.

STANDARD 7. An agency gives priority to the use of historic properties in carrying out agency missions.

GUIDELINES:

- a) For the most part, use of historic properties involves the integration of those properties into the activities directly associated with the agency's mission. However, the agency should also be open to the possibility of other uses, such as the use of traditional sacred sites or plant gathering areas by Native Americans, or use of an archeological site as a public interpretive facility.
- b) An agency with historic properties under its jurisdiction should maintain an inventory of those properties that notes the current use and condition of each property. The agency should provide for regular inspection of the properties and an adequate budget for their appropriate maintenance.
- c) The Act applies not only to historic properties under an agency's ownership, but to other historic properties available to an agency. An agency that requires the use of non-state property is required to give priority to the use of historic properties.
- d) Where an agency carries out its mission through the award of grant funds for specific activities, and where those activities will inevitably affect historic properties, the agency should, to the extent feasible, design its grants programs so as to encourage grantees to retain and make appropriate use of historic properties in carrying out grant-funded activities.

- e) As provided for in the Act, the agency should consider leases, exchanges, and management agreements with other parties as means of providing for the continuing or adaptive use of historic properties.
- f) Surplus properties that are listed in or have been formally determined eligible for the Georgia Register can be transferred to State, tribal, and local governments for historic preservation purposes, and should contain appropriate preservation protections included through such means as a historic preservation covenant or easement.
- g) The use of historic properties is not mandated where it can be demonstrated to be economically infeasible, or where historic properties will not serve the agency's requirements. The agency's responsibility is to balance the needs of the agency mission, the public interest in protecting historic properties, the costs of preservation, and other relevant public interest factors in making such decisions.

HPD: 9/98

The State of Georgia's

**Standards for the Treatment of
Historic Properties**

1998 *(Draft)*

**The Georgia Department of Natural Resources
Historic Preservation Division
Technical Services Unit
500 The Healey Building
57 Forsyth Street N.W.
Atlanta, Georgia 30303
(404) 656-2840**

The State of Georgia's Standards for the Treatment of Historic Properties are modeled upon the Secretary of the Interior's Standards for Treatment of Historic Properties and may be used by anyone planning and undertaking work on historic properties or landscapes.

Treatments

There are Standards for four distinct, but interrelated, approaches to the treatment of historic properties-- Preservation, Rehabilitation, Restoration, and Reconstruction. **Preservation** focuses on the maintenance and repair of existing historic materials and retention of a property's form as it has evolved over time.

Rehabilitation acknowledges the need to alter or add to a historic property to meet continuing or changing uses while retaining the property's historic character. **Restoration** is undertaken to depict a property at a particular period of time in its history, while removing evidence of other periods. **Reconstruction** re-creates vanished or non-surviving portions of a property for interpretive purposes.

In summary, the focus of these four sets of treatment Standards is intended to assist users in making sound historic preservation decisions. Choosing an appropriate treatment for a historic property, whether preservation, rehabilitation, restoration, or reconstruction is critical. This choice always depends on a variety of factors, including the property's historical significance, physical condition, proposed use, and intended interpretation.

Preservation is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

Standards for Preservation

1. A property will be used as it was historically, or be given a new use that maximizes the retention of distinctive materials, features, spaces, and spatial relationships. Where a treatment and use have not been identified, a property will be protected and, if necessary, stabilized until additional work may be undertaken.
2. The historic character of a property will be retained and preserved. The replacement of intact or repairable historic materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Work needed to stabilize, consolidate, and conserve existing historic materials and features will be physically and visually compatible, identifiable upon close inspection, and properly documented for future research.
4. Changes to a property that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. The existing condition of historic features will be evaluated to determine the appropriate level of intervention needed. Where the severity of deterioration requires repair or limited replacement of a distinctive feature, the new material will match the old in composition, design, color, and texture.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

Rehabilitation *is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.*

Standards for Rehabilitation

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Restoration is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

Standards for Restoration

1. A property will be used as it was historically or be given a new use which reflects the property's restoration period.
2. Materials and features from the restoration period will be retained and preserved. The removal of materials or alteration of features, spaces, and spatial relationships that characterize the period will not be undertaken.
3. Each property will be recognized as a physical record of its time, place, and use. Work needed to stabilize, consolidate and conserve materials and features from the restoration period will be physically and visually compatible, identifiable upon close inspection, and properly documented for future research.
4. Materials, features, spaces, and finishes that characterize other historical periods will be documented prior to their alteration or removal.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize the restoration period will be preserved.
6. Deteriorated features from the restoration period will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials.
7. Replacement of missing features from the restoration period will be substantiated by documentary and physical evidence. A false sense of history will not be created by adding conjectural features, features from other properties, or by combining features that never existed together historically.
8. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
9. Archeological resources affected by a project will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
10. Designs that were never executed historically will not be constructed.

Reconstruction *is defined as the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.*

Standards for Reconstruction

1. Reconstruction will be used to depict vanished or non-surviving portions of a property when documentary and physical evidence is available to permit accurate reconstruction with minimal conjecture, and such reconstruction is essential to the public understanding of the property.
2. Reconstruction of a landscape, building, structure, or object in its historic location will be preceded by a thorough archeological investigation to identify and evaluate those features and artifacts which are essential to an accurate reconstruction. If such resources must be disturbed, mitigation measures will be undertaken.
3. Reconstruction will include measures to preserve any remaining historic materials, features, and spatial relationships.
4. Reconstruction will be based on the accurate duplication of historic features and elements substantiated by documentary or physical evidence rather than on conjectural designs or the availability of different features from other historic properties. A reconstructed property will re-create the appearance of the non-surviving historic property in materials, design, color, and texture.
5. A reconstruction will be clearly identified as a contemporary re-creation.
6. Designs that were never executed historically will not be constructed.

Preservation as a Treatment. When the property's distinctive materials, features, and spaces are essentially intact and thus convey the historic significance without extensive repair or replacement; when depiction at a particular period of time is not appropriate; and when a continuing or new use does not require additions or extensive alterations, Preservation may be considered as a treatment. Prior to undertaking work, a documentation plan for Preservation should be developed.

Rehabilitation as a Treatment. When repair and replacement of deteriorated features are necessary; when alterations or additions to the property are planned for a new or continued use; and when its depiction at a particular period of time is not appropriate, Rehabilitation may be considered as a treatment. Prior to undertaking work, a documentation plan for Rehabilitation should be developed.

Restoration as a Treatment. When the property's design, architectural, or historical significance during a particular period of time outweighs the potential loss of extant materials, features, spaces, and finishes that characterize other historical periods; when there is substantial physical and documentary evidence for the work; and when contemporary alterations and additions are not planned, Restoration may be considered as a treatment. Prior to undertaking work, a particular period of time, i.e., the restoration period, should be selected and justified, and a documentation plan for Restoration developed.

Reconstruction as a Treatment. When a contemporary depiction is required to understand and interpret a property's historic value (including the re-creation of missing components in a historic district or site); when no other property with the same associative value has survived; and when sufficient historical documentation exists to ensure an accurate reproduction, Reconstruction may be considered as a treatment. Prior to undertaking work, a documentation plan for Reconstruction should be developed.

The State of Georgia's Standards for the Treatment of Historic Properties may be applied to one historic resource type or a variety of historic resource types; for example, a project may include a complex of buildings such as a house, garage, and barn; the site, with a designed landscape, and natural features; structures such as a system of roadways and paths or a bridge; and objects such as fountains and statuary.

Historic Resource Types & Examples

Building: houses, barns, stables, sheds, garages, courthouses, city halls, social halls, commercial buildings, libraries, factories, mills, train depots, hotels, theaters, stationary mobile homes, schools, stores, and churches.

Site: habitation sites, funerary sites, rock shelters, village sites, hunting and fishing sites, ceremonial sites, petroglyphs, rock carvings, ruins, gardens, grounds, battlefields, campsites, sites of treaty signings, trails, areas of land, shipwrecks, cemeteries, designed landscapes, and natural features, such as springs and rock formations, and land areas having cultural significance.

Structure: bridges, tunnels, gold dredges, firetowers, canals, turbines, dams, power plants, corn-cribs, silos, roadways, shot towers, windmills, grain elevators, kilns, mounds, cairns, palisade fortifications, earthworks, railroad grades, systems of roadways and paths, boats and ships, railroad locomotives and cars, telescopes, carousels, bandstands, gazebos, and aircraft.

Object: sculpture, monuments, boundary markers, statuary, and fountains.

District: college campuses, central business districts, residential areas, commercial areas, large forts, industrial complexes, civic centers, rural villages, canal systems, collections of habitation and limited activity sites, irrigation systems, large farms, ranches, estates, or plantations, transportation networks, and large landscaped parks.

(The Technical Services Unit of HPD makes available other HPD and NPS publications which assist property owners in applying the treatment Standards to specific property types, building components or resources. Please write The Georgia Historic Preservation Division, 500 The Healey Building, 57 Forsyth Street N.W., Atlanta, Georgia 30303 or call the Technical Services Unit at (404) 656-2840 and request single copies or an order form of the National Park Service Preservation Brief Series. NPS and other HPD publications are free of charge).

