

# Introduction

## About the Historic Preservation Master Plan

The Historic Preservation Master Plan for the University of Georgia will be a tool for decision-makers, facilities managers, and designers to care for and preserve the integrity of the University's historic buildings and landscapes. It will assist the University community in addressing planning issues as they relate to its historic resources in the context of needed growth and change. The plan will help reinforce and improve stewardship, unity, and cohesion, enhancing the overall campus environment. The WJE project team will focus its efforts on supporting the University's mission and meeting its goals for the master plan project.

This Historic Preservation Master Plan was developed on behalf of the University of Georgia for all resources managed by the University in the state of Georgia. As of 2013, the University had approximately 835 potential resources currently sixty years of age scattered over twenty-one counties.



Figure 1. Old College on the Athens campus of the University of Georgia, 2015.

The University project team for the Historic Preservation Master Plan included representatives of the University of Georgia Office of University Architects, College of Environment and Design and its Center for Community Design and Preservation, Office of the President, Office of Government Relations, College of Business, and Facilities Management Division. Consultation was provided by the Georgia Historic Preservation Division (State Historic Preservation Office).

The project team also included a consultant team led by Wiss, Janney, Elstner Associates, Inc. (WJE), project administration and historical architecture, engineering, and history; Liz Sargent HLA, Charlottesville, Virginia, historical

landscape architecture and history; Panamerican Consultants, Inc., architectural history, historical research, and archaeology; and Heritage Strategies, LLC, campus planning and historical architecture.

## **Project Methodology**

### **Start-up Meeting, FindIt Survey, Research, and Project Team Site Visits**

A start-up meeting was held at the University of Georgia with representatives of the Office of the University Architect, Center for Community Design and Preservation of the College of Environment and Design, and other University and consultant project team members to review the scope of work and plan for research, field survey, and assessment. Sources of written, photographic, and mapping documentation available in University archives and other collections were reviewed, and the FindIt program, a statewide cultural resource survey program created to document historic resources throughout the state and facilitate their preservation, was discussed.

In a separate meeting to review the methodology and data generated by the FindIt survey, faculty and staff from the Master of Historic Preservation Program participated in a meeting with those mentioned above to discuss the survey procedures and the information needed for development of the Master Plan. As the project continued, the project team continued to assist the FindIt team with review samples of the data collected. The project team worked with the University of Georgia to develop a classification system used to identify the historic context of each surveyed resource. The project team also created an Access database for use in managing the data collected by the FindIt team and through research by the project team. This database is compatible with the State of Georgia's Natural, Archaeological, and Historic Resources Geographic Information System (GNAHRGIS) system into which the FindIt survey data is entered.

Throughout the work, the project team conducted research in the University archives and through other sources, and also reviewed information from the GNAHRGIS system. Materials reviewed included historical, archaeological, landscape architectural, and architectural documentation; historical maps, plans, and photographs; and reports and studies. The historical information reviewed helped guide the development of the physical history narratives and statement on historic contexts, and also informed the assessment of significance of the various properties. Where gaps in information exist, the team made recommendations for future research, as noted in this report.

Members of the project team, together with representatives of the Office of the University Architect, the Center for Community Design and Preservation, and the FindIt survey team, conducted a field visit to selected resources statewide in April 2015. Survey work by the FindIt team was ongoing prior to and during development of this plan. The consultant team had the opportunity to visit a number of sites and campuses statewide, but only selected sites could be visited and individual resources briefly reviewed. Therefore, the scope of the assessment, especially in terms of condition and integrity of individual resources, relied in many cases on the documentation provided by the FindIt survey.

To support assessment of landscape resources as part of this study, data gathered during the FindIt team field survey of cultural landscapes was reviewed by the project team. Based on the data, project team members visited selected significant landscapes to inventory and document selected historic features through visual analysis. In addition, landscape character areas were identified based on distinctive visual and physical characteristics. These character areas formed the basis for understanding the unique places and campus spaces within the university that convey a unified appearance and function.

Previous archaeological studies and other data gathered in the early stages of the project were reviewed by project team members. Based on the data, project team members visited selected significant sites to review and document locations of archaeological potential.

Data gathered through the initial field survey of the exterior and primary significant interiors of historic building and structures were reviewed by project team members. Based on the survey data, project team members, in consultation with University of Georgia, developed a methodology for organizing, evaluating, and developing treatment guidelines and recommendations for the buildings involved.

Based on the survey conducted, the project team evaluated the condition, integrity, and significance of the selected historic buildings. Based on the findings of the assessment, the project team prepared treatment guidelines for the range of resources identified. During the field survey, the project team documented the general character and key features of representative historic building and landscape resources with notes and digital photographs. At the Athens campus and other properties visited, the consultant team visited site archives and obtained copies of relevant documentation to assist in development of the historic contexts and historical narratives.

The project team developed an overview of the history and physical evolution of the University. A chronology of physical development that addressed significant historic buildings, landscapes, sites, and features was prepared by the project team and provided the basis for preparation of the historical overview chapter.

Based on the information provided early in the project by the University of Georgia, the project team developed historic contexts related to university buildings, structures, landscapes, and archeological resources. The historic contexts were refined based on historical themes using the National Register of Historic Places guidelines. A context statement, which provided the basis for subsequent assessments of historical significance and integrity, was subsequently prepared. This statement was the basis for the Historic Context chapter.

The *State of Georgia Standards and Guidelines for State Agency Historic Preservation Programs*, the Board of Regents *Campus Historic Preservation Plan Guidelines*, the *University Physical Master Plan*, and other information about policies and planning projects provided by University of Georgia were reviewed by the project team. These documents assisted the team in identifying current issues related to ongoing planning initiatives, and in developing effective management and treatment recommendations for the historic resources.

## **Guiding Principles Workshop and Presentation of Preliminary Findings**

In August 2015, the project team met with representatives of the University of Georgia to present preliminary findings of the study to date. The project team also participated in a guiding principles workshop, in which key issues relating to the project were discussed.

The University also identified and invited key stakeholders to participate in the workshop, which included a presentation of the draft historical overview, context statement, and preliminary findings for historic buildings, structures, landscapes, and archaeological resources to the Advisory Committee and stakeholders. Additionally, the project team and the other participants discussed current and future programmatic uses for campus buildings and landscapes with respect to desired campus character, the legacy of the past, and the role of historic preservation.

Following the workshop, comments were provided by the University, and the project team continued work toward the submittal of the draft Historic Preservation Master Plan for review by the Advisory Committee. Based on comments received, the plan was updated and submitted for review by the Advisory Committee and the Georgia Historic Preservation Division (State Historic Preservation Office). The report was then provided for review by the University as a final draft, and then revised for final submittal.

The plan includes the following primary sections:

- Executive Summary
- Introduction
- Historical Background
- Historic Contexts
- Preservation Approach
- Preservation Guidelines
- Assessment of University of Georgia Cultural Resources
  - Athens Campus
  - Griffin Campus
  - Tifton Campus
  - Georgia Mountain Research and Education Center
  - 4-H Centers: Rock Eagle and Wahsega
  - Marine Institute at Sapelo Island
  - Skidaway Institute of Oceanography
  - Bamboo Farm and Coastal Gardens
- Bibliography
- Appendices
  - Appendix A – Resource Assessment Summaries
  - Appendix B – Guiding Principles Workshop: Summary of Outcomes
  - Appendix C – Timelines
  - Appendix D – Georgia Standards and Guidelines for Archaeological Surveys

## Goals of the Historic Preservation Master Plan

As noted in the Board of Regents *Campus Historic Preservation Guidelines*, the purpose of creating the Historic Preservation Master Plan is to establish a future direction or vision for historic and cultural resource preservation and protection, and to promote specific ways to achieve that vision in a clear, concise fashion. Beyond this, the creation of the document will satisfy several other objectives including:

- Inform the Campus Physical Master Plan process by providing historic and cultural resource information and articulating the Institution’s vision for integrating these resources into the developing campus environment.
- Provide information and procedural guidelines that will assist the Institution in meeting its compliance responsibilities with regard to existing Federal, State and local historic preservation legislation and policy.
- Address campus cultural resources in a comprehensive manner and provide guidance to Institution staff and decision makers for the appropriate management of these resources.<sup>1</sup>

## Board of Regents *Campus Historic Preservation Plan Guidelines*

In 2005, *Campus Historic Preservation Plan Guidelines* were developed for the University of Georgia Board of Regents through a grant by the Campus Heritage Program of the Getty Foundation. These guidelines, which serve as a companion document to the University System of Georgia Master Planning Guidelines, sought to integrate Historic Preservation Planning into the University System of Georgia Campus Master Planning Process. The guidelines state the Historic Preservation Master Plan should include the following information:

- **Campus Historic Context.** The Campus Historic Context provides an overview of the history of the institution and the physical development of the campus. This will serve as a framework for identifying, evaluating, and making decisions about the treatment of cultural resources.<sup>2</sup>
- **Identification and Evaluation of Cultural Resources.** This identifies the types and locations of cultural resources present on the campus and any satellite properties or other associated holdings of the Institution. Historic architectural and landscape resources are assessed and evaluated for continued use which will allow for the eligibility of these resources to be determined for inclusion in the Georgia/National register of Historic Places.<sup>3</sup>
- **Recommendations for Treatment and Use of Cultural Resources.** Following the Identification and Evaluation of Cultural Resources, decisions must be

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1. Lord, Aeck & Sargent, with Sasaki Associates, The Jaeger Company, and Southern Research Historic Preservation Consultants, Inc., *Campus Historic Preservation Plan Guidelines*, prepared for the University System of Georgia Board of Regents, 2005, 39.

2. *Ibid.*, 53.

3. *Ibid.*, 57.

made concerning the treatment and use of these resources for the purposes of the Physical Master Plan. Because the Master Plan Process requires the balancing of numerous objectives, of which historic preservation is but one, Recommendations for Treatment and Use must outline an implementation strategy and consider priorities for the management of campus cultural resources.<sup>4</sup>

As noted in the Board of Regents Campus Historic Preservation Guidelines:

The 1993 State-Owned Building Survey demonstrated that not all USG Institutions have historic buildings, but this does not preclude those Institutions from completing a CHPP. It is likely that other resource types such as historic landscapes or archaeological sites are present on their campus and the same consideration provided to historic buildings must be applied to other types of cultural resources. In addition, the identification of resources is an ongoing process. As time passes, architectural and landscape resources on these campuses will reach the 50-year benchmark and will therefore require evaluation for significance and consideration during the planning process. Given this, it is required that all USG Institutions develop a CHPP.<sup>5</sup>

## **The University System of Georgia**

The University of Georgia (UGA) is the flagship university in the University System of Georgia (USG). Formed by the state legislature in 1931, the Board of Regents organized the University System of Georgia to provide unified central administration of various state funded colleges, universities and other institutions of higher education. The University System of Georgia and the Board of Regents remain the governing authority of the University of Georgia.

## **The Planning and Facilities Framework at the University of Georgia**

### **Board of Regents Office of Real Estate and Facilities**

The Board of Regents Office of Real Estate and Facilities provides, coordinates and supports physical planning and analysis for the USG and its thirty-four individual institutions, providing planning and analysis services to campus constituents, often with the assistance of professional planning consultants. The office also serves as a liaison to other functional areas within the University System Office. Primary planning-related activities of the Office of Real Estate and Facilities include Campus Master Planning, campus housing planning, system facilities data analysis, and special planning studies.<sup>6</sup>

### **Guiding Legislation and Policy**

As stewards of significant cultural resources, the Board of Regents of the University of Georgia, as well as the University's individual institutions, are subject to applicable preservation legislation and policy in terms of management practices for cultural resources as well as project-related review and compliance

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4. *Ibid.*, 84.

5. *Ibid.*, 39.

6. *Ibid.*, 33.

procedures. The Historic Preservation Master Plan is intended to facilitate compliance with preservation laws and policies.<sup>7</sup>

Applicable preservation legislation and policy include the State Agency Historic Property Stewardship Program, the Georgia Environmental Policy Act (GEPA), and Section 106 of the National Historic Preservation Act.

The State Agency Historic Property Stewardship Program, adopted in 1998, defines the broad historic preservation responsibilities of State agencies including the University System of Georgia, and ensures that consideration of cultural resources is fully integrated into the ongoing planning and programmatic pursuits of Georgia's State agencies. The program was modeled after Section 110 of the National Historic Preservation Act and was developed by the Historic Preservation Division of the Georgia Department of Natural Resources and adopted in 1998.

The Georgia Environmental Policy Act requires that State government agencies, including the University System of Georgia and its individual institutions, consider the effects of their actions on the environment—including historic and cultural resources as well as natural resources. The Act is intended to protect these resources from adverse impacts by state agencies, or to mitigate impacts when protection is not possible. Review of planned actions is conducted by the Georgia Department of Natural Resources, Historic Preservation Division.<sup>8</sup>

*Refer to the chapter on Preservation Approach for further discussion of the above programs and related legislation and policy.*

## **The Relationship of the Historic Preservation Master Plan to University Policies and Other Planning Documents**

The mission to preserve historic resources on the campuses of the University System of Georgia (USG) is driven both by the policy of the Board of Regents (BOR), and legislation to protect historic properties, in effect at the federal, state, and local level.

### **Challenges Faced by the University**

The University of Georgia is a very old and large university with a wide geographic footprint. With instructional, research and outreach facilities spread throughout the state, the effective management of all cultural resources represents a considerable challenges. First among these challenges has been the lack of comprehensive inventory of historic resources. This plan is prefaced on the effort to identify, evaluate and database all resources managed by the University on a state wide level. The second challenge has been the general lack of University-wise preservation policy to support mandates of the Georgia Environmental Review Act (GEPA) and the State Stewardship Law. This concern is exacerbated by a large central administrative structure on the main Athens campus and various colleges and satellite units with varying degree of

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7. *Ibid.*, 34–36.

8. *Ibid.*, 36–37.

self-administration with regard to facilities. Finally, the sheer quantity and wide distribution of resources requires a tiered system of internal and external reviews with Office of University Architects and the State Historic Preservation Office. This plan seeks to provide a framework for environmental review compliance.