SUMMARY REPORT

Department of
CITY PLANNING

**FUTURE
PLACES
PROJECT**

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Charles Lawrence, Lord Aeck Sargent
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"Our historic places and spaces are our future — they are what will make Atlanta a truly great and unique city."

Commissioner of City Planning
Tim Keane

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VISION

To my fellow Atlantans -

The City of Atlanta has a story like no other city in America. From its beginnings, as a small railroad junction, to its rise as a hub for transportation and business, to its central role in redeeming the promises made during our country's founding, Atlanta is a place of opportunity, struggle, progress, and hard work. It is a place to learn, a place to work, a place to create, and a place to call home.

Atlanta can only be the place that we love and care about if we—all of us—remember the people and events that shaped it into such a special place. The authentic Atlanta is rooted in history and lives on in our stories and our communities.

The stories, communities, and culture of Atlanta are not an abstract notion only read about in books or taught in school—they can be seen, felt, and experienced all around the city, every day. They live in the smiles of our residents, the art on our walls, and the historic structures all around us. We must not erase our own stories by allowing our historic places and spaces to go by the wayside. We must take action to keep our city vibrant now and in the future so everyone can enjoy, learn from, and shape Atlanta in their own way. We must take action so that we can know and respect those who came before us, those who created opportunity and success through struggle and hard work.

The Future Places Project has information and ideas that can improve the City's ability to keep Atlanta for all of us, even as we continue to shape our City into the place we want it to be. Our history and our culture do not have to be lost in this effort. Our historic places and spaces are our future — they are what will continue to make Atlanta a truly great and unique city.

The Atlanta we know today is the result of decisions made in the past — decisions that we cannot undo. However, we do have the ability to make decisions today that can recognize, embrace, and protect our heritage. Our communities: Our Future Places.

Join us in our effort to make Atlanta's history part of its future.

Tim Keane,
Commissioner of City Planning

THE FUTURE PLACES PROJECT

Atlanta City Design provides a clear and achievable vision for the City of Atlanta's future that is based on five key values: Equity, Progress, Ambition, Access and Nature. To implement Atlanta City Design, the Department of City Planning commissioned a comprehensive analysis of its historic preservation-related activity — the Future Places Project. This project sought to:

- Determine the status and perception of the City's current historic preservation work;

- Elevate the overall perception of historic preservation in the City and build a sustainable community dialogue;

- Understand and expand the definition of what is considered historic to Atlanta;

- Learn from fellow Atlantans and from other cities;

- Outline a path forward; and

- Make recommendations the Department of City Planning and other City agencies could consider for their historic preservation-related work.

This multi-faceted endeavor produced several deliverables, including this report which contains a summary of each project task. In total, these project deliverables included the following documents and materials.

- Call to Action Booklet highlighting the key messages and recommendations
- Summary Report including all aspects of the project
- In-depth Technical Reports
    - ❖ Peer City Analysis
    - ❖ *Every Park Tells A Story: City of Atlanta Parks Historic Resource Survey*
    - ❖ Windshield Survey
    - ❖ Public Engagement
- Data and Mapping Catalog
- Website
- Introductory Video

ACKNOWLEDGEMENTS

The Future Places Project included contributions from many Atlantans and organizations, including those who participated in the public meetings, events, and surveys. In particular, the following individuals played a key part in the success of the project:

FUTURE PLACES PROJECT TASKFORCE

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EXECUTIVE SUMMARY

The Future Places Project is a multi-faceted endeavor that involved multiple tasks, and the contributions of many professionals. This report contains a synopsis for each project task, authored by the individual project team members, containing a summary of the essential points, objectives, and results. It is meant to be used as an introduction to the project and its accomplishments. For more detailed information, readers are encouraged to consult the full technical reports available at the City of Atlanta Department of City Planning, Office of Design and at the project website (FuturePlacesATL.com). These include:

◆ Peer City Analysis

◆ *Every Park Tells A Story: City of Atlanta Parks Historic Resource Survey*

◆ Windshield Survey

◆ Public Engagement

PREFACE - PROJECT IDENTITY

The Future Places Project will set the stage for policymaking for decades to come. As such, it needed a compelling identity to engage citizens and skillfully narrate the story of Atlanta's thought-provoking past, evolving present, and promising future. The Atlanta-based firm Matchstic guided the Project Team through the process of branding the project. This process centered around several team meetings and discussions. The naming of the project was the first task accomplished, with the Project Team desiring to create a name that is meaningful, ownable, useful and likable. Matchstic presented several options for names to the Project Team, and the name Future Places Project was selected. With the Future Places Project, the Project Team wanted to emphasize the importance of placemaking and speak to its impact on the city. Additionally, it is a descriptive name that is easy to understand and clear in its purpose.

How the initiative looks and sounds extends from the master identity system Matchstic completed for the Department of City Planning. Pops of ambitious purple and strong typography paint an inspiring picture, while straightforward yet optimistic messaging adds some inclusive, can-do spirit (see opposite page). This bold visual and verbal identity helps the Future Places Project capture the spirit of the city's historic places and cast a vision for what is possible in the future.

FUTURE PLACES PROJECT

REDEFINING HISTORIC PRESERVATION IN ATLANTA

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WHAT WOULD ATLANTA BE WITHOUT ITS PAST?

FUTURE PLACES PROJECT

GIVE A PRESENT TO ATLANTA'S FUTURE

FUTURE PLACES PROJECT

LOOKING BACK WHILE MOVING FORWARD

ATLANTA, GA

I BRAKE FOR OLD BUILDINGS

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KEEP ATLANTA HISTORIC

FUTURE PLACES PROJECT

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KEEP ATLANTA HISTORIC

KEEPING ATLANTA ATLANTA

FUTURE PLACES PROJECT

POWERING PRESERVATION

FUTURE PLACES PROJECT

Department of CITY PLANNING

Chapter 1

STORY OF ATLANTA

The Future Places Project Team defined five themes that help tell the Story of Atlanta. These themes showcase Atlanta's history as a city that has a rich, unique, complex — and misunderstood — past. The City has shown hustle in the face of challenges, seized opportunity in the name of progress, and struggled with addressing its past in light of its perceived, public identity. This has led to mixed results regarding recognizing and protecting its historic places and spaces. The five themes assist in explaining its history, while also helping to structure a conversation about an Atlanta future that would also respect its past. Uplifting, proud and honest, the themes of Atlanta's history and the current physical places and spaces they are associated with can inspire our Future Places.

Opportunity & Movement

Atlanta's Identity as a State of Change

From the ruins of war, Atlanta rebuilt itself as a city moving forward. Modernizing itself with every generation, Atlanta opened itself to opportunities, challenges and changes that shaped our city's enduring identity. With a wider range of citizens sharing in the economic, cultural and civic benefits of a progressive community, Atlanta proclaimed itself the capital of the New South. In doing so, Atlanta has and continues to draw innovators, outspoken leaders, entrepreneurs and creators who advance the state and region in everything from business and technology to arts and entertainment. What we've accomplished today is because of yesterday's groundwork; our past is an essential link to and a building block of the present. In evaluating Atlanta's historic preservation polices and learning from local thought leaders as well as ideas from around the country, the Future Places Project uncovers insights to inspire future action.

Struggle & Imperfection

Atlanta's History and Past Preservation Efforts and the Honest Acknowledgment of Needed Change

Often proclaimed the city "too busy to hate," Atlanta might have also been considered the city "too busy to address" critical issues affecting its citizens. From post-Reconstruction campaigns of terror like the 1906 Atlanta "race riot," to the 1958 Temple synagogue bombing, the fabric of Atlanta's community has at times been ripped, snagged, and tattered. For decades the city struggled with economic

opportunism and disjointed planning efforts that created incomplete neighborhoods, imbalanced opportunities and inequalities that linger today. When we reflect on our past with a critical eye, the picture isn't always pretty. However, historic preservation gives us a tool to help mend the holes created in our past. By sharing our histories and unique perspectives, we illuminate the strength of Atlanta's neighborhoods, communities, and people that persevered.

Hustle & Hard Work

The Atlantans Who Worked Hard to Create Local, Regional, and Global Economic, Civil and Social Impact

Atlanta is home to some of the most recognized and beloved companies, creatives and cultural movements, all born out of the sheer determination to turn nothing into something. What began as a humble railroad town developed into the region's entertainment mecca, a startup incubator that's generated more than $1 billion in venture capital investment and the home of globally-renowned brands. Shermantown, a black settlement rooted on the site of a former camp for Union troops became Sweet Auburn, Atlanta's center of black wealth and a cradle of the Civil Rights movement. When we protect and respect the city's past, we ensure it remains fertile grounds for tomorrow's bold thinkers, big dreamers and go-getters.

Upward Movement

The Stories and Places Symbolizing Social Movements and Upward Progression

Innovation in the face of hardship is in Atlanta's DNA, whether in education and technology or arts and culture. Immediately after the Civil War, historically black institutions emerged from Atlanta's ashes to create unprecedented educational and social opportunities for Atlanta's newly-freed men and women. Atlanta's historically black colleges and universities — which include Clark Atlanta University, Spelman College, Morehouse College and the Morehouse School of Medicine — provided the educational and social foundation for some of our nation's most prolific scholars, civic leaders and cultural icons. Later in the century, the city needed to shift from an agrarian to industrial economy. The Georgia School of Technology (now Georgia Tech) and its satellite Evening School of Commerce (now Georgia State University) answered the call, shaping the minds of future inventors, engineers and business leaders. In 1962, a significant portion of Atlanta's arts patrons were lost in a devastating plane crash. In the wake of devastation, the city created what is now one of Atlanta's premier fine

arts destinations, the Woodruff Arts Center. When we invest in historic preservation, we uphold the cultural centers and time-honored traditions that make Atlanta one-of-a-kind.

Advancing Mobility

Atlanta's Physical Advances in Transportation and Mobility

Whether by four wheels, two wheels or no wheels, Atlantans keep things moving. As buggy-clogged city streets gave way to streetcars and automobiles, the city developed novel ways to move a growing population in the right direction. How we navigate the city today reflects how we experience history. When Atlanta's Interstate system arrived in the early 1950s, it promised coast-to-coast connectivity and a new era of industrialism. However, these new highways and other road-building projects would destroy the street grid and neighborhoods in their paths. Over decades, Atlanta would envision new ways to bring its growing population together. William Hartsfield and Maynard Jackson -- two mayors separated by time -- shared a vision to establish and expand what is now the world's busiest airport. Alongside Hartsfield-Jackson's development, the city launched public transit service in the 1970s to complete the connection. As the city continues to grow, historic preservation can highlight the transportation mileposts and milestones that got us where we're going.

These five themes frame an introductory video and website that begin to tell the story of Atlanta. For the video, the Project Team developed a narrative set against a backdrop of historic and contemporary views of Atlanta, its historic places, and its people.   The video is not meant to answer all the questions that need to be asked about the City's historic preservation work, but rather help start a conversation about the importance of the city's past and its place in the future city. The Project Team also developed a website for the Office of Design that reprises these themes and provides all of the project information and research, as well as a portal for learning about and participating more in the Future Places Project. All of the technical reports for the project can be retrieved on the Future Places Project website (FuturePlacesATL.com).

Chapter 2

PEER CITY ANALYSIS

The Future Places Project asked the questions: What are other cities doing about historic preservation? What can we learn from the various programs implemented by other cities across the country? To help answer these questions the Project Team completed a study of Peer City Historic Preservation programs. The study identifies several recommendations based on demonstrated best practices in these peer cities.

The Office of Design Historic Preservation Program, originally created in the 1970s, is similar in many ways to thousands of other effective historic preservation programs in cities across the country. Atlanta's preservation program includes the enabling legislation and subsequent amendments, and all of the day-to-day operations of staff and Atlanta Urban Design Commission, which serves as the City's historic preservation commission.   Atlanta's program has also enabled staff and commission members to designate and protect thousands of significant historic properties in the city. However, though the few substantial changes to the program over the past three decades has resulted in a functioning program, but one that has fallen behind national best practices in historic preservation.

Atlanta's current program has as its foundation the 1989 City Historic Preservation Ordinance. The ordinance establishes the Urban Design Commission, its regulatory powers, and a process for nomination, evaluation, designation, and appeal. Like the preservation programs in many other cities, Atlanta provides opportunities for public hearings at major decision-points and historic landmark or district designations require a final vote of approval by City Council. Unlike many cities, decisions on applications for Certificates or Appropriateness made by Atlanta's Urban Design Commission are final and can only be appealed through the court system. Historic preservation programs across the country were assessed in the Peer City Analysis and four cities in particular were identified for more in-depth analysis; Denver, Tampa, New Orleans, and Austin. Nearly all cities with effective Historic Preservation ordinances nominate, evaluate, and designate historic properties in similar ways. As well, the way cities review proposed work on designated historic properties is similar, even though their regulatory powers and design guidelines may differ. All cities exhibit a wide range of additional features and activities reflective of the needs and idiosyncrasies of their communities. All four peer cities have similar enabling legislation, but each has features and programs that are unique and worth replicating. Many additional components worth exploring for Atlanta were identified from research by the National Trust for Historic Preservation and the work done in cities and states around the country.

The report concludes with several key recommendations based on the analysis. The recommendations are aimed to address a series of conceptual goals that would allow Atlantans to have a better knowledge about historic preservation in the City and to understand its importance; allow for greater participation; create ways for the public to learn about the City's history; provide the means for people to recognize, value and protect historic resources, and to bring new and efficient preservation tools to the table.

Chapter 3

PUBLIC ENGAGEMENT

From the outset, the Future Places Project was to be a people-centered endeavor. The Department of City Planning's Office of Design had a vision for this multi-layered project that sought to bring Atlantans to the table in a broader—and at times a more specific—conversation about historic preservation. The Office of Design's Historic Preservation staff emphasized the need to create as many opportunities as possible to connect with the public, to get their input on a wide range of topics, and to hear back from them on how the City should move forward in regards to preserving its history and important places and spaces.

The Future Places Project Team developed a comprehensive public engagement program aiming to elevate the overall perception of historic preservation and to identify, enhance, and protect what is considered historic to Atlanta. The public engagement also sought to outline a path forward, garnering recommendations the department can adopt to strengthen its historic preservation initiatives while continuing its community engagement.

The public engagement included both traditional and innovative strategies to reach a broad audience. Since historic preservation in Atlanta cannot be defined to one specific geographic location or region, a city-wide engagement process was needed to ensure the greatest amount of feedback was acquired.

The traditional and innovative approaches included:

◆ Online surveys; the creation by the City of a citizen taskforce to inform and oversee strategy initiatives;

◆ Creating an expanded print and online media presence; traditional public meetings; and

◆ Nontraditional outreach that included connecting with residents at neighborhood festivals and events. Abbreviated versions of the activity stations described below were used at pop-up events, considered a more innovative approach.

It was and is important for the City to ultimately know where it stands regarding its historic preservation work with its fellow Atlantans, as well as how it could move forward and implement new programs and policies.

Public engagement events took place in October of 2019 and in February-March of 2020. The 2019 series of engagement efforts focused on how Atlantans perceive the city's history and historic preservation, while the 2020 engagement efforts focused on getting public input on how the City should move forward with future efforts in regard to historic preservation. Each round of events included an online survey, a series of public meetings, and opportunities for members of the public to participate in activity stations at the public meetings.

Public Engagement Round 1

Both rounds of meetings were planned strategically in quadrants around the city to provide as much access as possible to a broad array of citizens. The Fall 2019 meetings kicked off at the City Design Studio in downtown Atlanta. The newly created online survey was unveiled at this meeting, as well as six other engagement stations for the public to interact with.

What Makes Atlanta Atlanta? (Informal Oral History Video Interview) — An interactive video "booth" where participants were interviewed by a member of the Project Team about a wide range of topics. Prompting questions included the following:

◆   What are some of your favorite neighborhoods?

◆   What are some of your favorite historic or iconic buildings?

◆   What was a memorable moment you've experienced in Atlanta?

◆   What makes Atlanta, Atlanta?

What Are Other Cities Doing? (Peer City Analysis) — Attendees were able to learn about what other cities of similar size and demographics are doing about historic preservation. They were then asked if Atlanta should adopt some of the strategies gleaned from the peer city analysis research.

◆   Do you think this approach is right for Atlanta?

❖   In Denver, San Antonio, Chicago, and Austin applications for demolition or major alteration to buildings 50 years old or older, even if they are not designated historic landmarks, must be approved by historic preservation staff before a permit is issued.

❖   In New Orleans, Seattle, Charlotte, and Washington DC anyone can nominate a property for designation. Property owners still have an opportunity to comment, but designation is determined through a public process.

❖   In San Antonio, Los Angeles, and Denver, surveys of historic resources are crowd-sourced and sometimes include historic landscapes, important cultural sites, and even properties that are less than 50 years old.

- ❖ In Saint Louis, Cincinnati, Baltimore, and Philadelphia vacant and dilapidated structures can be forced into compliance by the historic preservation office. This often requires the ability to apply liens, fees, and potentially, laws to acquire, restore, and sell to new owners who commit to maintaining and using the property.

- ❖ Tampa, New York, Knoxville, and St. Petersburg provide grants and loans to owners seeking to rehabilitate their historic properties.

Your Neighborhoods: What Fits Best? (Infill Design Game) — A web-based infill design "game" was created by the Project Team for this station. A touch screen computer was set up at the table with three different residential setting scenarios. Participants chose between among a variety of infill options within a mock historic streetscape. Infill choices included traditional bungalows, mid-century houses, Ranch houses, and contemporary houses of a varying scale and design. In addition to recording which house they would put in each infill situation, the Project Team noted their comments and reactions.

Mapping Atlanta's History (Historic Maps of Atlanta) — Participants were able to learn about the history of Atlanta through a series of eight maps that depicted the city's founding in the early 1800s to the present day, including annexation patterns, National Register of Historic Places listings (properties and districts), locally-designated properties and districts, as well as those areas of the City that had been previously surveyed or studied.

Have You Heard These Before? (Atlanta Myths) —This station identified five common myths about the City of Atlanta, ideas that have become tied to Atlanta's reputation. The five myths were presented on posters and participants were asked to provide a reaction by placing a sticker under Agree or Disagree.

- ◆ Atlanta Myths:

  - ❖ Atlantans don't care about historic preservation.

  - ❖ Our parks don't compare to other big city park systems.

  - ❖ Successful cities don't have rules about design and development.

  - ❖ No historic properties are left in Atlanta.

  - ❖ I don't have a choice or voice in how my city looks.

So...What Did We Miss? — Participants were asked this open-ended question to allow feedback on their experience at the meeting.

Tell Us What You Think About Historic Preservation and Atlanta History (Online Survey) — As part of the innovative community engagement, the Project Team solicited feedback from over 500 participants via an online survey. Those selected were randomized and results from the survey can be found elsewhere in this document. Visitors to the two kick-off meetings, quadrant meetings, and pop-up events were also asked to complete the survey.

Your Historic City Parks — This station includes two posters: one poster with a map showing the locations of the City's parks, and a second poster with a timeline showcasing the history of the City's park system. A large viewing screen showing a rotating presentation of photos of historic resources in the parks accompanied the station. The photos contained recent survey photos as well as some historic photos designed to spark interest and conversation from attendees regarding the City's parks.

The poster activity results from the Atlanta Myths and Peer City stations showed a general agreement from participants that more preservation policies or tactics could be useful to strengthen the City's existing programs. Most people recognized that the City does still have many historic properties, but that there remains a concern for their protection, given Atlanta has garnered a reputation in the past for demolishing its historic buildings. Additionally, most participants agreed that a potential policy requiring demolition approval for all buildings aged 50 years or older would be right for Atlanta.

The Fall 2019 online survey that was presented both in a vendor format (unengaged respondents) to a sample population as well as to the participants at the public meetings (engaged respondents) and those who sought it out online. The survey was designed to give the City a better sense of how Atlantans feel about historic preservation and what they think is most important about Atlanta's history, historic resources, and preservation. The unengaged respondents were more representative of the City's demographics, as opposed to the engaged respondents, who were more apt to be involved or knowledgeable about historic preservation.

Pop-up events were used by the Project Team as a way to engage more people by having a presence at an already established popular event or location. These events were designed to be small, with only one to four staff from the Project Team, with only a few activities. IPads were brought to most of these events to make available the online survey- 50 people completed the survey at these events. Pop-up events were held at the Candler Park Fall Fest, NPU meetings, and local coffee shops. The Project

Team's presence at the NPU meetings was viewed as a positive, and meeting attendants interacted with the Team members, asking questions and providing invaluable feedback.

Public Engagement Round 2

While the 2019 meetings sought to gain a better understanding of how participants felt about the state of preservation in the City, the 2020 meetings had a different goal. For this round of meetings, engagement stations centered on having the public provide input on the physical places and spaces that help define Atlanta's history as well as how the City should move forward with its preservation program.

Station topics included:

Tell Us How We Should Prioritize Our Path Forward (Online Survey) — A station was set up with four iPads loaded with the online survey asking respondents to help the City prioritize its recommendations for historic preservation moving forward.

Review the Fall 2019 Survey Results On Historic Preservation and Atlanta History. The results of the Fall 2019 online survey were available at this station. Hard copies of the survey reports as well as PDF versions of the reports were available on iPads for attendees to review.

Help Us Tell the Story of Atlanta Through Its Places (Story of Atlanta Themes) — Attendees were able to read one of five Story of Atlanta themes (described below) identified by the Project Team, and then add to a display board which places in the City best represented/captured that theme.

Which Places Best Represent This Theme in Atlanta?

❖ Legacy of Inclusion & Creating Opportunity — Protect places that represent the spirit of inclusion and safety for the marginalized.

❖ Advancing Mobility — Protect places that are the epitome of physical advances and mobility.

❖ Upward Movement — Protect places that represent social movements and upward progression.

❖ Struggle and Imperfection — Protect places that acknowledge the City's struggles and need for change.

❖ Hustle and Hard Work — Protect places that embody or represent significant stories about economic, civil, and social accomplishments.

Identifying Important Places in Atlanta (additional survey areas) — This fill-in-the-blank display board asked attendees to identify places that the City needs to research and survey, in addition to the areas already selected by the Project Team to complete windshield surveys.

City of Atlanta's Future Places: Which Places Should the City of Atlanta be Trying to Save/ Protect? — This fill-in-the-blank display board asked attendees to identify a place or places that the City needs to protect in the near future.

The Winter 2020 Future Places Project online survey sought to gain input from the public on what specific measures the City should implement in the future regarding historic preservation. The respondents generally reflect an engaged audience and demographic not representative of the overall demographic of the City. The respondents were somewhat informed already on historic preservation issues. The results of this survey generally show a pattern of residents wanting the City to strengthen its preservation policies and make its preservation program better known to Atlantans through social media campaigns, crowd sourcing historic resources surveys and knowledge, and integrating Atlanta history and preservation into the public school curriculum. Respondents overwhelmingly placed an urgency on the City to revise and update its current ordinance. They also placed urgency on increasing enforcement of existing policies through an expanded staff and a dedicated building inspector. Further, there was an interest in creating a new team to assist customers with their design issues and application processes. Increasing preservation partnerships as well as strengthening existing ones was also deemed important.

The Future Places Project public engagement effort sought to reinvigorate the conversation of historic preservation in the City of Atlanta by connecting with residents at public meetings and through online means as well. As a result, the City has gained a better sense of how Atlantans view their history and the role places serve in expressing that history. Through this engagement process, the public had the opportunity to present their views on a variety of topics centered around preservation and Atlanta history. This vital input can provide direction to the City's efforts moving forward. In general, the public that interacted with the Future Places Project public engagement value Atlanta's history and the preservation of its historic places.

While there was a robust effort to involve a variety of people who have not been engaged in a conversation about historic preservation in the past, there is still work to be done to expand how and who has a voice about this topic. The meeting attendance and survey responses were not reflective of the City's population and socio-economic diversity. Further, the Office of Design's feedback on the project recommendations was cut short due to the COVID-19 pandemic. The Office of Design anticipates soliciting additional feedback, particularly on the project recommendations. This effort will continue through the project website, FuturePlacesATL.com, which contains information about the Future Places Project, including all the reports generated from the Project Team.

Chapter 4

DATA GATHERING AND MAPPING
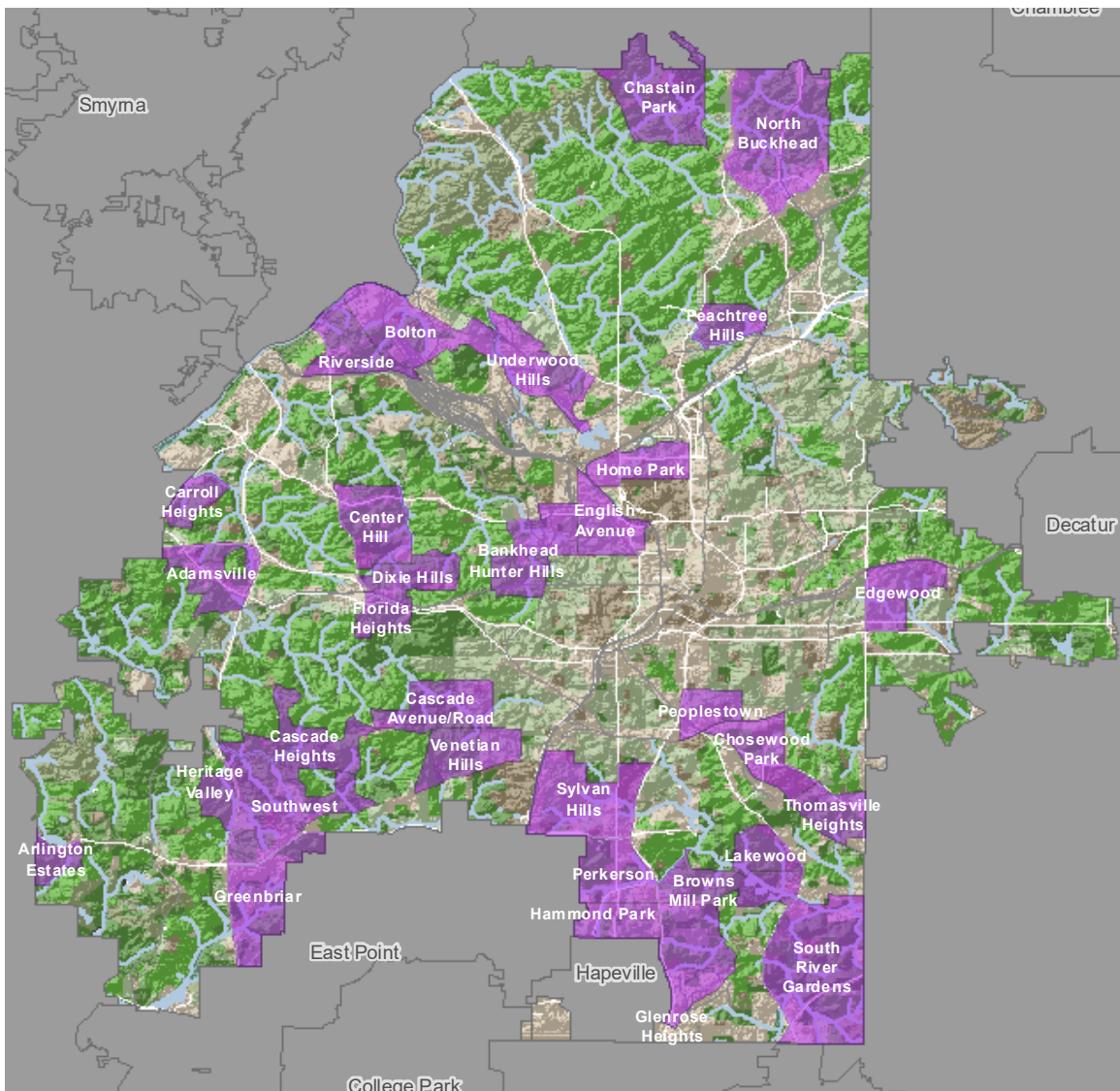
The identification of historic resources within the City of Atlanta has been an ongoing process for several decades, beginning with the City's first preservation commission, the Civic Design Commission, in 1966. The Atlanta Urban Design Commission (AUDC), still in existence, was created under Mayor Maynard Jackson in 1973. One of the earliest survey efforts by the AUDC was the *Atlanta Historic Resources Workbook*, produced in September 1981. This survey, the first large-scale identification effort by the City, identified 196 resources from across the city. While the list of buildings includes many that have survived the decades, there are others that did not make it to the twenty-first century, including the L & N Roundhouse, the Frances Hotel, and Haugabrooks Academy. Of the 196 resources identified, 167 survive.

Another early effort that slightly predated the City's *Atlanta Historic Resources Workbook* is *The Old in New Atlanta*, first published in 1978 and revised in 1997. This book identified approximately 70 buildings, mostly residential with a few religious and industrial/commercial buildings. Of the resources identified, 53 remain extant.

Since 1966, the City of Atlanta has designated, through the Historic Preservation Ordinance, over 22 areas of the City as a local Landmark or Historic District. This effort began with the nineteenth-century Underground Atlanta and has evolved as the years have gone by. The combined Landmark and Historic Districts include over 10,000 properties. Additionally, over 60 buildings have been individually designated by the City.

In addition to historic designations, there are three other important preservation programs that have helped to identify additional historic resources in the City. There are 117 properties in the City that have been listed in the National Register of Historic Places (NRHP). The NRHP program provides these properties with a special recognition of their historic significance. It also makes these properties eligible to receive Federal income tax credits for their rehabilitation. Additionally, being eligible for listing or listed on the NRHP means that Federal agencies need to take these resources into consideration for project planning under Section 106 of the National Historic Preservation Act of 1966 (NHPA).

The NHPA, by requiring Federal agencies to take historic properties into account during federally funded or permitted undertakings, has resulted in the identification of thousands of resources across the country. Section 106 of the NHPA outlines these responsibilities for Federal agencies. For the City of Atlanta, the Atlanta Regional Commission has tracked over 36,000 resources that have been identified for the purposes of Section 106 of the NHPA.

Along with Section 106 identification, other historic resources in the City have been recorded through Georgia's Natural, Archaeological, and Historic Resources Geographic Information System (GNAHRGIS). As of May 2020, a search of GNAHRGIS reveals the database contains approximately 193 points within the City of Atlanta. (The Future Places Project's *Every Park Tells a Story: City of Atlanta Parks Historic Resource Survey* will add an additional 216 resources to GNAHRGIS.) The resources identified in GNAHRGIS are a result of historic resource surveys typically generated through public grant funding or cataloged as a result of mitigation requirements for a federal project that required Section 106 review.

Other Office of Design materials were reviewed during data collection, including the City's information on historic resources located along the Atlanta Beltline, as well as extensive research in regard to City parks, including a review of the Department of Parks and Recreation Office of Parks Design history files.

A central task for the data collection described above was to gather citywide data on historic resources and create a project GIS that shows the collected data in a series of maps. These maps are provided on the Future Places website (FuturePlacesATL.com) and are indexed below. The first eight maps used the data collected above. The final two maps deserve a fuller discussion.

1. City of Atlanta Annexation Through Time

2. City of Atlanta Buildings by Era

3. City of Atlanta Locally Designated Districts and Properties

4. City of Atlanta Previously Identified Properties and Places

5. City of Atlanta Nationally Designated NRHP Properties

6. City of Atlanta Nationally and Locally Designated Districts and Properties by Neighborhood Planning Units

7. City of Atlanta Locally Designated Individual Properties

8. City of Atlanta Parks Surveyed Resources

9. City of Atlanta 2010 Housing Study

10. City of Atlanta 2010/2019 Analysis

The City of Atlanta 2010 Housing Study and the City of Atlanta 2010/2019 Analysis maps look for trends or patterns that may impact historic resources. The City of Atlanta conducted a housing study in 2010 which identified the conditions of city properties that contained housing units. The City provided the observations from this study to the Project Team for analysis on what the data could show about historic buildings in the City. Analysis of the data led to two new pieces of information regarding conditions of historic buildings (those constructed before 1981) in 2010, as well as allowing for comparisons to observations made in 2019.

The 2010 Housing Study canvassed 130,226 buildings of which 81,311 of these buildings were in foreclosure that year. Of the observed properties, 63 percent (82,249) were constructed in 1980 or earlier. Buildings built prior to 1981 became the focus of the analysis. The buildings cataloged in the 2010 study intersected locally and nationally (NRHP-listed) designated historic districts. Approximately 30 percent (25,110) of these pre-1981 buildings fall within NRHP-listed districts. Local districts contained about 9 percent (7,836 buildings) of these pre-1981 buildings.

The Project Team used the GIS data from the Housing Study to make some observations about the status of historic buildings within the City. Two key attributes from the GIS data were essential to the current analysis: Tenure and Structure Condition. Tenure indicates whether the parcel was vacant or occupied at the survey time, while Structure Condition provided a generalized condition grade for buildings that existed at that time. These attributes are summarized by historic period in the tables below. Historic period was determined by year of construction included in the county tax records and found in the GIS data.

Tax Year Built by Historic Period	Pre-1981 Buildings, Structure Observations: 2010 Housing Study					
	Deteriorated	Poor	Fair	Good	Not Visible *	Total
Antebellum			2	3		5
Civil War			1	9		10
Postbellum to WWI	217	632	3749	10552	23	15173
Depression Era	155	376	2587	5937	25	9080
WWII to Modern Suburbanization	805	1269	11546	34682	123	48425
Suburbs to the Olympic Era	94	128	2373	6927	34	9556
Total	1271	2405	20258	58110	205	82249

* Building conditions could not be ascertained for some buildings from the right-of-way.

Tax Year Built by Historic Period	Pre-1981 Buildings, Structure Observations: 2010 Housing Study			
	Vacant	Occupied	Not Visible*	Total
Antebellum		5		5
Civil War	1	9		10
Postbellum to WWI	1408	13647	110	15165
Depression Era	1005	8033	32	9070
WWII to Modern Suburbanization	4245	43688	446	48379
Suburbs to the Olympic Era	527	8982	42	9551
Total	7186	74364	630	82180

* Building conditions could not be ascertained for some buildings from the right-of-way.

The GIS data provided by the City of Atlanta also indicates whether a building existed in 2019. With this piece of information, it was determined that of the buildings built prior to 1981 that existed during the 2010 Housing Study, 3296 (4%) did not have a building in 2019. It is assumed that these buildings (4%) were demolished between the 2010 study and 2019. Of the pre-1981 buildings demolished by 2019, roughly half (1497) were under foreclosure in 2010. Additionally, 134 (4%) of the demolished properties were within local Landmark or Historic District, while 642 (19%) are located within NRHP districts.

While most of the locally-designated districts had a range from 1 to 46 demolished buildings, three NRHP-listed districts possessed markedly higher rates of demolitions of pre-1981 buildings that existed at the time of the 2010 Housing Study. The amended boundary of the Martin Luther King Jr. Historic District possessed the most properties razed (147), followed by the Virginia-Highland Historic District (101), and the Pittsburgh Historic District (61).

Chapter 5

NEIGHBORHOOD WINDSHIELD SURVEY

Additionally, a neighborhood windshield survey was conducted as part of the Future Places Project, identifying areas of the City that lack publicly accessible or formal archival information and have no previous comprehensive field surveys, yet have the potential to be considered historically significant. The data from this survey is presented in the final map: City of Atlanta Future Places Project Neighborhood Windshield Survey. A summary of the survey results is found in the technical report: *Windshield Survey, Future Places Project*, and is posted on the Future Places Project website (FuturePlacesATL.com). These findings will help the City move forward with preservation planning.

The City of Atlanta contains 242 officially recognized neighborhoods and each is defined by its own unique character and history. These neighborhoods range from the early streetcar suburbs of the late nineteenth century near the urban core, to the expansive, Ranch house subdivisions built at the City's periphery after World War II. A reconnaissance, or "windshield", survey was completed for 33 neighborhoods located throughout the City that contain a large concentration of properties, 40 years of age or older, and have not been previously surveyed, require updated survey work, or where there is a lack of readily available, formal archival information about the history of the neighborhood. This windshield survey was completed in order to gain a better understanding of the nature of the historic buildings in each area and to assess each neighborhood's potential for listing in the NRHP under Criterion C for architectural design and construction. This work included a review of the buildings' construction dates and a preliminary assessment of their physical / architectural integrity. An overview of each of the identified areas provided a summary of their potential for further study. The goal of the reconnaissance survey was to assess those historically under-documented neighborhoods that may possess sufficient integrity to meet the NRHP for evaluation.

Those neighborhoods assessed as having the highest integrity generally had few examples of historic buildings with unsympathetic alterations or additions. Non-historic infill development within the survey area was also minimal or non-existent. Several of these neighborhoods, such as Greenbriar, Cascade Heights, and Venetian Hills, are primarily residential in character, and retain their suburban settings with large, wooded lots, landscaped front yards, driveways and other associated features.

Several of the neighborhoods have diminished integrity due to a mix of areas where the historic built environment has been diminished. Often this was due to observed concentrations of non-historic redevelopment, extensive demolition, and altered or considerably deteriorated properties. Cascade Avenue-Road, Edgewood, and Southwest are examples where some sections of the neighborhood no longer retain architectural integrity while other contiguous areas are relatively intact and may meet NRHP evaluation criteria. Meanwhile, the integrity of historic resources in neighborhoods such as

Bankhead, English Avenue, and Hunter Hills appear threatened as a result of a high number of noted vacancies and many buildings being in poor material condition.

Neighborhoods assessed not likely to meet NRHP evaluation criteria typically exhibited a loss of historic building stock throughout the survey area. In the North Atlanta neighborhoods of Chastain Park, North Buckhead, and Riverside these losses are the results of demolitions and residential infill development over the past two decades. Other neighborhoods, such as Adamsville and Hammond Park, may no longer retain enough physical / architectural integrity due to a high number of vacant lots, non-historic infill development, and unsympathetic alterations to historic properties observed throughout those survey areas.

Chapter 6

CITY OF ATLANTA PARKS HISTORIC RESOURCE SURVEY – EVERY PARK TELLS A STORY
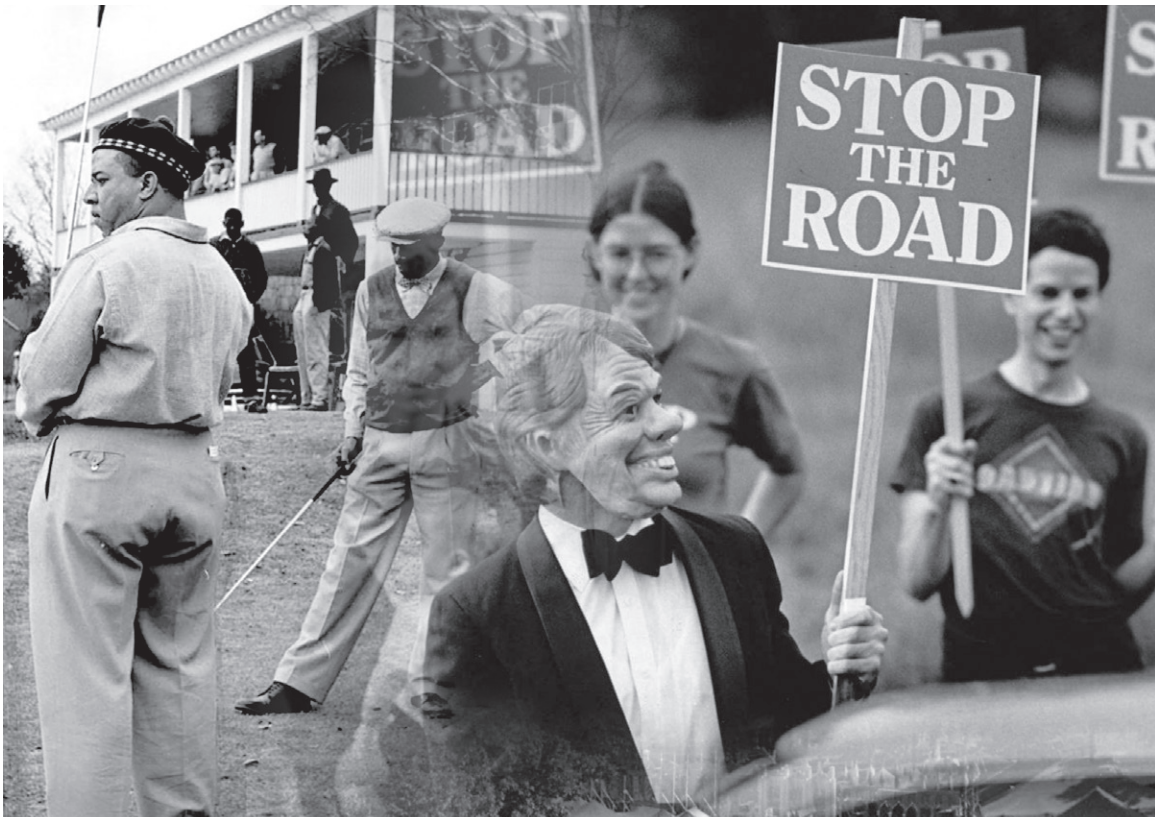
With 372 individual properties, Atlanta's park system is both robust and diverse, reflecting the city's spirit of inclusion, resilience, and progress, as well as its struggles and imperfections. Across two months in 2019, the Project Team surveyed each of the city's park spaces, documenting vast regional parks, golf courses, and nature preserves along with compact pocket parks and green spots. Project Team members combined the results of the field survey efforts with historical research to create *Every Park Tells a Story* report. *Every Park Tells a Story* identifies the historic places within the city's parks, and documents the development of Atlanta's network of public greenspaces.

From former fairgrounds to fairways and from pools to playscapes, Atlanta's park properties provide recreational opportunities for residents and visitors alike. Parks may be tucked into quiet neighborhoods or sprawl across several city blocks. Today, parks offer playgrounds, athletic facilities, gathering spots, and natural escapes within the urban environment. While resources and amenities serve Atlanta's communities, park properties also chronicle the history of the city, narrating tales of struggle, conflict, hope, change, inequity and togetherness.

The historic resource survey of Atlanta's parks included field investigations at each property. Surveyors walked through each park, taking photographs and detailed notes of every space, building, or structure forty years or older. Civil War earthworks, cemeteries, nineteenth-century houses, early twentieth-century landscape features, and Civil Rights sites are among the historic properties located within Atlanta's parks. *Every Park Tells a Story* discusses these resources, offering information about building types, architectural styles, and landscape trends within the park system. Along with this general discussion, the report provides a series of park profiles — one- or two-page informational documents — that summarize the historic resources contained within each park. These tear sheets also offer information about the individual parks themselves, allowing neighbors or visitors the opportunity to discover the history of greenspaces across the City and right next door.

The historic context section of *Every Park Tells a Story* details the development of the park system that follows Atlanta's overall growth from a railroad junction to a modern international city. The story of Atlanta's parks was shaped by a distinct set of people, places, and events operating across unique times. Along with the city's physical growth, the park system has developed throughout a vibrant history of social unrest and change, economic development, and community cooperation. Just as the city's economy developed through hustle and hard work, Atlanta's leaders led the city from inequalities and injustices to new opportunities and paths to progress, though much work remains to be done. Among other resources, *Every Park Tells a Story* used records from City departments and agencies, documents held at the Atlanta History Center, and collections held by local libraries and universities to help relate the history of Atlanta's parks.

Common threads weave different communities and neighborhoods together. These threads are historic themes, groupings of events and people that unite Atlanta across streets and across the city. In learning about Atlanta's history, nearby neighbors to a park find themselves joined with faraway neighborhoods. Civil Rights histories, nationwide landscape movements, changing trends in leisure activities, neighborhood planning and development, inequities inherent in the park system, and historic sites or memorials are all among the common threads linking Atlanta. The city's parks tell these stories.

Chapter 7

RECOMMENDATIONS

Based on the research, analysis and multiple community conversations, the Future Places Project has the following recommendations to improve and expand the direction of the City's historic preservation work. The recommendations are arranged thematically under seven overarching actions that delineate how the City can better serve the public in building our future places:

- ◆ Help People Know

- ◆ Help People Understand

- ◆ Help People Share

- ◆ Learn More About Ourselves/Our City

- ◆ Recognize What We Value

- ◆ Keep What We Value

- ◆ Protect What We Value

These recommendations will serve as a road map for the City's historic preservation staff's future preservation planning and policy making.

HELP PEOPLE KNOW

- ◆ Pop-Up History Kiosks - Install interpretive kiosks in selected locations around the City.

- ◆ Social Media Public Engagement on Applications/Projects - Post images and information on social media about applications for work/proposed demolitions on historic buildings.

- ◆ Parks Social Media Campaign - Establish a social media campaign that encourages the public to "tag" their favorite park photos with various hashtags related to the City's historic parks.

- ◆ Story Maps for City History and Parks - Develop on-line "story maps" highlighting the City's past, its historic places and its great stories.

- ◆ City Success Stories/Preservation Blog - Create print or digital "pathways" to talk about the City's historic preservation-related success stories, both large and small.

- ◆ City Preservation Staff Presence - Increase City historic preservation staff activity in the communities in which they work.

◆ Community Liaison Program - Create community points of contact for City historic preservation staff to exchange information about historic preservation.

HELP PEOPLE UNDERSTAND

◆ African-American Heritage Preservation Coordinator — Create a City position to pursue grants, studies, community outreach, community documentation, training opportunities, and coordination with non-profit advocacy organizations

◆ Historic Preservation/Design Fellowship — Highlight a particular City-related historic preservation/design challenge each year and sponsor an individual to help formulate solutions to that challenge/issue.

◆ Historic Preservation Design Assistance Team — Create a City team to help potential customers, applicants, community groups, etc. successfully implement historic preservation related projects and apply for City historic preservation approvals.

◆ Graphic Manuals, Handbooks, Design Guidelines, Tool Kits, "Road Show" Kits — Create various documents to share / address common historic preservation issues, questions, challenges, opportunities, and options.

◆ Business Development Packets — Compile information clearly showing that knowing and honoring the past can make a difference to a proposed project, including the naming of their project, its future appearance and use, and its financial success.

◆ Digital Atlanta — Assemble a data-based web site where individuals can learn about the history of their property.

◆ Historic Homeowner Exhibition/Fair and Training Sessions — Execute an educational activity with speakers, vendors, and service providers to share information with people who own historic properties.

◆ Historic Preservation Academy — A training program for community liaisons and the general public about historic preservation, modeled after the City's public safety "Citizens Academy" or "NPU University" programs.

◆ Preservation Partnerships — Establish new or strengthened partnerships with groups that develop tours, interpret the City's history, conduct public outreach, and advocate for historic preservation on the many themes of the City's history and parks

- ◆ Heritage Tourism — Emphasize the unique history and places in the City, including its parks; and market the City as a "pro-history" City.

- ◆ Atlanta Main Street — Support and advocate for this program.

HELP PEOPLE SHARE

- ◆ Student Design, Essay, and Photography Contests — Support competitions on topics/issues related to historic reservation with winner(s) announced at the City's annual Design Awards.

- ◆ Historic Preservation Lecture Series — Bring new voices to the historic preservation conversation in the City by inviting regional or national speakers.

- ◆ Historic Preservation Day at Atlanta City Hall — Create an open house/community fair event that allows non-profit and similar groups to share their history, work, and successes.

- ◆ Save Our Stories Social Media Crowdsourcing Campaign — This would allow people to identify the places that are special to them in a real time/grass roots way.

- ◆ Historic Preservation Round Table Group — Facilitate a group to discuss/share information among the general public and preservation organizations through periodic meetings/ seminars/etc.

- ◆ Public Outreach/Summer Program — Create a brochure or "passport" inviting the public to a quest to visit all of Atlanta's historic resource parks and work with commercial partners for a "reward" for visiting all of them.

- ◆ History-Focused APS School Curriculum — Formulate a educational unit to share general historic preservation ideas and Atlanta-specific issues/stories/programs.

- ◆ Oral History — Partner with universities and non-profits to expand the City's pilot oral history program at the grass roots level.

LEARN MORE ABOUT OURSELVES/OUR CITY

- ◆ "Champions for History" Program — Establish a program so that a person/group can take on a particular research topic or theme on the City's history and report back to the City's historic preservation staff, with the City pledging to support them in some way and/or create a program for area college students to be paired with a neighborhood to help them with their research.

◆ Cemetery Inventory/Catalogue — Inventory abandoned and/or small cemeteries in the City.

◆ Traditional Field Survey Program — Establish a regular survey program every summer for community members, college / graduate students, etc. with training and support provided by the City.

◆ Alternative Survey Program — Create coarse-grain, very low-cost surveys that use digital aerial photographs and historic maps to identify groupings of properties constructed at a similar time with similar forms.

◆ Cultural Mapping — Create a process for community members to indicate areas of importance to them outside of traditional history qualifications — also called Public Participation GIS (PPGIS) or Participatory GIS (PGIS).

RECOGNIZE WHAT WE VALUE

◆ "Legacy Building/Home/Business" Recognition Program — Establish a program for the City to acknowledge the value of these components of a community without official protection/ designation.

◆ Proactive Designation/Protection — Increase designation activity based on the themes and priorities identified in the Future Places Project.

◆ Nomination Options for Who Nominates a Property — Expand options so that any individual or group within Atlanta could nominate a property for designation.

◆ Nomination/Designation Tools — Create new protection options within the City's Historic Preservation Ordinance.

◆ Revise the Existing City Historic Preservation Ordinance — Enact revisions to address potential outdated or confusing terms, phrasing, procedures, categories, as well as latest historic preservation thinking, new tools, etc.

◆ Standard Interim Controls — Create standard interim controls to be used during the designation/ protection process to allow the focus of the process to be on the actual designation options/ choices.

◆ Demolition and Major Alteration Review for All Properties 40 years of Age or Older — Establish this review requirement, which would apply to properties even if they are not officially protected by the City.

◆ Structures of Merit Program — Formulate a formal category within the City's Historic Preservation Ordinance for resources identified in past surveys or other efforts to have not been designated. Requests for demolition or major alteration of a Structure of Merit should trigger a review process to determine if the property meets the criteria for historic designation.

◆ Archaeological Preservation Ordinance — Enact a new ordinance as there are currently no protections for potential archaeological resources in the City.

KEEP WHAT WE VALUE

◆ Dedicated Building Inspector for Historic Preservation.

◆ Fines — Increase the fines associated with violations of the City's Historic Preservation Ordinance.

◆ Staff Review vs. Commission Review — Increase the use of Staff Review in the City's Landmark and Historic Districts to reduce time and paperwork.

◆ Demolition by Neglect Provisions — Increase enforcement of "demolition by neglect" provisions in the City's Historic Preservation Ordinance.

◆ Review and Comment Process — Require City and other public agency projects receive approval from the Atlanta Urban Design Commission.

◆ Deconstruction and Salvage — Regulate how properties that are being demolished actually get demolished to avoid unnecessary loss of historic features to the landfill.

◆ New Park Classification — Create a new parkland classification, "historic resource park," to raise awareness about the care and treatment of these parks and to better enhance their profile within the City.

PROTECT WHAT WE VALUE

◆ Park Acquisition and Historic Resources — Acquire properties for new parks that contain historic resources that speak to the City's history enabling their preservation.

◆ City-Based Economic Incentives — Increase those incentives related to historic preservation.

◆ Historic Preservation Bond Fund or Revolving Loan Fund.

◆ Hotel Tax for Historic Preservation — Allocate a portion of the hotel tax for historic preservation related funding.

If we don't protect Atlanta's past, it will be forgotten. If we don't plan for Atlanta's future, it will be forgettable. Atlanta's history is built on the narratives, memories and identities of the city's people and places.

Commissioner of City Planning

Tim Keane