

HISTORIC RAILROADS IN GEORGIA

The significance of Georgia's historic railroads is addressed in a report entitled "The Statewide Railroad Industry Context," prepared by Alexandra C. de Kok for the Georgia Department of Natural Resources, Historic Preservation Section, 1991. This report provides the basis for determining the National Register-eligibility of railroads and railroad-related buildings and structures including rail lines at the local and state levels:

According to this report, Georgia was a leader in the development of railroads in the South, and the state had the most extensive railroad system in the southeast during the late 19th and early 20th centuries. These railroads revolutionized transportation in Georgia and literally reshaped the state's economy. Railroads became prominent man-made features in Georgia's landscape--indeed the very symbol of the age--and they generated development in virtually every community they passed through, most notably industrial complexes, agri-businesses, and warehouses, along with passenger and freight depots. In other areas of the state they created an entirely new form of community popularly known as the "railroad town."

A key finding of the report is that the principal historic resource associated with Georgia's historic railroads is the rail bed itself, with or without its tracks. Like canals, trails, military highways, and roads, this linear earthen construction meets the National Register definition of a historic structure. Engineered and built to exacting standards of alignment, grade, profile, and material, rail beds with their "cuts" and "fills" have a distinctive character and appearance wherever they are found. Other significant railroad resources include depots, bridges, trestles, and culverts, along with maintenance facilities and tunnels. All these railroad-related resources have a well-defined period of significance, ranging from the 1830s when the earliest railroads were built to the 1940s when, for all intents and purposes, railroad construction in Georgia ceased, superseded by highway construction.

Where historic railroads including their rail beds and any extant associated buildings and structures retain their integrity of location, design, materials, and setting, they meet National Register Criterion C as significant works of 19th or early 20th century civil engineering in Georgia. In National Register terms, they "embody the distinctive characteristics of a type, period, or method of construction." Indeed, at the local and state level, railroads represent the single greatest engineering and construction achievement of this period. Again in National Register terms, these railroads and their associated buildings and structures, whether precedent-setting or of standardized design, collectively form "a significant and distinguishable entity." Georgia's historic railroads also meet National Register Criterion A for the significant role they played in the state's transportation and economic history. From trunk lines to short lines, these railroads clearly made a "significant contribution to the broad patterns of our history" at the state, regional, and local levels. Georgia's historic railroads may also be significant as archaeological resources. Archaeological investigation of historic railroads may provide information about aspects of Georgia's railroad history that are not fully understood today, including the methods and materials used to construct earthen rail beds, the location and identity of former auxiliary buildings and structures along rail lines, and the location and function of former support facilities such as maintenance and repair yards. In some instances, archaeological investigation may be required to confirm the existence of long-abandoned railroads. Where archaeological research can be expected to yield important historical information about Georgia's historic railroads, the railroad may meet National Register Criteria D.

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February 17, 1995

Guidelines for Establishing a Photographic Permanent Archival Record

Final

May 26, 2009

INTRODUCTION

Section 106 of the National Historic Preservation Act of 1966, as amended requires that any undertaking that is federally funded, licensed or permitted take into account the effect it will have on resources listed on or eligible for listing on the National Register of Historic Places. If any undertaking has an adverse effect on a listed or eligible resource, alternatives that avoid or minimize the effect are considered and if these are not feasible, mitigation to resolve that effect is proposed. The following guidelines should be used for completion of mitigation stipulations, specifically photographic mitigation, as set forth in a Memorandum of Agreement between the federal agency and HPD.

The type of photo documentation used as mitigation for a given undertaking is determined through consultation with the parties involved and under the guidance of the State Historic Preservation Office. There are several types of photo documentation including 35 mm, medium format, large format photography and Historic American Building Survey (HABS) and Historic American Engineering Record (HAER). HABS/HAER documentation is the national historical architectural and engineering documentation program of the National Park Service. The documentation is retained by the Library of Congress and consists of measured drawings, photographs, and written information. This level of documentation is the national standard.

Although HABS/HAER documentation is used for mitigation of National Historic Landmarks, properties listed on or eligible for listing on the NRHP at the national level of significance or individually eligible or listed properties at the state and local levels, it is at the discretion of the SHPO whether or not that high level of documentation is warranted by the significance of the resources adversely affected by the undertaking. For projects where HABS/HAER is not required or warranted, the SHPO has determined that medium format photography is the preferred medium for photo documentation; therefore, the following guidelines describe the minimum extent and level of documentation required for a Permanent Archival Record retained by the state of Georgia.

PURPOSE AND VALUE

Photographic mitigation shall provide a visual record a resource determined eligible for the National Register that will be physically impacted by project implementation (i.e. taking of a resource, taking of part of a resource, or altering the setting of a resource). Photo documentation of eligible resources is the "last resort" mitigation measure.

EXTENT AND LEVEL

The extent of documentation refers to the content considerations determined necessary by the circumstances of a given project; the level of documentation refers to the technical considerations determined necessary by the circumstances of a given project. The extent and level of documentation are almost always dependent upon the circumstances of a project.

To determine the extent and level of documentation necessary for a particular project, the following two factors must be taken into account: the features which contribute to the eligibility of a resource and then of those features, which ones will be impacted by the proposed project. For example, if a resource will be demolished during implementation of the project, interior photographs of the resource will be required as well as exterior photographs; on the other hand, if only a small portion of the front yard of a resource will be impacted by the proposed project and if no other contributing features are located within that area, then the level of documentation may be limited to exterior elevation and setting photographs of the resource.

In a letter dated May 31, 2001, the National Park Service requested that only National Historic Landmarks, properties eligible for the National Register at the national level of significance, and individually eligible properties significant at the State and Local levels would be carried out to HABS/HAER standards. In response to this request, the State Historic Preservation Office has decided that most resources of the State or Local level of significance will be documented to the standards outlined in the following guidelines rather than to HABS/HAER standards unless a particular resource merits a higher level of documentation. Eligible bridges are one exception to this rule and shall be documented to HAER standards.

CONTENT

The following represents the minimum level of supporting documentation that must accompany the medium-format photographs or equivalent digital images in the mitigation of a historic resource. This documentation is necessary for establishing a complete Permanent Archival Record of the resource:

- An introductory page providing the appropriate project number, and HP number. This page should also include a brief description (no more than 3 or 4 sentences) of the resource (Ex: circa 1910 Hall-and-parlor house type) along with an explanation of why it is significant.
- Another page providing information on the geographic location of the resource. This information will consist of the name of the property (Ex: Smith House), street address, city, county, and UTM coordinates. Geographic information should be separated out from text paragraphs and more general location information such as cross road references should be included.
- A map documenting the resource's location in relation to its surrounding area. County maps should be used to provide this information. Recommended is a thumbnail map showing general location on a state map and a bigger more detailed county or city map pinpointing the location.
- A sketch map/site plan illustrating the resource(s) and its immediate surroundings. Plat books, insurance maps, bird's eye views, district highway maps, or hand-drawn maps are acceptable. Sketch maps need not be drawn to a precise scale. A number and vantage point of each accompanying photograph should also be labeled on the sketch map. See attached sample floor plan.

- A photo log providing the following information:
 1. Name of resource
 2. Street address where property is located
 3. City and County where property is located
 4. Name of photographer
 5. Date of photographs (**refers to date photographs were taken, not processed**)
 6. Location of original negative or digital image file (this will always be the Georgia SHPO)
 7. Photograph Number
 8. Description of view indicating the direction of the camera (Ex: View of façade, facing west)
- In cases where a resource has been shown to be exceptionally significant based on its historical importance or for possessing a high degree of architectural integrity, supplementary information may be required. This information should convey the significance of the resource through a detailed architectural description and/or a short summary of its historical importance.
- All of the documentation must be printed on archivally stable paper. This includes all attachments, appendices, plans, photocopies and other supplemental material. Please provide an electronic copy of this material as well.
- Provide a pdf that includes all information (narrative, photo log, and photos 12/page proof sheets).

TECHNICAL CONSIDERATIONS

- For mitigation purposes, the best resource for establishing a Permanent Archival Record is film. However, digital photography has advanced to the point of being archivally stable at the same time that archival processing of film has become increasingly problematic so a digital photography option is specified.
- For digital photographic documentation, the minimum required is as follows: use of a minimum 8x10 megapixel digital SLR camera. Use of perspective controlled (pc) lens is recommended. Take at least three (3) exposures of each view or angle and pick the best exposure. In order to capture details and allow for greater enlargement of the images, the photographs should be submitted in raw format as well as tif (minimum 8x10 and 360 dpi saved as 8 bit files – **NOTE: 16 bit files will NOT be accepted**) and jpeg (minimum 1024x1024 and 100 dpi) files. Images should be saved to a media that is designed for long-term (over 100 years) storage of sensitive data, video or music files. The media should be archivally labeled (using felt type and solvent free pen and no adhesive details). A proof sheet containing 6 images per page that includes the name of the property and view should be submitted on archivally stable paper along with the media.
- For photographic documentation, a medium-format camera is superior to a 35-mm for recording historic resources that are eligible for listing on the National Register of Historic Places. The medium-format camera captures details and allows for greater enlargement of negatives than the 35-mm camera without resulting in a significant loss in picture quality.

Medium-format refers to cameras that use 120 or 220-size roll film. Standard medium-formats are 6X6cm (or 2 1/4 X 2 1/4 inch), 6X7cm, 6X8cm, or 6X4cm. The acceptable medium-format in mitigating historic structures is 6X6cm (2 1/4 inch). Photographs can be taken with either a manual or automated medium-format camera. When taking medium-format photographs of a historic resource with a manual camera, take at least three (3) exposures from each angle or view. This ensures that at least one exposure will be printable. Based on a light meter reading, one initial shot can be made. Then take exposures on either side of the initial reading—one f-stop overexposed and one f-stop underexposed shot. Adequate contact sheets are the minimum level of acceptable photo-documentation. When requesting contact sheets, ask for a glossy, or "F-surface" finish rather than a matte finish. In most cases, once contact sheets are received, it is not necessary to then request prints of the best negatives. The entire contact sheet can be submitted to the Georgia SHPO for acceptance and retention in their archives. However, in cases where a historic resource has been determined to possess rare or exceptional historical or architectural qualities, the SHPO may request that prints of the resource be submitted along with the contact sheet.

PRODUCTION/PRESENTATION

The following represents the minimum level of standards necessary for document retention at the State Historic Preservation Office (SHPO).

- All negatives shall be developed to archival standards.
- All proof sheets and prints shall be printed on archivally stable paper.
- The negative strips and prints shall be stored within archivally stable plastic sleeves and kept separate one from the other.
- Negatives shall not be cut into smaller strips as this decreases the quality of the negative.
- The negatives shall be labeled with India ink or a Sharpee to match the number designation in the report and on the prints. Need to provide details on labeling negatives.
- Negatives shall be scanned (individually) to disk providing low- and high-resolution images of each. The minimum for low-resolution images is 1024 x 1024 and 100 dpi. The minimum for high-resolution images is 8x10 and 360 dpi.
- Supporting documentation shall be printed on archivally stable paper. Reports should use headings to break up and separate topics and index if applicable. These should include who prepared report and date prepared.
- All documentation shall be stored loose in an archivally stable folder. The folder should have sides and a flap over the top to keep the documentation secure. Each resource recorded should be presented in its own separate folder with all supporting documentation.

- Ideally, all documentation should be the size of an 8 1/2 x 11 sheet of paper. If large plan sheets must be inserted in the document, consider photographing the plans either with a copy stand or by tacking the plans to a wall and photographing them using a tripod.
- No pins, paper clips, staples, rubber bands, or stick-on labels shall be attached to the document.
- No ballpoint pen ink or felt-tip pens should ever be used on photographs, negatives, or paper.

MISCELLANEOUS

- When mitigating larger historic resources such as agricultural properties, aerial photography of the landscape should be included as part of the Permanent Archival Record--provided that an aerial view of the resource is available.
- When mitigating certain types of structures, such as bridges, HPD may request that the engineering drawings or blueprints for the structure accompany the required photo documentation. Generally, this type of information will not be necessary unless the structure has been determined to possess an exceptional degree of architectural integrity or historic significance at the local or state level.
- In most cases, at least two sets of final documents must be prepared -- one for deposit in the archives of HPD and a second in a publicly accessible archive near the historic site recorded. The Memorandum of Agreement will specify the second local repository for the documentation, usually a regional or branch library or historical society in the county of the proposed undertaking. Local repositories should be sent a copy of everything in the Permanent Archival Record except the negatives of the photographs.