



# ALABAMA STATE HISTORIC PRESERVATION PLAN

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## **A. ACRONYMS**

- AARC – Alabama Association of Regional Commissions
- AAS – Alabama Archaeological Society
- ACE – Alabama Communities of Excellence
- ACPA – Alabama Cemetery Preservation Alliance
- ADECA – Alabama Department of Economic and Community Affairs
- AHA – Alabama Historical Association
- AHC – Alabama Historical Commission
- AHF – Alabama Humanities Foundation
- BHC – Black Heritage Council
- CLG – Certified Local Government
- HABS – Historic American Buildings Survey
- HAER – Historic American Engineering Record
- NAGPRA – Native American Graves Protection and Repatriation Act
- NAPC – National Alliance of Preservation Commissions
- NHA – National Heritage Area(s)
- NPS – National Park Service
- OPAL – Opportunity Alabama
- SAT – Save America’s Treasures
- SHPO – State Historic Preservation Office
- THPO – Tribal Historic Preservation Office

## **B. INTRODUCTION**

The Alabama Historical Commission's (AHC) Statewide Comprehensive Historic Preservation Plan contains information to help local, county, regional and state organizations, and individuals preserve Alabama's cultural resources. The 1966 Historic Preservation Act requires state historic preservation offices (SHPO) to prepare and implement a statewide preservation plan. The Alabama Historical Commission serves as the state historic preservation office and staff continually assesses opportunities and threats facing cultural resources.

The AHC is a state agency established in response to the 1966 Historic Preservation Act with funding provided through the state general fund and National Park Service (NPS) Historic Preservation Fund. Federal programs administered by the office include the National Register of Historic Places, standing structure and archaeological surveys, environmental review of federal projects, rehabilitation tax credits, preservation planning, Certified Local Government program and matching grants, and public education and awareness programs.

The AHC administers several state funded activities including the management and interpretation of fifteen state-owned historic sites, educational outreach programs, Alabama Register of Heritage and Landmarks, Cemetery Survey and Register, Places in Peril program, preservation easements, and architectural history and archaeological services. The AHC also works closely with partner organizations including the Black Heritage Council, Alabama Communities of Excellence, Alabama Historical Association, Alabama Trust for Historic Preservation, Alabama Cemetery Preservation Alliance, Inc., Alabama Archaeological Society, Council on Alabama Archaeology, and Maritime Advisory Council to raise awareness of historic preservation programs and methods.

Several veteran staff members retired between 2014 and 2018 and a new leadership team is in place. The AHC executive director serves as SHPO and has an assistant director and Deputy SHPO for assistance. New program coordinators for National Register, Survey, Environmental Review, State Tax Credit, CLG, and Grant Management programs were hired in the past five years for the latest up-to-date information please see [ahc.alabama.gov](http://ahc.alabama.gov).

### **Mission Statement:**

The mission of the AHC is to protect, preserve, and interpret Alabama's historic places. The composition, roles, and responsibilities of the commission are found in the *Code of Alabama* 1975, §41-9-243, as amended in 2016. It provides the commission “*shall consist of 21 members, one of whom shall be the Governor, one of whom shall be the Lieutenant Governor, one of whom shall be the Speaker of the House of Representatives, one of whom shall be the Director of the Department of Archives and History, one of whom shall be the Director of the Alabama Tourism Department, one of whom shall be the Commissioner of Conservation and Natural Resources, one of whom shall be the Director of the Technical Staff of the Alabama Building Commission, 14 other persons to be appointed by the Governor, one of whom shall be selected from a list of three nominees submitted by the Alabama Council of the American Institute of Architects, one from a list of three nominees submitted by the Alabama Historical Association, one from a list of three nominees submitted by the Alabama State Chamber of Commerce, one from a list of three nominees submitted by the Alabama Farmers Federation, one from a list of three nominees submitted by the President of the University of Alabama, one from a list of three nominees submitted by the President of Auburn University, one from a list of three nominees submitted by the President of the University of South Alabama, one from a list of three nominees submitted by the President of Troy University, one from a list of three nominees submitted by the President of the University of Montevallo, one from a list of three qualified archaeologists nominated by the Alabama Archaeological Society, one from a list of three nominees submitted by the Alabama Black Heritage Council, and three from the state at-large. The membership of the commission shall be inclusive and reflect the racial, gender, geographic, urban/rural, and economic diversity of the state.*”

The main office in Montgomery employs 20 staff members with 39 staff members at the various state-owned historic sites. Staff contact information is available on the AHC's website at [www.ahc.alabama.gov](http://www.ahc.alabama.gov).

### **Vision Statement:**

Alabama's rich history and heritage is seen, experienced, and enhanced by visitors touring historic sites, developers investing in the rehabilitation and re-use of historic buildings, homeowners buying properties in historic neighborhoods, and cities and communities recognizing the intrinsic value of their local historic places.

## **I. PLAN DEVELOPMENT AND ACCOMPLISHMENTS**

The AHC encourages annual input on historic preservation programs and priorities on the AHC website and at quarterly commission meetings. The quarterly meetings provide a public forum component to receive input and respond to questions from the public. These forums provide staff and the appointed commission members with public perspectives on the AHC's programs and services. The AHC's process to update the plan for 2020-2025 included an online public survey through SurveyMonkey© to gather input on issues, priorities, opportunities and threats to cultural resources in Alabama. A link to the survey was posted on the AHC website and Facebook page (see appendix A). Partner organizations also promoted on their social media sites. The AHC interviewed several constituency groups for more

targeted input including THPOs, CLGs, and partner organizations. The AHC used this information to update its goals and objectives and to identify activities the AHC can improve or enhance.

The AHC received 236 responses to the online survey from both rural and urban communities. Archaeologists, historians, community planners and downtown revitalization professionals provided most of the responses. The programs being used regularly and considered most effective were grants for rehabilitation, state and local incentives for rehabilitation, workshops and on-line training, downtown revitalization, and heritage tourism. Survey respondents also valued the AHC staff for how-to advice on saving, rehabilitating, documenting, and using historic places.

Input from the targeted constituency groups included appreciation for professional guidance, site visits, and knowledgeable staff. As with the overall public survey, grants for rehabilitation, workshops, and training were highly valued services to the public. Tribal contacts were positive about working with the AHC and its regulatory role to protect cultural resources. They encourage additional collaboration and partnerships with state agencies and local government. Responses from interviews and public questionnaire were highly supportive of the AHC's on-going GIS mapping and digitization project.

AHC staff met to review the survey results and the AHC's vision, mission, and goal statements. The existing vision and mission are relevant with the AHC's plan and public input. AHC staff considered the goals and objectives and were updated accordingly. Efforts to provide training, continue rehabilitation grants, and collaborate with partners were considered as AHC staff reviewed and updated the information for the state plan.

AHC will use the plan in its yearly work and make sure the goals and objectives set forth by the plan are being followed. These goals and objectives are referenced in the plan where applicable. This plan will guide Alabama until 2025. The AHC will continue to collect public input on an annual basis and begin the formal process to update the state plan in 2024.

## **ACCOMPLISHMENTS**

The AHC has many partners at the national, state and local level. The National Park Service, National Alliance of Preservation Commissions, and National Trust for Historic Preservation provide educational resources and technical assistance. Other state partners include Alabama Communities of Excellence, Your Town Alabama, Alabama Trust for Historic Preservation, and Main Street Alabama. These organizations provide community development assistance and training with a focus on historic places. Local partners are the most important and include city government, local or county historical societies, downtown organizations, neighborhood organizations, and planning commission. We encourage communities to involve the public in their work, so we can document and protect all the State's important history.

From 2014 to 2019, the Alabama Historical Commission met several objectives and worked with many high-profile activities and cultural resources. The National Park Service listed 24 historic districts and 33 individual properties in Alabama to the National Register of Historic Places documenting 4,470 contributing properties (Goal 1: Objectives 1, 2, and 3). The AHC reviewed 170 Alabama Register nominations documenting 551 properties, added over 9000 archaeological sites to the state survey files for a total of 31,374 recorded sites, and added approximately 3500 structures to the architectural survey files for a total of over 10,000 resources (Goal 1: Objectives 1, 2, and 3).

From 2014 to 2019 the Certified Local Government program added one new community, three local districts, and two landmarks protecting 226 properties (Goal 1: Objective 2). AHC staff and the National Alliance of Preservation Commissions (NAPC) provided regional training sessions. The 2016 NAPC Forum was held in Mobile and hosted over 600 participants from 42 different states and territories. AHC staff assisted with planning the agenda, developing educational sessions, and designing bus tours (Goal 3: Objective 4).

From 2014 to 2018, the National Park Service certified 44 federal historic tax credit projects in Alabama with expenses in excess of \$221,250,000 (Goal 3: Objective 2). The Alabama State Legislature enacted Alabama's Historic Rehabilitation Tax Credit Program (AL HRTC) on May 15, 2013, in Act 2013-241 and amended it in the 2014 Legislative Session in Act 2014-452. The Alabama Historical Commission administers the program and it expired in 2016. The 2013 AL HRTC Program provided a tax credit of up to 25% of Qualified Rehabilitation Expenditures incurred as part of the certified rehabilitation of an historic property eligible for listing in the National Register of Historic Places. The program was available to owners of both commercial/income producing properties and to owner-occupied residential properties. Qualified Rehabilitation Expenditures included both hard and soft costs, generally consisting of improvements made to the building structure, interior and systems, as well as design and engineering services. In the legislation, the state set aside \$20 million annual in tax credit reservations per calendar year from 2013-2016, not to exceed \$60 million. The program also capped credits available to commercial projects at \$5 million and credits available to owner-occupied projects at \$50,000. The program had 51 projects were active. Out of those 51 projects, 38 have now been completed and issued tax credits (Goal 2: Objective 3, Goal 3: Objective 1 and 2, Goal 6: Objective 1, and 2).

The Alabama State Legislature enacted Alabama's second Historic Rehabilitation Tax Credit Program on May 24, 2017, in Act 2017-380. The Alabama Historical Commission (AHC) administers the program. The AHC began accepting applications on November 1, 2017, and continuously thereafter through the final application period in 2022 when the program expires. The Alabama Historic Rehabilitation Tax Credit is a 25% refundable tax credit available for private homeowners and owners of commercial properties who substantially rehabilitate historic properties that are listed in or eligible for the National Register of Historic Places and are 60 years old or older, unless the structure is located within the boundaries of a National Monument or Park as declared by the United States Congress or the President of the United States. The program is available to owners of both commercial/income producing properties and to owner-occupied residential properties. Qualified Rehabilitation Expenditures include both hard and soft costs, generally consisting of improvements made to the building structure, interior and systems, as well as design and engineering services. In the legislation, the state set aside \$20 million in tax credit reservations per calendar year from 2018-2022, not to exceed \$100 million. Of the annual amount of tax credits available, 40% is reserved to taxpayers located in a county in which the population does not exceed 175,000 according to the 2010 decennial census. In the event the 40% is not reserved by the close of the second quarter of the program year, the credits may be reserved for other qualifying projects. The program also caps credits available to commercial projects at \$5 million and credits available to owner-occupied projects at \$50,000. Both of 2013 and 2017 Alabama Historic Rehabilitation Tax Credit Programs have increased use of federal preservation tax credit projects. (Goal 2: Objective 3, Goal 3: Objective 1 and 2, Goal 6: Objective 1, and 2).

Funding local preservation projects is always a challenge for Alabama's communities. The state legislature has appropriated funds to the AHC for rehabilitation grants to entities that reflect a historical education-based mission and concentrate on historical educational programming. The popularity of the program is seen in the increase in the legislative appropriation each year. In FY 2018, the AHC funded 40 projects

with a \$300,000 budget. The AHC provided funds for 73 projects in FY 2019 with a \$750,000 budget and 88 projects in FY 2020 with a \$900,000 budget (Goal 6: Objective 7).

In January 2017, the AHC launched a newly designed website that continues to provide users with expanded content, additional training materials, and an overall increased user- experience. The AHC posts presentations from regional and statewide meetings is popular with Alabama citizens. The AHC's utilizes its e-newsletter to promote events and activities hosted by the AHC, the AHC's historic sites, and AHC's partner organizations. (Goal 2: Objective 1, Goal 4: Objectives 3 and 4)

With funding provided by the Alabama Bicentennial Commission, the AHC is digitizing all historic architectural property information from surveys, the Alabama Register of Landmarks and Heritage, National Register of Historic Places, Historic Cemetery documentation, preservation easements, historical markers, and the AHC's Places in Peril program. Student interns from Auburn University of Montgomery have been working steadily since October 2017 to scan the AHC's collection of architectural survey files, which represents thousands of forms and photographs of historic buildings all over Alabama. To date, the AHC has scanned over 120,000 documents including survey forms, photographs, booklets, and maps. The AHC is plotting the locations of these historic places in the AHC's GIS database and so far, 14 counties have been plotted including Autauga, Baldwin, Barbour, Bibb, Chambers, Calhoun, Cherokee, Mobile, Russell, Tuscaloosa, Winston, Wilcox, Washington, and Walker. All this data will be made available to the public via the AHC's website (Goal 4: Objective 2).

A well-received joint meeting with the Black Heritage Council, Alabama Historical Association and Alabama Trust for Historic Preservation in 2019 highlighted partnerships that the AHC plans to continue with a joint meeting every other year. Staff participated in four regional meetings targeting local preservation commission members in CLGs and other interested parties (. The AHC held a series of lectures in west Alabama to provide information on historic preservation programs. Donovan Rypkema was a key speaker in the series. Staff participated in public meetings on preservation programs held by Congresswoman Terry Sewell and state Senator Arthur Orr. The AHC hosted many local training sessions including one for real estate professionals in the Decatur area on historic architecture and local regulations (Goal 5: Objective 2, Goal 2: Objective 2).

The Black Heritage Council held quarterly meetings and a Historic Preservation Forum in Huntsville on the campus of Alabama A&M University, one of Alabama's oldest Historically Black Colleges and Universities. The AHC has received three National Park Service Civil Rights and African American History grants. The AHC will continue documenting and protecting many iconic buildings related to African American history with these grants. AHC staff participated in the Fifth Annual Slave Dwelling Project Conference and has received a \$40,000 Underrepresented Community grant from the National Park Service to document extant slave dwellings across Alabama (Goal 1: Objective 2).

Efforts to educate more youth and young adults on AHC programs include internships for the AHC's digitization project, Black Heritage Council, and SHPO programs. The AHC provided presentations on archaeology and cultural resources to university and school groups on request. A CLG grant assisted the Historic Huntsville Foundation with a publication designed for elementary school age children to learn about local landmarks, architecture and history. The AHC encouraged grant projects to advocate historic preservation principles to Alabama's youth. The state rehabilitation grant program gives preference to historic properties with an educational-based mission. Many communities are establishing youth leadership programs through the Alabama Communities of Excellence program and the AHC encourages a unit on cultural history in their curriculum. (Goal 1: Objective 5, Goal 3: Objective 3, Goal 6: Objective 4).

Since 2014, the environmental review program evaluated 9,092 projects for compliance with Section 106 of the National Historic Preservation Act of 1966, as amended. AHC archaeologists also participated in the planning and initiation of the Alabama Indigenous Mound Trail. Public outreach included projects at AHC owned properties including Old Cahawba Archaeological Park, Fort Toulouse / Fort Jackson, Pond Spring: The General Joe Wheeler Home, Magnolia Grove, Gaineswood, Fendall Hall, Fort Morgan, and to school groups around the state (Goal 5: Objective 2).

In January 2018, an Alabama journalist published an article claiming a Mobile River shipwreck uncovered in a winter storm event to be that of *Clotilda*, the last known vessel to bring enslaved persons directly from Africa to the United States in 1860. In March 2018, the Alabama Historical Commission assembled a team that included members from both the National Park Service Submerged Resources Center and the National Park Service Southeast Archaeological Center and The Slave Wrecks Project to investigate that shipwreck in the east channel of the Mobile River. (Goal 6: Objective 5)

The AHC concluded that the shipwreck in question was not *Clotilda*, but the release of site location information endangered the resource, made site protection difficult, and data collection urgent. The AHC recorded it as the Twelvemile Site (1Ba694) and team members agreed that, although it was not *Clotilda*, the shipwreck retained integrity and is eligible for the National Register of Historic Places. During the archaeological investigation, field observation, a search of archival records, and sediment coring revealed that this section of the river had neither been surveyed nor dredged indicating a high potential to contain multiple shipwrecks as well as buried cultural resources. (Goal 6: Objective 5)

In July 2018, the National Geographic Society joined the AHC's team and the AHC conducted a comprehensive remote sensing survey of the east channel of the Mobile River with diver examination. One of the focal points of the investigation was to identify potential shipwrecks that might possess characteristics like that expected from *Clotilda*. The survey confirmed that this section of the Mobile River is a component in a larger maritime cultural landscape and is an apparent ship graveyard that is eligible for the National Register of Historic Places. (Goal 2: Objective 1, 3, and 4, Goal 6: Objective 5)

On May 22, 2019, the Alabama Historical Commission made international news with the announcement that the *Clotilda* had been identified. After a comprehensive archaeological assessment and months of research, the Alabama Historical Commission formally declared the shipwreck targeted in the Mobile River search as the *Clotilda*. The AHC worked with many partners including the National Park Service, National Geographic Society, Smithsonian Institute, Slave Wrecks Project, Diving with a Purpose, and the AHC's Black Heritage Council. (Goal 2: Objective 1, 3, and 4, Goal 6: Objective 5)

In July 2019, the AHC filed an Admiralty Claim in the United States District Court for the Southern District of Alabama in Mobile as part of an ongoing and long-term protection and preservation plan for the *Clotilda*. Pursuant to the claimant process, the official "Notice of Action in rem and Arrest of Vessel" was published for three consecutive weeks in the *Lagniappe*, beginning August 16, 2019. Potential plaintiffs were advised to file any claim with the court no later than 14 days after the final publication of the notice.

Since no claims were filed within the allotted time frame, the AHC will file a motion to effectively default any potential claimants. Following this action, the AHC will prepare and file a motion seeking a final order from the Court to confirm the State of Alabama's ownership of the vessel so that the State can exercise all rights associated with ownership.

In June 2019, AHC contracted with Burr and Foreman, a Mobile-based law firm specializing in maritime law, for assistance in securing every available legal tool to aid in the protection and preservation of the *Clotilda*. The Attorney General of Alabama deputized Burr and Foreman partner John Kavanagh to act on behalf of the state historical commission. According to Kavanagh, once such order is granted, it is likely that the case will move to the Federal Court's administrative docket while work at the site continues.

The AHC has provided a FY 2020 CLG grant to the city of Mobile to nominate the Twelvemile Island Ship Graveyard Maritime Historic District as a National Register Historic District. Twelvemile Island Ships' Graveyard is eligible for nomination to the National Register under Criteria A and D as a historical and archaeological district. The district will include the waters of Twelvemile Island's eastern channel, encompassing the eight known wrecks discovered during investigations in March and July/August 2018, and any potential wrecks that may exist within the boundaries that have not yet been documented. (Goal 2: Objective 1, 3, and 4, Goal 6: Objective 5).

In collaboration with the General Services Administration, the project also intends to nominate the *CSS Huntsville* and the *CSS Tuscaloosa* as National Register sites. *CSS Huntsville* and *CSS Tuscaloosa* are eligible for nomination to the National Register of Historic Places under Criteria A and D due to their historical and archaeological significance. The property boundary will encompass both vessels with a buffer to capture any material surrounding the vessels on the river bottom.

The project also intends to begin the research to nominate the *Clotilda* (located within the Ships' Graveyard) as a National Historic Landmark.

Diver investigations were also made in the Alabama River in Selma at the location of anomalies identified in earlier remote sensing surveys. As the location of a munitions dump during the Civil War, this area attracts recreational divers and has little protection. The investigation discovered artifacts from the period of significance and the AHC is in the process of expanding the existing National Register-listed Water Avenue Historic District to include these submerged archaeological resources.

## **Issues, Opportunities, and the Future**

Alabama's history is rich in stories about Native Americans, early explorers and settlers, enslaved people, farmers, soldiers, leaders, teachers, merchants, political activists, and people who changed the world. Telling these stories using historic properties and landscapes to help people feel their history is one of AHC's strengths. Many state organizations are working to increase awareness and access to significant places for Alabama's citizens and tourists.

Inadequate infrastructure is a problem in many areas of the state. The current administration is focusing on improving roads and bridges and providing broadband to rural areas. Workforce development is also a statewide priority to provide adequate training for available jobs in computing and other technical skills, hopefully the increase in education will provide a skilled workforce that can use these skills to advance historic preservation throughout the state.

Changes in Alabama's traditional industries of timber, agriculture, maritime, and textiles contribute to the loss of neighborhoods, commercial districts, factory buildings, and landscapes around the state. Automotive manufacturing, chemicals, technology, forestry and aeronautics are the current top industries in Alabama. By sector, the top five employers in the state are manufacturing, health care and social assistance, retail trade, accommodation and food services, and educational services. Significant reliance on sales tax revenue

means communities often choose economic development over preserving historic resources in order to expand the local tax base for community expenditures. Agricultural fields adjacent to state urban areas are threatened by encroaching housing developments, industrial parks, new commercial centers, and roadways. Known as “green fields,” these sites are usually level and well-drained making them attractive for development. Transportation projects continue to alter how Alabamians travel and view the state. Widening county roads, reorienting intersections, and replacing historic bridges all affect the historic environment of Alabama’s communities.

Many communities have old industrial properties and facilities no longer in use. Known as brownfields, they are previously undeveloped land with the potential for redevelopment. These sites may have contaminants from chemicals and toxic materials. Federal programs exist to support assessments and cleaning the sites for new use.

Most small Alabama communities and counties lack the legal controls or city staff to effectively enforce comprehensive land-use plans and zoning ordinances, including local historic district protections. Many communities are also unaware of existing programs available for historic preservation projects. The AHC will continue to promote preservation success stories and work with local and state leaders to expand municipal planning authority. The AHC encourages local preservation staff to assist cities interested in local district protection. Having a peer to peer discussion is a positive technique to educate local leaders about the program.

The passage of the 2013 and 2017 Alabama Historic Rehabilitation Tax Credit Programs and recent legislative appropriations for statewide grant programs illustrate a growing amount of support for historic preservation. Preservation advocates should continue to inform their legislative representatives about the importance of preservation in their communities. More incentives are needed at the state and local level. (Goal 2: Objective 3, Goal 3: Objective 1 and 2, Goal 6: Objective 1, and 2).

Legislative appropriations in the state budgets for 2018, 2019, and 2020 included a grant program for rehabilitation projects providing a vital tool to local preservation efforts. The grant budget grew from \$300,000 in 2018 to \$900,000 in 2020. Large and small projects on properties with an education mission are supported by these grants. The AHC will work with its partners to gain support to continue this grant program. (Goal 6: Objective 7).

Using preservation tools to maintain community character allows communities to establish unique market and residential areas, use local landmarks for educational and tourism programs, sustain neighborhood schools, improve water quality, reduce debris in land-fills, and allow future generations to experience their local history with all five senses. As more Alabama towns work to distinguish themselves by promoting their unique assets, preservation will become a more vital part of their community development program. Community development programs like Your Town Alabama and Alabama Communities of Excellence help local leaders understand the importance of historic preservation for local support and success. A strong and growing statewide Main Street program helps many communities with preservation strategies. (Goal 2: Objective 3, and 4)

The heritage tourism industry offers opportunities to preserve local landmarks and to educate a wide segment of the public. More and more Alabama communities are using their local heritage and natural resource assets to develop and promote their tourism opportunities. Providing professional documentation of local resources with our Alabama and National Register programs provides local efforts with information to use in markers, tour guides, and promotional material. The Alabama Tourism Department estimate that

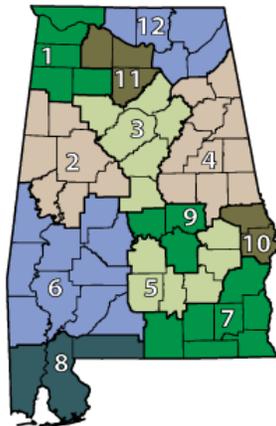
travelers are projected to have spent more than \$15.5 billion in 2018, an increase of \$1.2 billion making it a record total. While these numbers include all tourism activities and sites, studies show a historic site is often the reason tourists are in the area. In 2018, more than \$954 million of state and local tax revenues were generated by travel and tourism activities. Without those taxes, each household in Alabama would have had to pay \$507 in additional taxes to maintain current service levels. (Goal 2: Objective 2, Goal 3: Objective 4, Goal 5: Objective 1 and 3)

The U.S. Civil Rights Trail, a digital map connecting significant historical sites in the Civil Rights Movement across the U.S. launched in 2018 during the Martin Luther King Jr. holiday weekend. The trail stretches through 14 states from Topeka, Kansas through the heart of the civil rights movement in the south to Washington, DC and covers more than 130 landmarks, which represent important sites where significant events that shaped the civil rights movement occurred. The idea to create the Civil Rights trail originated from the Alabama Tourism Office and resulted in joint efforts by Georgia State University and Travel South to make the trail a national initiative. The trail is designed to offer an immersive experience into the historical landmarks, providing visitors the ability to view photos, writings and memorabilia significant to the movement.

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### **ALABAMA DEMOGRAPHICS, GROWTH TRENDS, AND WORKFORCE BROKEN DOWN BY CONGRESSIONAL DISTRICT**

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The U.S. population in 2019 was estimated at over 329 million, with Alabama ranked 24th at 4.9 million. Projections estimate Alabama’s 2030 population at 5,124,380 people of which 78 percent will reside in metropolitan areas. According to the U.S Census Bureau, the top ten fastest growing cities in Alabama are Fairhope, Chelsea, Foley, Gulf Shores, Calera, Auburn, Daphne, Athens, Madison, and Helena. The fastest shrinking cities are Selma, Eufaula, Anniston, Jasper, Pritchard, Gadsden, Hueytown, Fairfield, Sylacauga, and Center Point. Alabama has over 2.1 million workers, or approximately 58 percent of the population.

The Alabama Department of Labor statistics reported the state’s unemployment rate was 2.8 percent in October 2019. The counties with the most jobs were Jefferson, Madison, Mobile, and Montgomery. Not surprisingly, the Birmingham-Hoover area topped the list for metropolitan areas, offering more than half a million jobs. It also had the greatest share of State GDP in 2015, at nearly 31 percent.

Trends such as aging and the generational shift are having a significant impact on employers and are expected to continue influencing organizations in the future. Over the past ten years, rising millennials overtook baby boomers at the workplace in Alabama. The generational shift in the workforce follows a nationwide and global trend that has had a tremendous impact on the workplace. According to studies, millennials place more emphasis on a meaning within their jobs than previous generations, who tended to look for a meaning outside of work. Younger workers also prefer to define their own work schedule and where to live. Employers and communities that embrace this workplace transformation will have an advantage over their competitors. The top five industries with younger workers include accommodation and food service; arts, entertainment and recreation; retail trade; administration; and health care. The top five industries for older workers are agriculture, forestry, fishing and hunting; educational services; utilities; real estate; and mining/extraction.

The fastest growing segments of the state's economy in 2019 include: petroleum and coal products manufacturing; management of companies and enterprises; motor vehicle body, trailer, and parts manufacturing; plastic and rubber products manufacturing; healthcare and social assistance; and professional, scientific and technical services. With a maturing economic recovery and low levels of unemployment, the state's economy is either very close to or at full employment levels. A slowing global growth will at some point begin to exert downward pressures and constrain the state's economic growth going forward.

## TOP MANUFACTURING SECTORS IN ALABAMA

### Manufacturing of nondurable goods includes:

- Textile and Apparel Products
- Paper and Related Products
- Chemicals and Allied Products
- Plastics and Rubber Products

### Manufacturing of durable goods includes:

- Aerospace
- Construction
- Wholesale and Retail Trade Information
- Financial Activities
- Professional and Business Services
- Educational and Health Services
- Leisure and Hospitality
- Mining and Logging
- Transportation, Warehousing, and Public Utilities
- Government
- Agricultural Services, Forestry, and Fisheries and Farming

Accelerate Alabama is Alabama's strategic economic development growth plan. Between 2012 and 2015, economic development activities across Alabama attracted more than \$20 billion in new capital investment through projects creating nearly 75,000 new and future jobs. The updated plan is Accelerate 2.0 focused on sustainable growth and steering Alabama toward technology-focused, skill-based jobs to provide opportunities for Alabama's citizens. The economic development growth plan identified seven key targets: Aerospace/Aviation, Automotive, Agricultural and food products, Chemicals, Forestry product, Metals/Advanced materials, and Bioscience. Accelerate 2.0 also seeks to build on the broad engagement

that Alabama's economic development team has developed with the state's education community.

Housing development statewide shows an increase in single family residential building permits and decrease in multi-family building permits from 2017 to 2018. The highest share of new construction out of total homes sold in 2018 is in the Auburn-Opelika area followed by Huntsville and Daphne-Foley-Fairhope. Anniston-Oxford-Jacksonville, Decatur and Mobile have the lowest percentage. Historic properties in the fast-growing areas of the state are most endangered by new construction and redevelopment. Areas where new construction is slower has a higher incident of deferred maintenance and demolition of historic properties.

## **2. STATEWIDE PRESERVATION GOALS AND OBJECTIVES**

After evaluating the historic preservation climate, needs and opportunities, and responses to public questionnaires, the AHC identified goals and objectives to guide and promote preservation activities of local, county and statewide organizations across the state. The commission will pursue these goals while also encouraging their implementation by partner organizations at a regional and local level.

### **GOAL ONE: Identify, record, and evaluate the significance of Alabama's historic places and the objects, people and events related to them.**

- Objective 1: Make survey and documentation of resources associated with enslaved people and Civil Rights-related resources a priority.
  - *Complete documentation of properties associated with enslaved people, Civil Rights, and Historic Black Colleges and Universities.*
  - *Include documentation of potential historic archaeological resources associated with enslaved people, Civil Rights, and Historic Black Colleges and Universities.*
  - *Nominate to State Register and/or National Register resources associated with enslaved people, Civil Rights, and Historic Black Colleges and Universities.*
  - *Use a Statewide National Register Multiple Property Submission to promote nominations of significant resources associated with enslaved people and Civil Rights and Historic Black Colleges and Universities.*
- Objective 2: Promote and facilitate professional survey, documentation, and register programs with local government and other funding sources.
  - *Continue to make survey and National Register projects priority for funding with CLG grants and provide reduced match when feasible.*
  - *Apply for survey funds from other national and state sources.*
  - *Partner with Higher Education Institutions with public historic and preservation programs on documentation and research projects.*
  - *Nominate maritime resources in Mobile River to National Register of Historic Places.*
- Objective 3: Lead communities to update documentation of National Register districts and landmarks and store in a format useful for local planning decisions.
  - *Evaluate nominations to determine priority for updating and encourage CLGs to apply for funds to update with lower match requirement when feasible. Record properties related to under-represented communities in updated nominations.*
  - *Seek other sources of funding for updates in non-CLG communities.*
  - *Provide model format for documentation for use in local planning/Architectural Review*

- Board program.
    - *Include more content at state workshops on National Register documentation and link to local programs.*
- Objective 4: Provide field investigations, analysis, contexts, and documentation to assess significant historic sites and places.
  - *Assess level of significance of property to determine priority level.*
  - *Assess affects or changing climate on historic resources in coastal and river communities.*
  - *Consider partners in area who could provide assistance.*
  - *Schedule site visits for most efficient use of staff time and travel funds.*
  - *Support development of archaeological contexts to assist with evaluation of resources.*
- Objective 5: Continue to improve access to information about historic places using internet and digital information services provided by state agencies, local governments, and universities.
  - *Continue to locate funding for GIS based database for historic architectural resources.*
  - *Fund CLG grant requests for local digitization and mapping programs.*
  - *Digitize collection of images and plans from state architectural historian records.*
  - *Provide survey documentation to county and regional planning commissions for use in GIS systems.*
- Objective 6: Encourage federal agencies to mitigate the adverse effects of their projects through historic architectural and archaeological surveys, multiple property submissions, historic structure reports, and National Register nominations.
  - *Identify opportunities to record endangered property types*

**GOAL TWO: Expand opportunities for collaboration and partnerships between Alabama communities, state and federal agencies, organizations and heritage groups.**

- Objective 1: Use websites, social media, listservs, and emerging technology for communicating and sharing information.
  - *Continue to enhance AHC website and the use of social media to improve communications with partners. Keep policies in place to ensure good press relations and consistent message is delivered.*
- Objective 2: Hold statewide or regional workshops, participate with partner organizations' workshops, and continue current participation with partner events.
  - *Continue participation with partner organizations to encourage preservation programs and policies.*
  - *Encourage CLGs to apply for training funds to host workshops for national and statewide participation.*
  - *Participate at annual workshops for state agencies and consultants on environmental review program.*
  - *Encourage youth leadership groups to participate in meetings held in their community or county.*
- Objective 3: Develop, maintain, and disseminate preservation-based information statewide on a systematic basis to communities, partners and elected officials.
  - *Continue to provide consistent information on grant programs, tax credits, and other*

- incentives for historic preservation to all partners.*
  - *Provide reports on success of state tax credits, federal tax credits and grant programs to local and state elected officials.*
  - *Continue to provide consistent information on training and technical assistance opportunities to all partners.*
  - *Maintain and strengthen relationships with organizations using the ETF Rehabilitation grants.*
- Objective 4: Identify partners in state, community, economic development, environmental, conservation, and other sectors with complimentary missions for additional collaborative opportunities.
  - *Identify opportunities to participate with statewide preservation planning and partner activities.*
  - *Collaborate with projects using rehabilitation tax credits in addition to other tax credits or Opportunity Zone projects.*
  - *Participate with state, regional and local water assessment and planning initiatives.*
- Objective 5: Strengthen relationships with tribes to increase coordination for cultural resource programs and initiatives.
  - *Improve communication with tribal historic preservation officers.*
  - *Support tribal consultation meetings.*

**GOAL THREE: Share with the public, partners, federal and state agencies success stories of high-quality preservation projects.**

- Objective 1: Provide high level of support for historic tax incentives and state grant program to develop case studies to share with the public, local communities, media, federal and state leaders, and partner organizations.
  - *Present and publish case studies about federal and state preservation projects to promote those programs at national/state conferences, website, and social media.*
- Objective 2: Encourage innovative grant projects and provide regular reports on grant activities on website.
  - *Provide information on funded projects in newsletter, website, and social media.*
  - *Provide updates on progress of grant projects online.*
  - *Highlight projects each year to share on website and social media.*
- Objective 3: Use physical preservation options (rather than just documentation) as mitigation for impacts to historic buildings, landscapes, and sites and publicize the projects in newsletter, website, and social media.
  - *Consider rehabilitation projects when possible as mitigation.*
  - *Consider preservation easements when possible as mitigation.*
  - *Stay up to date on context sensitive solutions for projects.*
- Objective 4: Use bi-annual AHC Preservation Conference to promote Alabama's preservation success stories.
  - *Participate with partners in national/state conferences, workshops, and meetings to share success stories related to SHPO preservation programs.*
  - *Use conferences to spotlight local preservation efforts.*

- Provide state awards that spotlight preservation projects across the state.
- Use tours to highlight local preservation efforts.
- Provide information to local and state media, AHC newsletter, website, and social media.

**GOAL FOUR: Develop and maintain the data systems necessary to track, record, and protect historic and archaeological resources and to share information with constituents in useful format.**

- Objective 1: Continue to support the archaeological records database maintained by University of Alabama at Moundville Office of Archaeological Research as state repository and ensure access for qualified professionals.
  - *Transfer all Cultural Resource Assessments related to be Environmental Review to be integrated into existing archaeological site file and cultural resource database.*
- Objective 2: Maintain and improve GIS based database for historic architectural resources.
  - *Continue to assess software and storage capacity needs and funding for implementation.*
  - *Explore and meet with possible funding sources to determine available levels of assistance.*
  - *Use Internships with local colleges and universities to assist with scanning and plotting historic site information.*
  - *Provide CLG's grants to enter their local historic survey data into local or statewide GIS system.*
- Objective 3: Expand online offerings to constituents including grant applications, grant reporting, review and project tracking of environmental review projects under Section 106, workshop, and conference registration.
  - *Provide software and technical assistance to convert forms into online applications.*
  - *Make necessary revisions and updates to forms before posting online.*
  - *Research online registration programs and determine application for agency use.*
- Objective 4: Add training videos, program information, and other useful tools for partners and public to website.
  - *Encourage CLGs to develop video using grant funds for local and AHC websites.*
  - *Provide information and contacts for AHC partners to develop video or other training information on their website.*
  - *Provide online training programs to help local preservation commissioners meet annual training requirements.*
- Objective 5: Maintain technical assistance materials and make available to public on website.
  - *Maintain hard copy of NPS documents and other materials on preservation techniques and programs.*
  - *Provide links to NPS website and other quality online resources.*
  - *Improve visibility of Handbook for Owners of Historic Properties Homeowners and other technical assistance information on agency website.*
  - *Add information on historic materials to the website section: Preservation Tools/historic houses.*
- Objective 6: Continue to digitize existing and new historic architectural files and plot their locations in AHC's GIS.

- Continue sorting and archiving legacy data including images and plans with statewide significance.
- Identify images and plans for properties with statewide significance that are in storage at the Alabama Department of Archives and History.
- Provide link to AHC's GIS database on AHC website.

**GOAL FIVE: Foster the belief that historic places enrich our lives, strengthen Alabama's communities, and promote economic development.**

- Objective 1: Serve as a resource to help communities, organizations and tribes tell Alabama's stories and support heritage tourism.
  - *Continue to provide communities with information on their National Register listed properties with assistance from partners.*
  - *Continue to provide information from multiple property submissions and thematic studies to communities with related resources and encourage them to nominate properties to the National Register.*
- Objective 2: Educate public about Alabama's historic places, why they matter, and ways to use and protect them.
  - *Continue to spotlight Archaeology Month each October.*
  - *Continue to hold archaeology meetings and forums with assistance from partners.*
  - *Continue to hold Black Heritage Council forums with assistance from partners.*
  - *Continue to hold CLG workshops with assistance from partners.*
  - *Provide notice to state and local elected officials about forums and workshops in their districts.*
  - *Utilize AHC sites to connect community members with historic preservation programs.*
  - *Use interpretive programming at historic sites managed by AHC for visitors and community members to forge meaningful connections with a variety of historic resources to understand why historic places matter and are worth preserving.*
  - *Collaborate with living historian and other community groups to further education the public about Alabama's rich history.*
  - *Increase users on website and social media to spread news on preservation success stories.*
  - *Commemorate anniversaries and events important to Alabama's heritage.*
- Objective 3: Promote preservation of historic resources as an economic and community development tool.
  - *Participate with statewide preservation planning and partner activities.*
  - *Meet with ADECA and regional planning commissions to determine ways to channel funds into housing rehabilitation projects and fewer demolition projects.*
  - *Encourage CLGs to collaborate on grant project for property value study in local historic districts.*
  - *Publicize NR and survey information with regional planning commissions and communities.*

- Objective 4: Encourage recognition of eligible individuals/groups for preservation award programs at local, state, and national level to recognize exemplary projects, people, and organizations involved in heritage and historic preservation efforts.
  - *Provide information on national and state awards programs to partners and constituents on website and to media.*
  - *Encourage partners to nominate eligible groups and individuals for their awards programs, especially school and youth groups.*
  - *Nominate eligible groups and individuals for awards presented in conjunction with joint meeting of the Alabama Historical Commission, Alabama Historical Association, and the Alabama Trust for Historic Preservation.*

**GOAL SIX: Support and facilitate incentives and be a proponent for regulatory methods to protect cultural resources.**

- Objective 1: Work with partners and communities to expand the use of state and federal tax credits to cultivate rehabilitation projects in smaller communities.
  - *Provide information and presentations on tax credit programs.*
  - *Present information on tax incentive programs at partner workshops.*
- Objective 2: Provide information on local incentives to revitalize downtowns and neighborhoods.
  - *Provide information on state and federal tax credit programs.*
- Objective 3: Provide information on easements for historic properties, rural landscapes, and archaeological sites.
  - *Provide preservation easement information.*
  - *Provide monitoring of existing easements.*
- Objective 4: Develop training opportunities on incentives and regulations for agency staff and consultants involved with Environmental Review program, local building officials, design professionals, building trades representatives, and developers.
  - *Provide presentations at meetings provided by partners.*
  - *Provide training on climate impacts to historic properties and promote programs like AlabamaSAVES to promote energy efficiency.*
- Objective 5: Support enforcement of state and federal laws to protect archaeological sites, maritime resources, and cemeteries.
  - *Continue support of and participation with advisory boards and interest groups.*
  - *Provide information on significance of sites and resources to assist enforcement efforts.*
  - *Monitor Clotilda site and develop a plan for permanent protection and interpretation.*
- Objective 6: Assist communities with local preservation ordinance development and passage to ensure quality local preservation planning programs.
  - *Review local ordinances for compliance with state code and CLG program requirements.*
  - *Provide peer mentors for local HPC members and/or city staff who are developing local ordinances and preservation programs.*
  - *Include community contacts from all interested towns in mailing list on workshops and*

*training opportunities.*

- Objective 7: Provide information and notification to communities and partners about state and national grant programs for historic preservation.
  - *Use newsletter, website, and social media to notify eligible applicants and to promote grant programs.*
  - *Provide high level of management and staff assistance to grantees to ensure quality projects.*
  - *Provide success stories from grant programs and share with state and local leaders and in newsletter, website, and social media.*

### **3. CULTURAL RESOURCES PRIORITIES AND ASSESSMENT**

Threatened cultural resources exist statewide due to development, re-development, and lack of economic uses for rural properties. Many small towns have wonderful historic downtowns and neighborhoods, but jobs and opportunity have pulled population away. Churches, farms and other rural resources once supported by a large population are now often neglected and not maintained. The five most critical problems or threats to historic properties are demolition by neglect, property owner apathy, public lack of awareness or interest in historic properties, lack of economic incentives to rehabilitation, and inadequate funding for historic preservation activities.

Continued efforts by state agencies to bring economic opportunities back to rural Alabama include broadband initiatives, work force development, leadership programs, and ways to market rural assets to tourists and investors. The state preservation tax credit gives rural resources a priority to encourage re-investment. Local groups raise funds and use grants to restore downtown theatres, water towers, storefronts, and other local assets.

Population growth in Baldwin County, Lee County, Madison County, Shelby County, and the greater Birmingham area places pressure on historic areas to redevelop and lose their distinctive character. Historic districts are pressured to allow new housing that is often out of scale and character with the historic integrity of the neighborhood. Protected historic districts become denser as property owners add large garages, small apartments and other structures on their lot.

New growth, infrastructure projects, and redevelopment also can affect archaeological resources. The AHC is involved with assessments of sites using federal funds, but the state, local and private development are not monitored. Local tribal contacts and THPOs work with AHC staff on the Section 106 review process to have a voice in the treatment and protection of significant sites.

#### **Evaluating Cultural Resources**

The National Register of Historic Places criteria set standards for properties to achieve local, state, or national significance. The Alabama Register of Landmarks and Heritage recognizes properties of local significance that may or may not meet National Register standards. By using national, state, or local criteria, communities can identify important landmarks, neighborhoods, archaeological sites, and commercial districts and provide protection. Protection can come in the form of a local preservation ordinance, public acquisition and maintenance or other methods.

Historic contexts are documents that organize information about related cultural resources to provide a basis for evaluation. Evaluating cultural resources within their historic context supports preservation

planning and research activities, decisions and actions. Historic contexts combine a historical theme, geographic area, and time period to create subsets of cultural resources for evaluation. Upcoming historical contexts related to the enslaved dwellings in Alabama, Montgomery MFDF, and county wide surveys of Geneva, Houston, and Henry Counties with context will continue to offer resources in the underrepresented communities.

The Commission staff uses historic context information daily when evaluating properties for the National Register eligibility, reviewing federal projects for their effect on historic properties or managing grant funds. Local organizations can use contexts to make decisions about neighborhoods and districts to survey, appropriate protection or mitigation measures, and in selecting endangered or neglected property types that deserve a public education campaign. In archaeology, historic contexts also provide a direction for research and data recovery projects.

### **Historic Downtowns**

Alabama's historic downtowns face challenges from redevelopment, disinvestment, thoughtless demolition, and neglect. Many of Alabama's communities located in the Black Belt have outstanding National Register listed downtowns, but small local economies make preservation and reuse a challenge. The major cities of Mobile, Montgomery, Birmingham and Huntsville, and many smaller communities like Opelika, Monroeville, Magnolia Springs, and Foley have local preservation commissions and tools to regulate downtown development. The reestablishment of the statewide Main Street program (<http://www.mainstreetalabama.org/>) in 2012 provides support for business development and local organization in 23 Designated Communities and 31 Network Communities. The Main Street program uses a four-point approach through organization, promotion, design, and economic vitality. This program is vital to help Alabamians maintain and rehabilitate downtowns since they represent the heart of many communities and are a factor in successful business and industrial recruitment.

The National Register defines historic districts as "a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development." While the individual buildings and elements of the district contribute to the significance, the district is also important for the overall grouping. Districts can include a variety of property types that have a demonstrable relationship. For example, an industrial mill site could be included in the residential mill district. Alabama has 355 historic districts listed on the National Register including entire communities, neighborhoods (see "Neighborhood" on page 21), central business districts, industrial areas, educational complexes, parks, farms, military installations, rural settlements, and prehistoric communities.

As of 2019, Alabama has 92 buildings with a historic commercial use individually listed on the National Register and over 5000 buildings within National Register listed commercial historic districts. These buildings are generally located in towns and cities; although rural areas contain "crossroads" stores and other isolated commercial structures. Out of the 460 municipalities in Alabama today, only about 95 have documented and listed their downtown commercial district on the National Register. Some of these areas have experienced significant change and may not be eligible for listing on the National Register, but many towns continue to enjoy their historic buildings, sidewalks, parks, and "Main Street" environment.

Most early commercial structures were constructed of wood, not brick. Masonry structures eventually prevailed in towns and cities with only occasional exceptions. Fires spread easily in these dense areas and brick was a more resilient material. Some rare examples of wood commercial structures can be found today in rural areas.

Most historic commercial areas consist of one and two-story brick buildings with large storefront windows and bulkheads of wood or stone. Two-story buildings often had living quarters upstairs. Public buildings and structures such as churches, city halls, county courthouses, water towers and libraries are also included in these historic districts. Twentieth century industrialization in the textile and iron and steel industries led to more dramatic multi-story buildings, largely confined to Birmingham and major cities, but also yielding pinnacles of tall buildings in towns as small as Andalusia and Dothan. Examples include the four steel-framed skyscrapers that make up the National Register listing, The Heaviest Corner on Earth, in Birmingham, and the six-story First National Bank Building in Andalusia which is located in the Wiregrass and not nearly as populated as other cities where you would find multi-story buildings.

## **Cemeteries**

These resources include small family plots often associated with a historic house or house site, church graveyards, and large municipal cemeteries. Maintaining these resources is difficult due to their remote locations, disconnection from churches or families who provided maintenance in past, neglect by owners, and unawareness of cemetery locations or their true boundaries. The fragile nature of the grave markers, fences, and other landscape features makes them vulnerable to extreme weather conditions. Since the establishment of the state cemetery survey in 2003, 862 cemeteries have been documented and included in state survey files. As the AHC and other governmental agencies map these locations, better decisions can be made on where to develop. These resources can be used as a component to a regional or local tourism program.

Historic cemeteries are classified as historic sites and typically listed in the National Register for the architectural and historical value of the funerary art. Many municipal and family cemeteries are included in National Register Historic Districts. Some notable examples are Magnolia Cemetery in Mobile, Live Oak Cemetery in Selma, and Maple Hill Cemetery in Huntsville. Most cemeteries in Alabama are not deemed eligible for the National Register and this presents a danger to the visual effects that are undertaken during the Section 106 process. However, Alabama has the Alabama Historic Cemetery Register which offers preservation through documentation for those cemeteries that are not deemed eligible.

## **Neighborhoods**

The health of residential historic districts is strongly related to the economies of their communities. The Decatur, Florence, Huntsville, Mobile, and Opelika areas have well-maintained historic neighborhoods representing a diverse sample from different socio-economic classes. The high-style buildings in Huntsville's Twickenham Historic District, home to state and local leaders, and the worker's housing in the Dallas Mill Village provide a more complete representation of how Alabamians lived historically and how these properties can continue to be relevant in the current residential real estate market. Mobile, Montgomery, and Birmingham metro areas are also experiencing growth and have active preservation efforts in neighborhoods and downtown living. Mid-sized municipalities like Selma and Opelika also encourage downtown living developments. However, too many of Alabama's residential historic districts face challenges due to neglect and many times demolition is the only solution used. Local governments are encouraged to consider rehabilitation of vacant houses before demolition. Several of Alabama's National Register neighborhoods with local design review control have updated their nominations since 2014 and show little change in buildings contributing/non-contributing status. Local designation programs continue to provide the best protection for local historic neighborhoods.

In Alabama, about 35,645 residential buildings are listed on the National Register, including the individual listings and houses within historic districts. This number also includes structures associated with residences, such as outbuildings and garages. More houses should be evaluated and listed as individually significant or as part of a residential historic district to document these historic places.

Historic houses comprise most National Register listings both as individual properties and within residential districts. The greatest concentrations are in urban areas. However, because Alabama was an overwhelmingly agrarian state in the 19<sup>th</sup> century, some of the earliest and most rare and significant dwellings or dwelling concentrations are in rural areas. These early territorial period or settlement-period typologies reflect the influence of the older seaboard states. Some ethnic influences occur, especially associated with European immigration in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries.

Wood has traditionally been the building material for domestic architecture. Brick was much less common and confined to areas where the soils were conducive to making brick. Stone was very rarely used, especially in the early period, except for foundation, porch supports, and chimney construction. As mass materials, such as textured block, became available in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, their use and brick for home construction became more common.

The single-family detached house is most common. Multi-family apartment complexes are generally contained within urban areas such as Mobile and Birmingham.

The AHC has developed historic contexts on various house types and styles including the I-House property type, Tidewater Type House, Gothic Revival style, and commercial low-rise and high-rise buildings.

Other distinctive house types in need of in-depth studies include mill housing and publicly initiated housing efforts from the early 20<sup>th</sup> century, enslaved dwellings, tenant houses, and other vanishing rural dwellings including small early 20<sup>th</sup> century bungalows that line the state's highways. Housing from the post-WWII period needs evaluation and consideration for National Register listing. CLG grants are used to survey and list mid-century neighborhoods to the National Register with major interest from Huntsville, aka the Rocket City. The AHC has also updated many district nominations and the period of significance to include mid-century properties. The trend to not see these buildings and neighborhoods as historic or worthy of preservation is an ongoing problem as we see the 50-year mark for National Register consideration change each year. We are hopeful to see an increase in the documentation of these mid-century neighborhoods, especially African American neighborhoods that were constructed during the height of Jim Crow. A great example is Edmonton Heights in Huntsville. It was constructed in 1959, specifically for African American's.

## **Architectural Styles**

Historic buildings depict a wide variety of architectural styles and modes, from the simplest of shelters to sophisticated constructions expressing self-conscious design concepts. Chronologically, academic or "high" styles in Alabama began with the Federal period of the early 19<sup>th</sup> century, with subsequent examples of most other major stylistic trends up to the present day. Updated from time to time in order to keep abreast of popular taste, some buildings are significant precisely because they display a succession of changing architectural styles.

In addition to mainstream styles, Alabama also has a rich vein of folk or vernacular architecture that merits attention in the survey process. These buildings enhance our understanding of ordinary Alabamians. Many rural farming families, as well as city dwellers, did not leave diaries and written records of their life. Studying their houses and environments allows us to understand their lifestyle and contributions to our history.

Many buildings, especially those classified as folk or vernacular in origin, reflect specific regional trends or distinctive local interpretations of mainstream architectural styles. This is particularly true of buildings dating from the early and mid-19th century, before enhanced transportation and communication led to greater architectural conformity from region to region and place to place.

Industrial and agricultural buildings are generally more utilitarian and traditional in design. Expression of style, if present at all, is confined to the most superficial detailing.

In Alabama, major stylistic categories include:

Folk Housing/Vernacular	Classical Revival
Federal Beaux Arts/Classicism	Greek Revival Georgian Revival
Italianate	Gothic Revival
Tudor Revival	Craftsman
Queen Anne	Art Deco
Victorian	Moderne
Romanesque	Minimal Traditional

### **Rural, Urban and Cultural Landscapes**

Alabama's agricultural roots still dominate many areas of Alabama with their arrangement of fence lines, outbuildings, barns, homesteads, and fields. Slowly, more fields are being converted to new commercial or residential development and the buildings deteriorate into ruins. From 1982 to 2019, Alabama lost 1,257,000 acres of undeveloped land as housing, commercial development and infrastructure development occurred. A multiple property nomination form on Alabama's agricultural history provides context and information on the property typology to assist with documentation.

Staff and partners are investigating cultural landscapes associated with the state's African American, Native-American, and Asian-American communities. Research on the Trail of Tears route identified locations of camps and events. Many groups are working toward the protection of the remaining landscape features to document the trail and experience of these Native-Americans. Landscape features associated with the Selma to Montgomery March All- American Road and Scenic Byway have been identified. Bayou La Batre and Hobson City are two examples of non-traditional historic districts where landscape features and building development patterns are the focus instead of architecture.

Landscapes are also present as city plans in urban areas; courthouse squares in small towns; and traditional cultural places. These environments create a physical structure within Alabama that many take for granted. With development and changing land use patterns, these environments are highly threatened.

Agricultural production pre-dominated the early economy of the state resulting in a landscape of agricultural fields and fences, houses and other farming structures. Many houses listed for their architectural qualities also have agricultural associations. The Black Belt and Coosa and Tennessee valleys have fine concentrations of early to mid-19th century agricultural complexes, but every region has representative examples from the

19<sup>th</sup> and 20<sup>th</sup> centuries.

Landscapes can be defined as a composition of spaces defined by topographical or cultural characteristics that serve as a background for human existence. They can be the two-dimensional structured environments discussed in an earlier section or designed public parks. Thirteen properties listed on the National Register in Alabama include landscape architecture as a historic feature. While these cultural resources appear across the state, formal designed landscapes are concentrated in urban areas.

### **Archaeological Sites**

Construction and development, a lack of resources for surveys on state-owned land, television shows promoting looting, and destructive relic hunting are just some of the issues affecting archaeological resources in Alabama.

Staff participates in many annual outreach events including Frontier Days at Fort Toulouse and Alabama Archaeological Society events. The AHC has conducted archaeological excavations and outreach at the site of Alabama's first statehouse at Old Cahawba Archaeological Park, which successfully located the foundation of the building that collapsed in 1833. Archaeological staff participated in laboratory work and curation of materials at Fort Toulouse.

In conjunction with the National Park Service, National Geographic Society, Smithsonian Institute, Slave Wrecks Project, Diving with a Purpose, and the AHC's Black Heritage Council, the AHC successfully completed a maritime archaeological survey locating the remnants of *Clotilda*, the last known slave ship to bring enslaved Africans to North America. The same survey located two Civil War-period ironclads and discovered a maritime ships' graveyard. The AHC is working toward National Register listings for these maritime sites and a National Historic Landmark nomination for the *Clotilda*.

### **Prehistoric and Historic Archaeological Sites**

Archaeological resources exist in a multitude of forms, ranging from Indian camps and mounds to Antebellum plantations, iron foundries, and shipwrecks. Alabama's prehistoric and historic past can be divided into six developmental units or stages; Paleo-Indian, Archaic, Gulf Formational, Woodland, Mississippian and Historic. The criteria for defining stages are essentially technological and economic referring to changes in artifact traditions and subsistence technologies. The periods also reflect social and political organizations and developments. Alabama's prehistory is best understood when framed within these developmental units that spanned the entire Southeastern United States.

Archaeological sites contain features, materials, and remains that provide information about past human activity when studied in the proper context. Sites should be respected and preserved in as intact condition as possible. Removal of artifacts and destruction of contexts decreases the potential for information recovery. The state archaeological database contains information on more than 31,374 sites. Most of the recorded sites are from the prehistoric period.

Maritime resources including historic vessels and shipwrecks help define Alabama's role in colonial settlement, development of trade, exploration, national defense, and territorial expansion. Alabama's extensive river system provided an important transportation and trade route during the state's development. A shipwreck, any vessel that has foundered, stranded or wrecked, may be listed on the National Register as a structure or a site depending on the integrity of the vessel components. Vessels are

classified as structures since they are made up of interdependent and interrelated parts in a definite pattern of organization. In Alabama, these resources are found in Mobile Bay and navigable waterways. The *USS Alabama*, *USS Drum*, *USS Tecumseh*, and *Montgomery* are four vessels listed on the National Register. A National Register nomination of the *Clotilda* and other related submerged vessels is underway. Lighthouses are structural maritime resources and the Sand Island, Middle Bay and Mobile Point lighthouses enhance Alabama's coastal waters.

The AHC continues to develop archaeological contexts related to the major developmental stages and geographic regions of the state. The context information allows researchers and interpreters to understand how specific sites and artifacts relate to early Alabama culture. Information from historic period sites provides information the AHC may not learn from written records or other sources to give us a more complete picture of Alabama's history.

In coordination with the University of Alabama, staff participated in the planning and initiation of the Alabama Indigenous Mound Trail, a driving tour of prehistoric mound sites in the state. At the site of Alabama's first statehouse, Old Cahawba Archaeological Park, staff conducted excavations and public outreach.

Staff also works with the federally recognized Indian Tribes with cultural resource interest in Alabama -- Absentee-Shawnee Tribe; Alabama-Coushatta Tribe of Texas; Alabama- Quassarte Tribe of Oklahoma; Cherokee Nation; Chickasaw Nation; Choctaw Nation of Oklahoma; Coushatta Tribe of Louisiana; Eastern Band of The Cherokee Nation; Eastern Shawnee Tribe of Oklahoma; Kialegee Tribal Town; Mississippi Band of Choctaw Indians; Muscogee (Creek) Nation; Seminole Nation of Oklahoma; Seminole Tribe of Florida; Thlopthlocco Tribal Town; Tunica-Biloxi Tribe of Louisiana; United Keetoowah Band of the Cherokee Indians in Oklahoma; Jena Band of Choctaw Indians. Alabama has one federally recognized Indian Tribe with trust lands within Alabama, the Poarch Band of Creek Indians.

## **Industrial Buildings**

Since 1996, Alabama has partnered with the Alabama Trust for Historic Preservation to compile an annual list of Alabama's most endangered places. The Places in Peril program has listed cotton gins and grist, cotton, saw, and textile mills, historic theaters, Rosenwald Schools, and cemeteries as some of Alabama's most threatened properties. Resources related to the iron and coal industry are also vulnerable to neglect and redevelopment. Implementing redevelopment plans using these resources as an asset has been successful in downtown Montgomery and Birmingham. A few historic mills and gins are used as local recreation and tourism sites like Lowe Mill in Huntsville. Industrial properties are also in remote locations that can limit redevelopment opportunities. Textile mill villages and manufactories are well- documented in the state and rehabilitation efforts are underway in Prattville for a manufacturing complex using the federal and state tax credits. Two mills in Opelika were destroyed by fire and the AHC is working to save some remnant features. More than 65 historic industrial buildings in Alabama are listed on the National Register. Traditional early industrial endeavors such as grist and sawmills were common in the 19<sup>th</sup> century but few remain extant. Archaeologists have identified many early mill sites that deserve further study. Industrial complexes based on the cotton economy date from the mid-19<sup>th</sup> century, such as the Daniel Pratt Gin Company in Prattville and Tallassee Mills in Elmore County. Late 19<sup>th</sup> and early 20<sup>th</sup> century cotton and textile mills are concentrated in the eastern piedmont region, but the industry found expression in small towns across the state as alternatives to hydroelectric power became available. Coal and iron formed the basis for late 19<sup>th</sup> and early 20<sup>th</sup> century industrial strength and a fine collection of blast furnaces, factories and villages remain in the greater Birmingham area. Early remnants of the industrial buildings exist primarily as structures and

archaeological sites. Nitrate and early power facilities along the Tennessee River form another focus of industrial strength. Development of Redstone Arsenal in the 1950s led to the Huntsville area becoming the nerve center for research and development of missile systems and high-tech industries.

### **Community Buildings**

School buildings are one of many community buildings that serve the people, such as local government, religious groups, and civic groups. The size of the town will dictate the size and amount of these buildings. Generally, every town contains a school, government building such as city hall or county courthouse, churches and civic halls. Other types would be a depot, jail, library, post office, and armory. These buildings vary in style, size, and building materials. They are generally the larger buildings in the community and serve as landmarks.

Statewide efforts documenting historic African American schools led to a statewide interest in Rosenwald Schools. Shiloh Rosenwald school in Notasulga, Macon county, dedicated museum exhibits on the history of Rosenwald schools and the national syphilis study associated with the school and grounds. African American high schools built prior to *Brown vs. Board of Education* are another group of structures important to Alabamians. Interest in listing these properties on the Alabama and National Registers and efforts to use as community centers has increased in the past five years. The AHC has listed several Equalization Schools from the time period between *Brown v. Board of Education* and desegregation on the Alabama Register of Landmarks and Heritage. These schools produced many local leaders, educators, and athletes and continue to be important landmarks in their communities.

### **Modern Buildings**

The Frank Lloyd Wright designed Rosenbaum House in Florence is one of the best known modern residential structures in the state and is the only Wright designed house in Alabama. The city of Florence operates it as a local historic house museum. A thematic nomination of Lustron Houses listed houses built from 1946 to 1950 on the National Register. The AHC is documenting and listing more post-World War II and mid-century resources with a focus on Huntsville and the development occurring during the Space Race. Ranch style houses and mid-century properties with integrity are being documented as contributing in historic districts and protected by local review boards. Edmonton Heights and McThornmor Acres in Huntsville and McFarland Heights in Florence are recently nominated National Register districts documenting mid-century historic housing.

The Isle Dauphine Club located in Dauphin Island was listed on the National Register in 2017 as an example of modern style designed by Mobile architect Arch R. Winter. Mobile is interested in surveying more of Winter's work to document more mid-century resources. The nomination states its design is unparalleled in Alabama during the period of significance.

## **4. STATE PLANNING INITIATIVES AND PARTNERSHIPS**

### **Statewide Planning Initiatives**

The goal is to strengthen those bonds through closer collaboration with the state's seven research universities and two major research organizations.

On March 28, 2018, Governor Kay Ivey signed the Alabama Broadband Accessibility Act. The purpose of the Act is to encourage high-speed broadband services in unserved, rural areas of Alabama to promote economic development, to improve education, to enhance health care, and to support emergency services. Expanding these services will make rural communities a more feasible location to develop economic opportunities and re-use historic properties.

The Opportunity Zones program is a new alternative economic development program established by Congress in the Tax Cuts and Jobs Act of 2017 to foster private-sector investments in low-income rural and urban areas. The program provides a federal tax incentive for investors to use their unrealized capital gains into Opportunity Funds dedicated for investing in the designated Opportunity Zones. This program can be part of a preservation tax credit project. Opportunity Alabama (OPAL) is a 501(c)(3) non-profit dedicated to bringing capital to Alabama's distressed communities. AHC staff works with OPAL to provide information on state and federal rehabilitation tax credit programs.

The State Emergency Management plan requires all state agencies to provide logistics management and resource support to areas affected by extreme weather conditions or other environmental emergency. The Department of Interior is a partner listed on the current statewide emergency management plan and the AHC will request to be a signatory on the next update. The AHC can provide resource assessment and short-term management planning for affected cultural resources. Improving response time and delivering assessments in a timely manner is necessary to improve treatment of affected resources. The AHC is working with FEMA, the Alabama Emergency Management Agency, and participating tribes to update a Programmatic Agreement to stipulate roles and responsibilities, exempt certain Undertakings from Section 106 review, establish protocols for consultation, facilitate identification and evaluation of historic properties, and streamline the assessment and resolution of adverse effects. The agreement document should be complete in the spring of 2020.

### **Statewide Sustainability Initiatives**

The Alabama Department of Economic and Community Affairs (ADECA) offers the state's first and only energy revolving loan program for existing industries - AlabamaSAVES. The program provides financing for commercial and industrial energy-efficiency and renewable- energy projects in Alabama and is administered by Abundant Power Solutions, LLC. Its mission is to support energy efficiency, renewable energy and alternative fuels across Alabama.

In the coming decades, the EPA predicts Alabama will become warmer, and the state will probably experience more severe floods and drought. Unlike most of the nation, Alabama has not become warmer during the last fifty years. But soils have become drier, annual rainfall has increased in most of the state, more rain arrives in heavy downpours, and sea level is rising about one inch every eight years. Changes in climate will increase damages from tropical storms, reduce crop yields, harm livestock, increase the number of unpleasantly hot days, and increase the risk of heat stroke and other heat-related illnesses. Tropical storms and hurricanes have become more intense during the past twenty years. Although warming oceans

provide these storms with more potential energy, scientists are not sure whether the recent intensification reflects a long-term trend. Nevertheless, hurricane wind speeds and rainfall rates are likely to increase as the climate continues to warm.

Whether or not storms become more intense, coastal homes and infrastructure will flood more often as sea level rises, because storm surges will become higher as well. Rising sea level is likely to increase flood insurance rates, while more frequent storms could increase the deductible for wind damage in homeowner insurance policies. Many cities, roads, railways, ports, airports, and oil and gas facilities along the Gulf Coast are vulnerable to the combined impacts of storms and sea level rise. People may move from vulnerable coastal communities and stress the infrastructure of the communities that receive them. Alabama has seen this over the past few years with Hurricane Michael, which caused widespread damage in the Wiregrass. Many of the small and rural places in Alabama are unequipped to save historic resources before or after a storm and this makes documentation harder as the years go by.

The “2017 Alabama Surface Water Assessment Report” analysis show considerable increases in water consumption can be sustained. Water availability may be related to limitations of existing local or regional water supply systems including reservoirs, wells, and pipelines. It concludes the need for continued funding support to analyze data and meet the current and future demands. The Alabama Rivers Alliance advocates for a comprehensive water management plan to meet future needs. The preservation community should participate in state and national workshops to understand how water and climate issues will affect cultural resources. As one stakeholder commented, “Water centered tourism is a driving force of many local economies and lowered water levels and flow rates will hurt some local economies severely.” Many communities enjoy a recreation-based economy dependent on water that supports a historic downtown district like Mobile, Selma, Guntersville, Eufaula, and Foley.

### **State and Local Historic Preservation Programs and Partners**

- **Alabama Historical Association**

Founded in 1947, is the oldest statewide historical society in Alabama. This group supports local historical societies and researchers with a quarterly journal and other publications and annual events. Many Alabama communities or counties established not-for-profit historical societies to support local heritage events, museums, and restoration projects. In the 1950s, the AHA began sponsoring a historic marker program to designate the location of important places, events, and people. The AHC refers requests for markers not commemorating an extant historic place to the AHA staff at the Alabama Department of Archives and History. The AHC partnered with the AHA and Alabama Trust for Historic Preservation for the 2018 statewide conference and plan to continue joint meeting every other year. Website: <https://www.alabamahistory.net/> (Goal 2: Objective 2 and 4, Goal 3: Objective 4))

#### **Maritime Heritage Program**

Works to protect maritime archaeological sites in Alabama waters and to advance awareness and understanding of the role of maritime affairs in the history of Alabama. Through leadership, assistance, and expertise in maritime history, preservation, and archeology the AHC assists to interpret and preserve Alabama’s maritime heritage by maintaining inventories of historic maritime properties, providing preservation assistance through consultation, educating the public about maritime heritage, and co-issuing and monitoring permits for maritime archaeological investigations in Alabama waters. Website: <https://ahc.alabama.gov/maritimeheritageprogram.aspx> (Goal 1: Objective 2, Goal 6: Objective 5)

- The Maritime Advisory Council**

Advises the AHC on topics relating to maritime archaeology and history. The council meets quarterly and advises the AHC on such topics as permits for investigating shipwrecks and underwater archaeological sites, lighthouses, maritime history, and riverine history. The 1999 Alabama Underwater Cultural Resources Act protects Alabama's submerged cultural resources that are embedded in Alabama's waters. To be considered a protected cultural resource, a site must meet all three of the following criteria: on submerged land belonging to the state; eligible for or listed in the National Register of Historic Places; and unclaimed for more than 50 years. This law is only concerned with things made by humans, it does not address natural resources such as gold dust, logs, cants, or sunken logs that are not a part of a shipping vessel or archaeological site. Natural items are the concern of the Alabama Department of Conservation and Natural Resources. Fossils are not cultural resources and are not protected by this law. Website: <https://ahc.alabama.gov/maritimeheritageprogram.aspx> (Goal 1: Objective 2, Goal 6: Objective 5)
- Black Heritage Council (BHC)**

In 1984, the Alabama Historical Commission created the BHC to advocate for and advise the Commission on the preservation of African American historic places in Alabama. At the time of its founding, the BHC was the first African American advisory council of a state historic preservation office created in the country. In fact, the first members of the Black Heritage Council, including the Chair Emeritus and Founding Member Louretta Wimberly, assisted other states with setting up similar advisory councils. The primary mission of the BHC is to advocate for the preservation of African American historic places in Alabama. The BHC includes a 21 all-volunteer board which consists of members throughout the state and representing public and educational institutions. The Council has played a key role in assisting communities throughout the state to document, interpret, preserve and promote African American historic places like the Selma to Montgomery National Historic Trail, the Town of Hobson City, First Baptist Church in Selma and many others. Website: <https://ahc.alabama.gov/blackheritagecouncil.aspx> (Goal 5: Objective 2)
- Main Street Alabama**

Began in 2009 and incorporated in 2010 to serve as the state coordinator of the Main Street program. It follows a 30-year-old model for community revitalization that has seen great success nationwide. A nonprofit organization, Main Street Alabama stresses public-private partnerships, broad community engagement, and strategies that create jobs, spark new investment, attract visitors, and spur growth. Main Street builds on the authentic history, culture, and attributes of specific places, to bring sustainable change. The statewide program has 23 Designated Communities and 31 Network Communities. The organization has a strong board and a growing staff to help Alabama downtowns be successful and prosper. Website: <http://www.mainstreetalabama.org/> (Goal 2: Objective 2 and 4, Goal 3: Objective 4)
- Alabama Department of Travel and Tourism**

Is an important partner to the AHC. They provide information on the many events, festivals and tours provided by towns, cities, counties and groups and promote the state's house museums and historic military parks. Thirty communities held walking tours in April 2018 showing over 38,000 people their interesting historic properties and telling their stories. Various statewide tours are promoted bringing people to Alabama's historic sites and towns. Their thematic tourism trails have been successful in linking together related sites whether physically or conceptually. Tourists can explore trails based on Civil Rights Museums, Food, Bar-be-que, Birding, Hank Williams, Garden,

Scenic River, Chief Ladiga and Robert Trent Jones Golf Courses. The state of Alabama partnered with 14 other southern states on the U.S. Civil Rights Trail to guide local, national and international tourists. Website: <https://alabama.travel/> (Goal 2: Objective 2 and 4, Goal 3: Objective 4, Goal 2: Objective 1)

- **Alabama Archaeological Society**

Organized in 1954, the promotes informed archaeological studies and the preservation of southeastern historic and prehistoric archaeological sites. AAS members participate in surface scouting, site mapping and reporting, artifact analysis, documentation, and the excavation and preservation of archaeological sites. Working closely with archaeological scholars, the society and its members assist with archaeological digs, report site information, and provide financial support through scholarships and grants. Membership benefits include the *Stones & Bones* newsletter, the *Journal of Alabama Archaeology*, opportunities to work on archaeological digs, field trips to archaeological sites, and semi-annual state meetings. The Alabama Archaeological Society summer and winter state meetings provide opportunities to meet and mingle with archaeologists and artifact collectors working throughout Alabama. Currently, AAS chapters include Troy, Cullman, East Alabama, Muscle Shoals, Huntsville, Birmingham, Southwest Alabama, and Coosa Valley. The Alabama Archaeological Society is a nonprofit organization chartered under state of Alabama laws. Website: <https://alabamaarchaeology.org/> (Goal 4: Objective 1)

- **Alabama Trust for Historic Preservation**

Originally founded as the Alabama Preservation Alliance in 1988, renamed the Alabama Trust for Historic Preservation in 2006, provides historic preservation-minded citizens a stronger voice in communities throughout Alabama; it is the public voice for saving Alabama's historic places. The group is allied with the National Trust for Historic Preservation. The programs and services of the Alabama Trust includes preservation-focused workshops, public advocacy training, and trips to historic sites to raise awareness of Alabama's cultural heritage – both its built assets and natural sites of historic importance. The Alabama Trust serves as an information source and network for local preservation organizations and the individuals they represent. With the Alabama Historical Commission (AHC) and the Alabama Historical Association, the Alabama Trust's annual sponsorship of the Alabama Places in Peril listing has resulted in the protection of many significant buildings and sites. Partnering with the AHC, the groups co-sponsor a biennial Alabama Preservation Conference and, with the Alabama Department of Archives and History, an annual one-day Preservation Roundtable. Print, web and social media publications of the Alabama Trust for Historic Preservation informs the public of key preservation concerns, events and issues across the state. The Alabama Trust, housed at The University of West Alabama, is supported by charitable contributions. Website: <https://www.athp.org/> (Goal 5: Objective 4)

- **Alabama Cemetery Preservation Alliance, Inc. (ACPA)**

The AHC partners on statewide cemetery issues. The ACPA assists the AHC in documenting and preserving cemeteries and burial grounds throughout the state. Through the AHC's Cemetery Program, it informs the public about cemetery preservation guidelines, teaches individuals and groups how to document cemeteries, provides official historic designation for cemeteries through the Alabama Historic Cemetery Register, assists those interested in purchasing a historical marker or plaques for cemeteries, offers free technical assistance on how to properly clean and repair cemeteries and grave markers, makes information on Alabama's cemeteries laws available, and answers questions concerning the general history of Alabama's cemeteries. Since 2003, over 800

cemeteries have been listed in the Alabama Historic Cemetery Register. Website: <https://www.alabama-cemetery-preservation.com/> (Goal 2: Objective 2 and 4)

- **The Alabama Department of Archives and History**

Alabama established the first state department of Archives in the country in 1901. manages a vast collection of artifacts and papers related to Alabama history. The department provides the following services: assistance to state agencies and local governments in the preservation of their records of historical value; work to preserve modern records in fragile formats, such as computer records, photographs, and video tapes; basic educational programs and tours to school children, tourists, and interested citizens; basic reference service; maintenance of the security of collections held by the Archives; and the use of information technology to extend the department's services. The agency web page and digital collections are great examples of their services. Website: <https://archives.alabama.gov/> (Goal 2: Objective 1 and 4)

- **Alabama Department of Agriculture and Industries**

AHC staff participates on the committee for the Century and Heritage Farm program. The group reviews applications and AHC staff identifies properties eligible for listing on the Alabama Register. AHC staff contacts the property owner(s) and works with them on the Alabama Register application if they are interested in the designation. The designation provides the owner with an honor and adds to AHC's information on Alabama's agricultural past. Website: <http://agi.alabama.gov/>

- **Alabama League of Municipalities**

Is a nonpartisan membership association of nearly 450 incorporated cities and towns. Since 1935, the League has worked to strengthen municipal government through advocacy, training and the advancement of effective local leadership. As the recognized voice of Alabama's cities and towns, ALM's member municipalities benefit from a variety of member programs, services and activities that are impossible to accomplish alone. They develop annual policies to guide their legislative activities. The policies consistently include historic preservation programs and activities. Website: <https://almonline.org/> (Goal 2: Objective 3 and 4)

- **Your Town Alabama**

The AHC participates with the workshop to support assets-based community development in Alabama's small towns. These two non-profit organizations provide programs utilizing staff and resources from a variety of state, federal, and private organizations interested in quality community development for Alabama and development of cultural and recreation-based economies. The programs educate community leaders on effective preservation programs and methods, development of local historic preservation commissions and Certified Local Governments and strengthening partnerships with organizations with similar missions. Communities with populations between 2,000 and 18,000 are invited to apply to the ACE program annually since 2003. The Your Town Alabama annual workshop began in 1998 and has educated over 5,000 Alabamians on innovative local planning ideas, programs, and funding sources. Website" <https://www.yourtownalabama.org/> (Goal 2: Objective 2, 3, and 4)

- **Alabama Communities of Excellence Program (ACE)**

The ACE program provides a system to deliver information about the advantages of local historic preservation planning as an element in their economic and community planning goals. Abbeville,

Arab, Atmore, Fayette, Foley, Guntersville, Monroeville, and Montevallo entered the ACE program and their local strategic plan included consideration of a local preservation commission to help them with goals to revitalize downtown or improve neighborhoods. They all established local preservation commissions and worked to meet the CLG guidelines. Arab, Fayette, Foley, Guntersville, Monroeville, and Montevallo designated their downtowns for local protection. Atmore set up a local preservation commission and will apply for CLG status. Demopolis and Eufaula were CLGs when they entered the ACE program and their strategic plans provided more local support for the local preservation commission. Website: <https://www.alabamacommunitiesofexcellence.org/> (Goal 2: Objective 2, 3, and 4)

- **Alabama Association of Regional Councils**

Is a public non-profit organization that represents all municipalities and counties in the State of Alabama through the individual regional councils. Each of the 12 regional councils is a separate organization that provides a variety of services to the communities in their area. The services include economic development, community planning, grant writing, tourism promotion, senior services, and nutrition. Once a year, the directors of the regional councils meet in a workshop forum to identify issues affecting all the regions and to formulate objectives that enhance and promote economic, community and social improvements for the public. Under the umbrella of the AARC, the regional councils are also able to undertake and coordinate statewide planning and economic development initiatives that are of statewide consequence. Many federally funded projects are managed by these regional commissions and require review for impact on cultural resources. The AARC hosts a training conference each year that offers informative track-specific work sessions and general sessions. Improving communications between AHC and regional commissions and providing presentations at annual meetings to share information are objectives for the coming years. Website: <https://alarc.org/> (Goal 1: Objective 5)

- **National Heritage Areas (NHA)**

Are designated by Congress to help communities be successful in promoting tourism and diversifying their economy to include heritage tourism and natural resource activities. The Muscle Shoals NHA designated in 2009 by Congress promotes the cultural and natural resources in the six-county region of Colbert, Franklin, Lauderdale, Lawrence, Limestone, and Morgan Counties whose heritage is linked by their location in the Tennessee River watershed. The University of North Alabama provides support to the program. Led by the University of West Alabama, the Alabama Black Belt region continues to work on legislation introduced into Congress to gain official status as an NHA. Website: <https://msnha.una.edu/> (Goal 2: Objective 3 and 4, Goal 5: Objective 1, 2)

- **Alabama's National State Scenic Byways**

Are the Coastal Connection in Baldwin County; Natchez Trace Parkway running through Alabama, Mississippi, and Tennessee; Selma to Montgomery March Byway along US 80 in Dallas, Lowndes, and Macon Counties; and the Talladega Scenic Byway in Talladega National Forest. The state scenic byways program includes these routes and the Barbour County Governor's Trail, Appalachian Highlands Scenic Byway, Blackbelt Nature and Heritage Trail, Black Warrior River Scenic Byway, Leeds Stagecoach Route, Lookout Mountain Parkway, and Tensaw Parkway. Information on these routes is available on the website: [alabamabyways.com](http://alabamabyways.com). Staff works with the state scenic byway designation process, serving on the advisory council and designation committee. The AHC encourages applicants to document their cultural resources with architectural and archaeological

surveys and to list resources on the Alabama and National Registers. Website: <https://www.alabamabyways.com/> (Goal 2: Objective 3 and 4, Goal 5: Objective 1, 2)

- **Alabama Department of Transportation**

Provides federal grants for streetscape and infrastructure projects in Alabama's historic communities. These projects are reviewed by staff to ensure the Secretary of the Interior Standards are used on rehabilitation projects. Website: <https://www.dot.state.al.us/> (Goal 6: Objective 5)

- **Department of Conservation and Natural Resources**

Maintains sites and parks with historic recreational facilities and cabins. They also manage recreational trail programs that support local tourism efforts. They are a valuable partner with the maritime heritage program to provide protection of submerged resources. Website: <https://www.outdooralabama.com/> <https://www.outdooralabama.com/> (Goal 2: Objective 3 and 4, Goal 5: Objective 1, 2)

- **The Corps of Engineers District Office**

Located in Mobile they employ archaeologists and historians to review civil projects for the Florida panhandle, Alabama, eastern Mississippi, and western Georgia. They also review military projects for Alabama, Tennessee, Mississippi, and Florida. Projects include construction and maintenance of harbors and rivers; flood and erosion control studies; permits for water diversion; and design and construction of new structures. The Corps also produces historic preservation plans for military installations. Website: <https://www.sam.usace.army.mil/> (Goal 6: Objective 5)

- **U.S. Forest Service**

Employs archaeologists to survey timber sale areas and mitigate other impacts in the U.S. Forest Service system. The William B. Bankhead, Tuskegee, Talladega, and Conecuh national forests make up the Alabama Forest Service system. The State Forestry Commission promotes a "Treasure Forest" program requiring management plans and protective conservation easements that often protect archaeological sites on the property. They also provide technical assistance for community projects and assisted Alabama A&M to become first historic black college and university to be named a Tree City USA. Website: <https://forestry.alabama.gov/>

- **State Council on the Arts**

Provides a grant program to support planning and developing facilities for community performing arts centers and other cultural uses, many housed in historic theatres or schools. They also support Design Alabama programs including the Mayor's Design Summit providing technical assistance to mayor's on specific design issues in their community. DesignPlace helps with community design and planning issues for a specific area or building. Website: <https://arts.alabama.gov/> (Goal 2: Objective 4)

- **Alabama Humanities Foundation (AHF)**

Fosters learning, understanding, and appreciation of Alabama's people, communities, and cultures. As the state affiliate of the National Endowment for the Humanities, AHF encourages and promotes appreciation of literature, history, law, philosophy and the arts through programs, events and grants to help others discover and share the meanings of life found through the humanities. AHF connects Alabama's communities through engagement in the humanities, tailoring its programs and funding projects to address needs. AHF is driven to enrich and enhance the lives of Alabamians. AHF offers

all Alabamians opportunities to explore the humanities through funded public programs such as seminars, workshops, lectures, exhibitions, documentary videos and films. Alabama Humanities Foundation is the primary source of grants for public humanities programs. Website: <https://www.alabamahumanities.org/> (Goal 2: Objective 4)

- **Historic Chattahoochee Commission (now defunct)**

The legislature created the Cahaba Trace Commission, Cahawba Advisory Committee, Historic Blakely State Park, Alabama Historic Ironworks Commission, Tannehill Ironworks Historical State Park, St. Stephens Historical Commission, USS Alabama Battleship Commission, and Pilgrimage Council to provide support for sites and tourism activities related to historic resources. The state also supports a variety of local heritage sites such as Constitution Park in Huntsville, USS Alabama Battleship, and the Birmingham Civil Rights Museum. These groups also utilize grant funds and technical services from the AHC.

## **5. National and State Historic Preservation Laws and Regulations**

Out of early efforts by private individuals and organizations to protect the nation's heritage, the U.S. government developed laws and programs for a systematic approach to historic preservation activities. The major federal laws and programs include:

The Antiquities Act of 1906 allowed the President to proclaim National Monuments wherever there were structures of historic or prehistoric interest on public lands. Devils Tower in Wyoming was the nation's first site designated by this act.

The National Park Service was established in 1916 to solidify federal support for conservation and preservation programs.

The Historic Sites Act in 1935 created a national survey of historic sites; encouraged cooperative agreements with private and governmental bodies for maintenance of those sites; and empowered the Secretary of the Interior to accept properties as part of a system of National Historic Landmarks.

The Historic American Buildings Survey (HABS) was created in 1933 to employ historians and architects to document landmark properties across the nation. A companion program to record structures representing technological and engineering significance was created in 1969 called the Historic American Engineering Record (HAER). The Daniel Pratt Cotton Gin Factory at Prattville and the Francis W. Dancy house in Decatur are examples of the 720 structures and structural complexes recorded by HABS and HAER in Alabama. Alabama properties recorded by HABS are compiled in the publication, *The Alabama Catalog*, 1987.

The National Trust for Historic Preservation, chartered by Congress in 1949, provided national coordination for protecting significant national cultural resources. The organization continues to be a vital force in the private sector for preservation although no longer receives federal funding. Their Main Street program, annual conventions, publications, and many other services support a wide range of cultural resources.

The 1966 Historic Preservation Act was passed, in part, as a reaction to the great change and growth in the U.S. during the 1950s. Typical of the growth was the federal urban renewal program that provided funds to raze historic downtown buildings and replace them with new construction. Alabama's Representative

Albert Rains chaired the Special Committee on Historic Preservation of the U.S. Conference of Mayors to explore ways to deal with the destruction of the nation's historic environment. The Committee recommended legislation resulting in this Act requiring State Historic Preservation Offices to monitor federal activity for its effect on cultural resources; establish a National Register of Historic Places with national standards; establish professional standards for surveying cultural resources; and provide matching grants-in-aid for community preservation projects.

Preservation Action is a 501(c)4 nonprofit organization created in 1974 to serve as the national grassroots lobby for historic preservation. Preservation Action seeks to make historic preservation a national priority by advocating to all branches of the federal government for sound preservation policy and programs through a grassroots constituency empowered with information and training and through direct contact with elected representatives.

## **NATIONAL LAWS/PROGRAMS**

The National Register of Historic Places program provides a standardized system to survey, record and document historic buildings, structures, districts, sites and objects for their quality of significance of architectural features, archaeology, and/or association with important events or person. Resources can be listed as significant in local, state, or national history. In addition, the resources must possess integrity of location, design, setting, materials, workmanship, feeling, and association. The State National Register Review Board must approve National Register nominations before the SHPO forwards them to the National Park Service for final approval and listing. The documentation provided by community organizations and private citizens during the 1960s and 1970s tended to honor local landmarks, classic architectural styles, public courthouses, and civic buildings. As the program matured, the relationship between buildings and their environment became more evident, resulting in more historic district designations. Over one million historic buildings in the United States are listed in or contribute to historic districts in the National Register of Historic Places.

The Certified Local Government Program (CLG) allows cities that establish a local preservation commission and meet state CLG standards to officially partner with the state and federal program. To meet the CLG requirements, the community must have a local historic preservation ordinance in compliance with state law, a qualified local preservation commission, city staff contact, and provide annual reporting to the AHC. Federal grants are available from the AHC to communities participating in the Certified Local Government (CLG) program. The 1966 Historic Preservation Act, as amended, requires ten percent of the annual appropriation the states receive from the NPS be sub-granted to CLGs. The AHC provides annual matching grants on a reimbursement basis for projects in the following categories: Survey and Registration, Local Historic Preservation Commission Training, Preservation Plan Development, Pre-development, Public Awareness and Education, and Staffing. The following Alabama communities are Certified Local Governments: Abbeville, Anniston, Arab, Auburn, Birmingham, Centreville, Chickasaw, Decatur, Demopolis, Dothan, Eufaula, Fayette, Foley, Guntersville, Homewood, Huntsville, Magnolia Springs, Mobile, Monroeville, Montevallo, Northport, Opelika, Phenix City, Selma, Sheffield, Sylacauga, Talladega, Tuscaloosa, and Valley.

The Federal Rehabilitation Tax Credit program provides an incentive for private development of historic property with an income-producing use. Starting in 1976, the Federal tax code became aligned with national historic preservation policy to encourage voluntary, private sector investment in preserving historic buildings. The program provides a tax credit for an amount equaling 20% of the qualified rehabilitation expenditures on a certified historic structure.

The Secretary of the Interior Standards for the Treatment of Historic Properties are used to evaluate the appropriate techniques to rehabilitate, preserve, renovate, or reconstruct buildings affected by a federal law or program. These ten standards set a methodology for determining how to incorporate modern changes while protecting the integrity of design, setting, and materials that makes the building significant. The Standards are available on the NPS website at <https://www.nps.gov/tps/standards.htm>.

The Secretary of Interior's Standards for Professional Qualifications set qualifications for educational background and experience in the fields of history, archeology, architectural history, architecture, and historic architecture. Personnel meeting these requirements must be employed to survey historic and archaeological properties when federal funds are being used. The AHC provides archaeological and architectural survey programs and standards to assist organizations in collecting this information.

The Advisory Council on Historic Preservation created by the 1966 Act is a review agency made up of federal officials and private citizens to advise the President and Congress on historic preservation. The Council is authorized to comment on plans for federally funded, permitted, or licensed projects as part of the Section 106 process. Amendments to Section 106 in 1992 placed a greater emphasis on consultation with Indian tribes through the establishment of Tribal Historic Preservation Officers (THPO) to consider the effects of federal actions on cultural resources.

Amendments to the 1966 Historic Preservation Act in 1992 strengthened the SHPO's environmental review powers over federal activities, improved coordination between Section 106 and other federal environmental laws and increased public participation. All federally funded, licensed, and permitted activities must be reviewed by the SHPO to identify and mitigate any negative effects on prehistoric and historic resources.

Section 4(f) of the Department of Transportation Act of 1966 remains one of the strongest federal historic preservation regulatory controls. Under this provision, the state transportation department is prohibited from using any significant historic sites on private or public land for federal or federally-assisted highway purposes unless there is no feasible and prudent alternative and all possible planning to minimize the harm is accomplished, unless an agreement can be reached with the SHPO and tribal representatives about how affected resources will be treated.

The Archaeological Resources Protection Act of 1979 (ARPA) provides an extra layer of protection for archaeological resources located on federally owned properties. The act requires the NPS, in consultation with the SHPO, to issue a permit for any ground disturbance, including development and archaeological excavations on federal land.

The Native American Graves Protection and Repatriation Act (NAGPRA), 25 U.S.C. 3001-3013, 43 CFR Part 10 was passed on November 16, 1990, to resolve the disposition of Native American cultural items and human remains under the control of Federal agencies and institutions that receive Federal funding ("museums"), as well as the ownership or control of cultural items and human remains discovered on Federal or tribal lands after November 16, 1990. The statute and regulations outline the rights and responsibilities of lineal descendants, Indian tribes (to include Alaska Native villages), Native Hawaiian organizations, Federal agencies, and museums under the Act, and provide procedures for complying with NAGPRA. Depending on the category of cultural item in question and its cultural affiliation, NAGPRA provides lineal descendants (regardless of whether they are Native American), Indian tribes, and Native Hawaiian organizations (NHOs) a process for transfer to them of cultural items. The Poarch Band of Creek Indians is the only federally recognized tribe with tribal land in Alabama.

The Abandoned Shipwreck Act of 1987 transferred ownership from the federal government to the state governments of most shipwrecks located within state-controlled waters. The law provides that any wreck that lies embedded in a state's submerged lands is property of that state and subject to that state's jurisdiction if the wreck is determined as being abandoned. The National Park Service website states that these include: abandoned shipwrecks embedded in a State's submerged lands; abandoned shipwrecks embedded in coralline formations protected by a State on its submerged lands; and abandoned shipwrecks located on a State's submerged lands and included in or determined eligible for inclusion in the National Register of Historic Places. Historic maritime resources in Alabama include sunken vessels embedded in Alabama's state's waterways and the Gulf of Mexico.

Congress developed the National Heritage Area program in the 1980s. It is not a unit of the National Park Service, but a locally managed designation that focuses heritage-centered interpretation, conservation, and development projects over a complex matrix of public and private land. National Heritage Area initiatives are coordinated by a local entity in partnership with varied stakeholders that work collaboratively on projects that meet the area's stated management plan goals. In addition, while a National Heritage Area designation is permanent, the NPS relationship with and commitments to an NHA vary over time.

The *Save America's Treasures* developed in 1998, established a program "to help ensure that future generations will have opportunity to experience our past and understand our identity as a community and as a nation." *Save America's Treasures* has established the following goals: 1) Foster pride in American heritage. 2) Educate Americans on preservation problems facing the buildings, sites, monuments, objects, and documents that represent America's diverse cultural legacy. 3) Raise concern for the urgent preservation needs of this country's historic and cultural treasures. 4) Stimulate broad-scale involvement in *Save America's Treasures* including securing necessary resources and support, organization of grassroots preservation projects, participation in community preservation and educational initiatives. In Alabama 38 projects have been funded including, Sixteenth Baptist Church in Birmingham, Gaineswood in Demopolis, Ivy Green in Tuscumbia. These projects have made a huge impact on the level of preservation and rehabilitation to these nationally significant sites across Alabama. For more information please visit <https://www.nps.gov/preservation-grants/sat/>

The National Park Service manages the Underrepresented Communities and African American Civil Rights grant programs and the Alabama received awards for these projects from 2015-2019:

- 1) A study and evaluate of the extant slave dwellings in each of Alabama's cultural and physiographic regions
- 2) Update existing nominations and nominate unlisted Historic Black Colleges and Universities to the National Register
- 3) Restoration of Mount Zion A.M.E. Zion Church Memorial Annex, Montgomery
- 4) Restoration of Perry County Jail, Marion
- 5) Restoration of Sixteenth Street Baptist Church, Birmingham
- 6) Moore Building master plan and rehabilitation, Montgomery
- 7) Brown Chapel AME preservation, Selma
- 8) Archives and digitization project at Birmingham Civil Rights Institute, Birmingham
- 9) Civil Rights struggle in Shoals, Florence
- 10) Freedom Rides Museum 60<sup>th</sup> Anniversary, Montgomery
- 11) Documentation of Civil Rights and African American resources, Montgomery

- I2) Preservation Leadership Training at Gaston Motel, Birmingham
- I3) Freedom Riders Monument, Anniston

## **STATE LAWS AND PROGRAMS**

The preservation community in Alabama should be aware of the following state legislation and programs concerning cultural resources. Programs developed by state law have the *Code of Alabama* citation or Act number for reference.

On August 22, 2013, the Alabama Historical Commission approved regulations for the Alabama Historic Rehabilitation Tax Credit (Act 2013-241) for a three-year period. The success of the program led to a new program being enacted in 2017 (Act 2017-380). The law gives a 25% tax credit to owners who rehabilitate residential and commercial property. There are \$20 million in tax credits available each year for this program. The AHC reviews applications on a quarterly basis and recommends them to the Alabama Historic Rehabilitation Tax Credit Review Committee. The AHC will then reserve credits in the order determined by the Review Committee. \$8 million in credits are set aside for rural communities during the first six months of the year. Once the annual tax credit allocation has been reserved, the commission will place remaining ranked applications on a waiting list in the order in which they were scored by the committee. The program caps credits available to commercial projects at \$5 million and credits available to owner-occupied projects at \$50,000. The legislature will review the program after five years and the AHC hopes its success will lead to another extension of this incentive for rehabilitation of historic property.

The legislature has provided funds for a rehabilitation grant program with an education focus the past several years. The grant budget grew from \$300,000 in 2018 to \$900,000 in 2020. Large and small projects on properties with an education mission are supported by these grants. The AHC will work with partners to gain support to continue this grant program.

1906 Antiquities Act (Section 41-3-1 to 41-3-6) gives the state the exclusive right to excavate and survey archaeological sites. The act states all artifacts taken from sites are the property of the state and are to be deposited in the state archives, museum, or other appropriate repository. Anyone excavating a site contrary to the laws of the state is guilty of a crime and can be convicted. The act is interpreted broadly to only include areas where excavations take place and does not include surface collections unless on state or federal property.

The Alabama Legislature created the Council of Alabama Archaeology to advise the AHC on matters relating to archaeological inventory, survey, salvage, excavation, registration, research and development in 1975 (Act No. 889). The bylaws require professional archaeologists representing each four-year public institution with archaeology academic program, the Moundville State facility, and three at-large members selected by the AHC. They meet quarterly to advise the AHC on advocating identification and preservation of archaeological resources.

The state Burial Bill (amended in August 1993 as Section 13A-7-23.1) provides procedures for the lawful preservation, restoration, or relocation of any tomb, monument, structure, or human remains. The law regulates the disturbance and relocation of human burial remains, human skeletal remains and funerary objects, and may apply to cemetery cleaning projects if markers and historic plantings are affected. Qualified archaeologists and funeral home directors may obtain a permit from the AHC if any burial to be disturbed has been interred for 75 years or longer. Any person who willfully or maliciously injures, defaces, removes or destroys any monument, tomb, structure or human remains is guilty of a Class C felony and upon

conviction is punished as provided by the law. In 2007, the state legislature updated laws addressing access to land-locked cemeteries and the authority of municipalities and counties to regulate and protect cemeteries.

Historic preservation district enabling legislation (Section 11-68-1 to 11-68-15) allows communities to enact local historic district ordinances. Under this ordinance, communities can establish an historic preservation commission that documents individual buildings and groups of buildings as landmarks or districts. The local commission can request city council designate buildings or districts as locally protected. Before any physical changes are made to the exterior of these structures, the project must be approved by a local review board. Local design review guidelines provide general guidance on appropriate development that will not harm the historic qualities of a building or neighborhood.

In 1980, statewide enabling legislation to create local Commercial Development Authorities (Section 35-8B-2) helped some communities fund downtown revitalization projects. In the 1980s, the Alabama Main Street program began supporting these efforts by guiding cities on how to use the “four point” approach addressing design, organization, promotion, and economic restructuring.

Alabama contains substantial reserves of coal, lignite, limestone, marble, sand, gravel, and clay. The Surface Mining Commission issues permits for activities that may affect significant sites.

The Wallace Property Relief Constitutional Amendment (Section 40-7-25.1) allows commercial, rental, or industrial property to be assessed at the residential rate if the property is listed individually or as a contributing element in a National Register district. This assessment amounts to a 50% property tax reduction. The building must be certified as contributing to the historic character of a historic district. To receive this certification, applicants must apply, photos, and location map to the AHC. The applicant will receive a letter from the AHC that can be provided to the tax assessor office.

Alabama’s State Scenic Byways program established in 2000 by Section 23-1-294 provides a process to designate and protect scenic roadways. A representative panel including the AHC advises groups on identifying and developing management plans to promote and protect these routes.

The Alabama Underwater Cultural Resources Act (Section 41-9-290 et.al.) states that “cultural resources shall not be taken, damaged, salvaged, excavated or otherwise altered without a prior contract or permit obtained through the AHC.” These resources include all underwater archaeological treasures, artifacts, treasure troves, or other cultural articles and materials, whether or not associated with any shipwreck, contained in or on submerged lands belonging to the State of Alabama and the sea within the jurisdiction of the state, and that have remained unclaimed for more than 50 years. Cultural Resources are defined as those that are listed in or eligible for the National Register of Historic Places. Any exploration or excavation is conducted under professional guidelines for such endeavors as established by the National Park Service. A Maritime Advisory Council advises the AHC on submerged resources.

Additional information on the programs and partner organizations discussed in the plan is available at the AHC website: [www.ahc.alabama.gov](http://www.ahc.alabama.gov) or by calling 334-242-3184. Please visit the AHC’s website and contact our staff for assistance with programs to assist your historic preservation efforts.

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**7. APPENDIX**

- A. Public Survey Results
- Constituency Group Input
- Staff Input on 2019 state plan update

## APPENDIX A

### **Public Survey Results**

We received a response from 49 counties with 236 total surveys completed.

Respondents were evenly divided between urban and rural populations and higher and lower population counts. The two highest response rates were for populations below 5,000 at 21% and for populations above 100,000 at 27%.

Most responses were from community planning and development departments at 16%. This includes planners, historians, archaeologists, downtown revitalization staff, and tourism.

Most respondents work with a local preservation group, government entity, neighborhood group, and or nonprofits.

**In the past two years, what programs have you needed information on or used? (Check all the apply) The top five answers are below:**

- Information about architectural significance at 62%
- How-to advice on saving, restoring, documenting or using historic places National Register of Historic Places at 50%
- Alabama Register at 45%
- Grants at 49%
- Historic Preservation Workshops and Conferences Training and information on historic preservation practices at 42%

**Identify the five most critical problems or threats affecting historic buildings, districts, archaeological properties and cultural landscapes in your community. (Select up to 5) The top five answers are below:**

- Demolition by neglect at 67%
- Property owner apathy at 63%
- Public lacks awareness of/interest in historic properties Lack of economic incentives to rehabilitate at 56%
- Inadequate funding for historic preservation activities at 50%

**The State Historic Preservation Plan focuses on specific issues that are of the greatest concern to the historic preservation community. In order to help us identify which issues to focus on in the next State Plan, vote for six preservation issue(s) of greatest interest and/or concern to you. The top five answers are below:**

- Outreach and training on historic preservation practices Downtown Revitalization at 63%
- Heritage Tourism at 42%
- Funding and incentives for preservation at 75%
- Making the case for why preservation matters at 47%
- partnerships for preservation projects at 39%

**Which five preservation tools or activities do you feel will be the most effective in your community between 2019 and 2025? Top answers are below:**

- Grants for historic preservation activities Local historic preservation incentives at 61%
- State and federal tax credits for rehabilitation projects Increased public education and information at 47%
- Local historic preservation ordinances and commissions Main Street program at 31%

**What do you consider to be the five most important preservation program activities or services currently offered by the AHC? (Select up to 5 only). Top answers are below:**

- Grants at 55%
- State Rehabilitation Tax Credits at 44%
- Historic Preservation Workshop, Conferences and Webinars at 39%
- Advice on saving, restoring, documenting, interpreting or using historic places Local Historic Preservation Commissions or CLGs at 37%
- Federal Rehabilitation Tax Credits at 32%

### **Questions to CLG contacts**

The survey was sent to all 28 CLG communities with most responses coming from the local government or the local historic preservation commission, with 106 total responses.

**What is one major preservation project you accomplished in the past five years?**

- Mill Village listed on National Register/Ordinance update on treatment of religious properties
- Collectively we have preserved the integrity of our historic downtown with the active participation of our commission members and property owners. For one major project, we just began the process of adding a city property that was donated by the Vanity Fair company

to the National Historic Register. The property has been used as a facility for weddings, banquets, and events.

- The NR listed community building rehabilitation project is in progress.

**Did you work with any partners – local, state or national? Please list them.**

- SHPO, citizens
- Alabama Historical Commission awarded the City a \$6,000 grant to help fund the surveyor's research and application to the National Register for historic designation.
- The State Historic Commission provided a pre-development grant. Design AL was chosen for the project. They involved other professionals who participated in the charette to create a proposal for future uses.

**What services does AHC provide that you find helpful?**

- Tech assistance, guidance on administrative and design issues/
- We love their CLG training, presence at our yearly free education historic preservation sessions, and most of all their help with our property owners on preserving the historic integrity of their buildings.
- Professional guidance, funding, knowledge base, the ability to work with citizens as well as Historical Commission members, elected officials, etc.

**What existing services do you want AHC to improve?**

- More technical classes - hands-on classes like repointing brick – involve HPC/ARB members and contractors. More CLG training and education sessions for property owners. Possibly attending the Alabama League of Municipalities annual League Convention and doing a presentation on historic preservation would be a foot in the door to communicating your services. Mayors, Councilmembers, and City Clerks attend this convention and it's a good way to get your name out there. AHC staff are extremely helpful in providing services so cannot think of any improvement.

**Are there some services you want to see AHC provide?**

- GIS map of historic resources in community.
- Visit each community for a public Q&A session each year.

**How can we improve CLG grant program to encourage more applications?**

- Allow grants for repairs and maintenance.
- A mentoring program and more awareness of the AHC. Possibly a partnership with Main Street Alabama would help create awareness of the CLG program; especially when Main Street does their application sessions for any city interested in becoming a Main Street Community. Our Main Street Director has been integral part in communicating information and guidelines to our historic property owners. She is the best liaison we have between new and existing property owners and the CLG/HPC. She serves as an Associate Member on our HPC and attends the meetings to communicate and update the commission on the movement around our historic district. It's been the best thing to happen to our HPC and Historic District. It bridged the communication gap considerably.

- The applications are straight-forward but some smaller communities may not have the resources or may be intimidated?

### **Questions to Main Street Communities**

#### **What services have you received from the AHC in the past one to three years?**

- Physical services are not required as often as when we first began our historic preservation efforts, but AHC is always available to offer assistance when needed by phone or email. A site visit was made to discuss questions about a year ago.

#### **What services does AHC provide that you find helpful?**

- The workshop where AHC presented on tax credits and other areas was very helpful. I would appreciate more of those as it was a great learning experience.

#### **What existing services do you want AHC to improve?**

- My biggest concern is with the lengthy process when receiving approval from SHPO on a sign or façade improvement grant. If a new business needs a sign or needs a necessary improvement, 30 days seems like a n eternity to a new business. I would like to see the process become quicker for smaller projects.

#### **What are some services or programs the AHC could provide to assist your Main Street program?**

- I think more meetings to educate Main Street Directors and Board members as to the importance of historic preservation and how it can be done effectively and efficiently.

### **Questions to Your Town Alabama Graduates**

#### **Did you know about the Alabama Historical Commission (AHC) before attending Your Town Alabama?**

- I didn't have any prior knowledge.
- Yes.

#### **Have you contacted the AHC for assistance with any programs or services since attending YTA? If yes, please list them.**

- No.
- I reached out to them to review proposed local guidelines, and I called a couple of times to see if they could help me find Montgomery's elusive design guidelines.

#### **Are there any historic preservation topics you would like to see covered at the YTA workshop?**

- I don't have additional topics.
- A historic narrative tied to a place and the economy of telling that story. Or a historic preservation success story.

**Are there any historic preservation topics you would like to see covered at the YTA workshop?**

- A historic narrative tied to a place and the economy of telling that story. Or a historic preservation success story.

**Have you visited AHC website or do you follow us on any social media platforms? Please list any you have used.**

- I have been to the website, but I don't go to it enough. I just started following AHC on Instagram.
- 

**Questions to Tribes**

**What projects, programs, or partnerships have you worked on with the AHC in the past one to three years?**

- We have worked with the AHC on several Section 106 projects and historic preservation agreements. Some of the major projects include the Choccolocco Park Oxford Sports Complex in Oxford, AL and the Alabama Power Company R.L. Harris Hydroelectric Project at Lake Harris and the Skyline Wildlife Management Area.
- The Jena Band of Choctaw Indians has not worked with the AHC in the past one to three years.

**Were you pleased with AHC's role in the projects, programs, or partnerships? Did you find the AHC staff to be helpful?**

- Our role and the AHC's role are more regulatory and we support each other in protecting the rich cultural history in Alabama.
- We cannot give an answer to this question, due to the lack of interaction.

**What existing programs or services do you want AHC to improve?**

- The Muscogee (Creek) Nation would like to meet with the AHC on a government-to-government basis and see how we can collaborate more on regulatory projects, public archaeology, educational outreach, and tribal consultation. We would also like to see the AHC encourage more agencies, local governments, and state parks to consult with the Muscogee (Creek) Nation on undertakings, projects, and historical events. We would like to participate in cultural events and help educate the public about our tribal history in Alabama. We care deeply about our homelands and want to help tell our history whenever possible and we want to advocate and advise on the preservation of Muskogean historic places in Alabama.
- Collaboration and communication with the Tribal Historic Preservation Officers (THPO's), who represent Tribes with interest in the state of Alabama, should be a priority and should improve.

**What are some programs or services you want to see AHC provide?**

- We would like to see the AHC appoint a tribal representative to be on the commission. We would also like to see more programs focusing on the tribal history in Alabama. We would like to see the AHC build tribal partnerships and hold some kind of event where all the tribes could come to Alabama for a homecoming event.
- We cannot comment, as we are not aware of what programs and services exist now.

**Please provide any additional comments on archaeology and historic preservation to help us with our state plan update.**

- The preservation and protection of our cultural sites is of the utmost importance to the Muscogee (Creek) Nation. We recommend doing more collaborative work with the Tribes. We believe that an additional position, like a regional archaeologist, would be a good addition to your staff. Having an extra person on staff would aid in allowing your office to do more work out in the field (i.e. checking on sites, aiding in fieldwork). For example, when individuals call in regarding sites or cemeteries they may have found, someone would be able to go out and check those areas. This would also be crucial for any inadvertent discoveries that occur in the field. Also, having an additional position in the AHC could allow staff to check in on CRM companies that are doing work in the state. It's always good to get out into the field and see the work that is being conducted. The MCN has a cultural footprint in 12 states and Alabama is the only state that we have to pay to access the state archaeological site files. The other states who have online databases provide this service for free to Tribes. Would there be any way for the AHC to assist with funding for tribes to use the Alabama site file?
- Programs to deter Archaeological Resource Protection Act (ARPA) violations, looting, etc., and educational programs for state court systems seem to be lacking in all southeastern states and should be a priority.

**Questions to Regional Planning Commissions**

**The AHC is developing a GIS system for survey and register information statewide. What features do you want to see included in the system?**

- Probably obvious, but the State and Federal registers. Also, layers showing where archeological studies have been completed and where tax credits have been utilized. Besides information gathered for the programs administered, not sure what else.

**Does the AHC provide any programs or services you want to see continued and/or improved?**

- Probably the item requested the most would be more "brick and mortar" grants. I know the Legislature has begun funding the Historic Sites Grant again, which is a good start.

**Are there programs or services the AHC can provide to assist you with your projects?**

- We need to utilize AHC more when working with community planning in order to educate the communities more on how to effectively utilize and preserve historic districts or structures.

**Would you be interested in training on historic preservation topics and/or AHC programs? If yes, please list them.**

- Do you conduct a workshop on the Historic Sites Grants? If not, would probably be a good idea to show best practices on the types of projects that have been improved under the program.

## **AHC STAFF INPUT MEETING**

### **AGENDA – STAFF MEETING ON STATE PLAN UPDATE -- Sept 18, 2019**

Preservation planning is based on the following principles:

- Important historic properties cannot be replaced if they are destroyed. Preservation planning provides for conservative use of these properties, preserving them in place and avoiding harm when possible and altering or destroying properties only when necessary.
- If planning for the preservation of historic properties is to have positive effects, it must begin before the identification of all significant properties has been completed. To make responsible decisions about historic properties, existing information must be used to the maximum extent and new information must be acquired as needed.

Preservation planning includes public participation. The planning process should provide a forum for open discussion of preservation issues. Public involvement is most meaningful when it is used to assist in defining values of properties and preservation planning issues, rather than when it is limited to review of decisions already made. Early and continuing public participation is essential to the broad acceptance of preservation planning decisions.

#### **I. Go over Survey Monkey results**

- Most counties had some response
- Good split between urban and rural populations
- Most respondents from planners, historians, archaeology, downtown revitalization, and tourism. Most work with local preservation group, gov't and private; neighborhood group, nonprofits
- In the past two years, what programs have you needed information on or used? (Check all the apply)
  - Information about architectural significance
  - How-to advice on saving, restoring, documenting or using historic places National Register of Historic Places
  - Alabama Register Grants
  - Historic Preservation Workshops and Conferences Training and information on historic preservation practices
- Identify the five most critical problems or threats affecting historic buildings, districts, archaeological properties and cultural landscapes in your community. (Select up to 5)
  - Demolition by neglect Property owner apathy
  - Public lacks awareness of/interest in historic properties Lack of economic incentives to rehabilitate
  - Inadequate funding for historic preservation activities

- The State Historic Preservation Plan focuses on specific issues that are of the greatest concern to the historic preservation community. In order to help us identify which issues to focus on in the next State Plan, vote for six preservation issue(s) of greatest interest and/or concern to you.
  - Outreach and training on historic preservation practices Downtown Revitalization
  - Heritage Tourism
  - Funding and incentives for preservation Making the case for why preservation matters
  - Partnerships for preservation projects
  
- Which five preservation tools or activities do you feel will be the most effective in your community between 2019 and 2025?
  - Grants for historic preservation activities Local historic preservation incentives
  - State and federal tax credits for rehabilitation projects Increased public education and information
  - Local historic preservation ordinances and commissions Main Street program
  
- What do you consider to be the five most important preservation program activities or services currently offered by the AHC? (Select up to 5 only).
  - Grants
  - State Rehabilitation Tax Credits
  - Historic Preservation Workshop, Conferences and webinars
  - Advice on saving, restoring, documenting, interpreting or using historic places Local Historic Preservation Commissions or CLGs
  - Federal Rehabilitation Tax Credits
  
- Review Mission: The mission of the Alabama Historical Commission is to foster the protection, preservation, and interpretation of Alabama's historic places.
  
- Review Vision Statement: Alabama's rich history and heritage is seen, experienced, and enhanced by visitors touring historic sites, developers investing in the rehabilitation and re-use of historic buildings, homeowners buying properties in historic neighborhoods, and cities and communities recognizing the intrinsic value of their local historic places.
  
- Review Goals and Objectives – Make any needed changes/updates Remove Strategies accomplished or no longer planned
  
- Update and add strategies where needed
  
- Address NPS priorities: Youth, Climate Change, Underrepresented Communities

## **Goals:**

- GOAL ONE: Identify, record, and evaluate the significance of historic places and the objects, people and events related to them.
- GOAL TWO: Expand opportunities for collaboration and partnerships between Alabama communities, state and federal agencies, organizations and heritage groups.
- GOAL THREE: Increase the number of high-quality rehabilitation projects statewide and success stories to share with state leaders.
- GOAL FOUR: Develop and maintain the data systems necessary to track, record, and protect historic and archaeological resources and to share information with constituents in useful format.
- GOAL FIVE: Foster the belief that historic places enrich our lives, strengthen Alabama's communities, and promote economic development.
- GOAL SIX: Provide incentives and regulatory methods to protect cultural resources.

## **September 18, 2019 Staff Planning Session Notes**

Attending: Mary Shell, Taylor Stewart, Chloe Mercer, Lisa Jones, Lee Anne Wofford, Hannah Garmon, Dorothy Walker, Linda Derry, Calvin Chappelle, Stacye Hathorn, Amanda McBride, Eleanor Cunningham, Eric Sipes, Will Lowe, Clara Nobles

- Staff were provided with goals and objectives from previous state plan prior to meeting and asked to think about updates and amendments. Meeting started with an overview of NPS requirements for state preservation plan and our public input process. We also discussed the NPS efforts to focus on youth in preservation, climate change issues, and under-represented communities and resources. We reviewed the results from a public online survey with over 200 respondents. The results showed a strong need for training and activities to educate the public and leaders on the benefits of preservation practices. Linking our activities to downtown revitalization, heritage tourism and community development was another priority. Respondents cited demolition by neglect, property owner apathy and lack of interest of public awareness as impediments to historic preservation activities.
- Staff reviewed the Mission and Vision statements and felt they still were relevant to our state. We went through our goals and objectives one by one and staff suggested amendments and changes to bring plan up to date and address need for training and sharing positive preservation stories. We made training activities a priority as well as more collaborative efforts to bring more of an interest and awareness of preservation benefits. The plan includes activities to work toward maintaining state funding for rehabilitation grants in response to public input on need for funding to save properties.