

ARCHAEOLOGICAL GUIDELINES FOR SOAPSTONE RIDGE HISTORIC DISTRICT

Dekalb County, Georgia

Contents

[Soapstone Ridge Historic District](#)

[Introduction](#)

[Description](#)

[Boundaries](#)

[Previous Research](#)

[The Significance of Soapstone Ridge](#)

[Past and Present Impacts to Soapstone Ridge](#)

[Procedures/Guidelines](#)

[Introduction](#)

[Review Procedures](#)

[Preliminary Assessment](#)

[Intensive Field Survey](#)

[Site Evaluation](#)

[Site Preservation](#)

[Data Recovery](#)

[Curation](#)

[Significance Criteria at Soapstone Ridge](#)

[Inadvertent Discovery](#)

[Bibliography](#)

[Appendices](#)

[Sample Preliminary Assessment Letter](#)

[Glossary](#)

Soapstone Ridge Historic District

Introduction

Responsible planning for the development of DeKalb County is necessary to maintain the quality of life that has made DeKalb County a magnet of development over the past quarter century. A significant part of that planning process is the DeKalb County Historic Preservation Commission established by the DeKalb County Historic Preservation Ordinance in 1994. The Commission, a volunteer panel of DeKalb County citizens committed to the preservation and protection of county's past for future generations, is an integral part of a responsible, county-wide planning process that includes zoning and other land development and planning ordinances and departments. The Commission acts in behalf of the DeKalb County Board of Commissioners to promote orderly and responsible change in the county while protecting the significant historic resources that are at the heart of what makes DeKalb County unique.

The role of the Commission is to seek out buildings and sites of historic significance in the county; to accept and review nominations for historic districts; to make recommendations to the Board of Commissioners to designate historic districts; and to set up and carry out procedures to protect the character of historic districts so designated. The role of the DeKalb County Historic Preservation Commission in the Soapstone Ridge Historic District is to insure the protection and preservation of the significant archaeological sites within the district and to provide for the recovery of the significant data they contain if they cannot be preserved.

Soapstone Ridge area is a unique and valuable cultural resource. Protection of the information contained in the sites within the district is highly important, not only to provide a sense of place and an understanding of the history of DeKalb County to its citizens, but also to provide researchers from around the nation and the world with information that can only be provided at Soapstone Ridge.

Current development, if allowed to continue at its present rate, will destroy all vestiges of the Soapstone Ridge sites within the next few decades unless efforts are made now to protect the sites and information they contain. Preservation of the sites themselves when possible or preservation of the information in these sites through excavation is necessary to avoid losing the highly significant information found in these sites.

Preservation and protection of one or a few sites is inadequate to obtain the variety of types of information and range of information necessary to obtain a scientifically useful understanding of the district.

The following guidelines describe the district, places it in a prehistoric context, explains what archaeological research has been done in the district to date, discusses the proposed district's significance, discusses impacts to the sites in the proposed district, and presents guidelines and procedures for implementation of the Preservation Commission's responsibilities to enforce the Historic Preservation Ordinance in the district.

Description

Soapstone Ridge is a rugged, dissected, oval-shaped, geomorphological formation of about 25 square miles in size (Figure 1). It runs east-west and is located southeast of downtown Atlanta and southwest of downtown Decatur. Most of the area is within DeKalb County, while its eastern end is in Fulton County, and its southern edge is in Clayton County. Soapstone Ridge is the largest mafic-ultramafic intrusion (high concentrations of iron and magnesium) in the Southern Piedmont (Dickens and Carnes 1983). The geological boundaries of the Ridge are generally South River on the east and north and Conley Creek on the south. The eastern limit is formed by the confluence of Conley Creek and South River. Blue Creek runs diagonally through the area from the southwest to the northeast, emptying into South River. The cultural boundaries where prehistoric peoples lived and worked to manufacture soapstone artifacts generally include the same area, and in addition include adjacent areas where prehistoric workshop and habitation sites are located.

Soapstone Ridge derives its name from the composition of the rock, "soapstone," also known as "steatite," which generally refers to massive rocks of talcose materials. Minerals such as chlorite, amphibolite, pyroxene, calcite, and dolomite are also present, as is asbestos. Although Soapstone Ridge does not consist of true or typical steatite, which is composed of at least 10% talc, it does have enough talc to exhibit the greasy feel characteristic of soapstone.

Boundaries

The boundaries of the Soapstone Ridge Historic District take into consideration the known geologic and cultural limits of Soapstone Ridge. The final boundaries within these limits were chosen to avoid areas that have already been developed in an attempt to prevent unnecessary burdens on small landholders. The total area within the district is approximately nine square miles of undeveloped land interspersed with residential and other development. The following criteria were used to determine the district boundaries:

¥ The overall limits include only those areas within the geographic and cultural limits that are presently undeveloped and have the potential for containing significant sites.

¥ Only landholdings greater than five acres are included unless there is an undisturbed, recorded site in the immediate vicinity;

¥ Single isolated landholdings of more than five acres (such as green spaces in housing developments) are not included if they do not have an undisturbed, recorded site, or the potential for such a site, and if they are surrounded by properties less than five acres in size as described in criterion 2.

Previous Research

The Ridge has been known since the nineteenth century and recognized as an important prehistoric resource since the 1930s (e.g. Kelly 1950 and Wauchope 1966). In 1973, three quarry sites were identified as the largest and best examples of soapstone quarries, and these were named to the National Register of Historic Places. While listing on the National Register does not provide protection from private, local or state actions, it does provide limited protection against federal, federally funded and federally permitted actions. The three sites were the McGarity-Etheridge site, the Fork Creek Mountain site, and the Hardin site. The National Park Service later nominated these sites as a National Historic Landmark in 1977, but the application was tabled in 1979 at the request of the State of Georgia. The Georgia Department of Transportation was at that time preparing to begin construction of Interstate 675 through a portion of Soapstone Ridge and was unsure of the affect of the nomination on the project. The nomination was to be held in abeyance until the completion of interstate construction, but lay forgotten in the National Park Service files.

Since the early 1970s, concerned citizens and scholars have attempted to preserve the unique archaeological resources at Soapstone Ridge (Hargreaves 1977) In 1974, the State of Georgia was prepared to purchase the McGarity-Etheridge portion of Soapstone Ridge through the Georgia Heritage Trust Program of Governor Jimmy Carter. The purchase was subsequently stymied in the State Properties Commission. A two-thirds vote of that body was required, but failed due to absences on the day of the vote, and the single negative vote, that of former governor and then lieutenant governor, Lester Maddox.

Subsequently, Roy Dickens and Linda Carnes of Georgia State University, in cooperation with DeKalb County and the Georgia Department of Transportation, conducted the most intensive archaeological examination of Soapstone Ridge to date in preparation for the construction of I-675, and a county development plan (Dickens and Carnes 1977 and 1983). These surveys examined the proposed corridor routes for I-675, and included limited surface examination of other properties with landowners consent. There has never been a complete, 100 percent, intensive archaeological survey of Soapstone Ridge, and in fact, only a small percentage of the Ridge has been searched for archaeological sites.

In 1976, following the failure of the State to purchase the site, and with the additional knowledge provided by Dickens and Carnes, the "Preserve Soapstone" task force was organized in DeKalb

County, under the leadership of Linda Billingsley. This organization included representatives of many community and conservation groups, including the Georgia Conservancy, the Nature Conservancy, the Atlanta Audubon Society, Fernbank, the DeKalb Historical Society, the DeKalb Federation of Garden Clubs, the Cedar Grove Civic Club, and the DeKalb County Planning and Parks Departments. Even with a \$100,000 fund drive, including a \$50,000 matching grant from the DeKalb County Board of Commissioners, the effort failed to raise sufficient funds to pay the price asked by the owners of the property. The movement to purchase the McGarity-Etheridge site failed. Instead, the county used the funds to purchase the Fork Mountain Creek site also on Soapstone Ridge, assigning it to the control of the county Parks Department.

In the 1980s, Soapstone Ridge again made the news when the Waste Management Corporation contracted for archaeological survey and excavation of its Live Oak landfill and other landfill operations (Elliott 1986), and in 1994, the National Landmark nomination process was renewed by the National Park Service. Archaeologists with the National Park Service expect the National Historic Landmark nomination for the Soapstone Ridge Archaeological Complex to be resubmitted before the fall of 1997.

Finally, in 1996, Soapstone Ridge again made headlines. However, this time the reason was not solely because of its scientific importance. The McGarity-Etheridge site, one of the three individual sites listed on the National Register, was inadvertently damaged and more than two-thirds destroyed by development. This happened despite the fact that the site was well known among archaeologists in the southeastern United States, was listed on the National Register of Historic Places, and the fact that the development required a federal Army Corps of Engineers' wetlands permit which requires that such sites be taken into consideration in development plans. Current federal and state laws are clearly insufficient to protect such Native-American sites as the recent experience at the McGarity-Etheridge site shows.

As a result of this situation, members of the Greater Atlanta Archaeological Society, in consultation with other concerned citizens, determined to provide more certain protection of the archaeological resources in the area by nominating Soapstone Ridge as a DeKalb County Historic District under Section 1 of the recently adopted DeKalb County Historic Preservation Ordinance, to wit:

The Board of Commissioners of DeKalb County hereby declares it to be the purpose and intent of this Ordinance to establish a uniform procedure for use in providing for the protection, enhancement, perpetuation and use of places, districts, sites, buildings, structures, objects, landscape features, and works of art having special historical, cultural or aesthetic interest or value, in accordance with the provisions of this Ordinance.

The Significance of Soapstone Ridge

The prehistory of the United States or a particular portion of the United States is roughly the period before the introduction of written history. In the Southeastern United States, the "prehistoric" era thus began to be replaced by the "historic" era with the arrival of the Spanish in the sixteenth century. The prehistoric era is generally divided into four periods by most

archaeologists, the Paleoindian (10,000-8,000 BC), the Archaic (8,000-1,000 BC), the Woodland (1,000 BC-AD 900), and the Mississippian (AD 900-1,550). The Paleoindian is primarily associated with the hunting of mammoth by small wandering bands of kin-related groups. The Archaic is seen as a long period of adaptation to a forested environment before pottery and agriculture were invented. The Woodland is usually considered to be when agriculture and pottery were developed and is characterized by an increasingly complex and hierarchal society with permanent and semi-permanent villages sometimes having burial mounds in association with them. The Mississippian is normally associated with a more developed and complex society of centralized towns organized around a chiefdom and a complex religion characterized by large temple mound complexes such as Etowah and Ocmulgee. Soapstone Ridge fits into the end of the Late Archaic Period and the Transitional Woodland period (ca. 3,000-100 BC), just prior to and overlapping the development of pottery, It has been suggested that pottery developed as an improvement over the bowls and pots made from soapstone in the Late Archaic Period.

Soapstone outcrops occur throughout the Piedmont Region from Newfoundland to Alabama. Many outcrops served as aboriginal quarries and workshops. Soapstone's soft, yet durable, nature made it both easy to carve and efficient to use. Stone bowls, atlatl weights (stones to counter-balance spear throwers), boiling stones, and pipes are among the artifacts manufactured at Soapstone Ridge. The material was particularly well suited for use in cooking, for it holds and radiates heat without breaking.

Soapstone Ridge is not a single site or even a set of a single type of site. Culturally, it consists of a series of soapstone quarries, workshops, and habitation sites that revolve around the exploitation of soapstone. Quarries are located at naturally occurring outcrops, usually on steep hillsides or knolls. These quarries consist of large boulders with scars or depressions left where a portion of the stone has been removed to form a bowl or other artifact. These pieces of stone, or blanks, were removed by pecking around a bulge on the boulder's surface until the bulge was undercut and could be removed (See accompanying drawing). Bowls and other objects were then made from these larger pieces at workshops (often as part of, or in the vicinity of, the quarry). As a result of this activity, quarries and workshops have large amounts of soapstone chips and bowl sherds from removal of the blanks, partially completed bowls and artifacts, and the stone tools used to conduct this work. Habitation sites were lived in by the quarry workers and their families, and these are generally located at some distance from the work areas, on more level, fertile ground. Artifacts at these sites would include some evidence of the finishing work on the artifacts, and the artifacts indicative of the daily life of the prehistoric people living there, such as projectile points, atlatl weights, pipes, bowls, knives, etc.

Soapstone Ridge therefore represents a large complex of different types of sites, which together represent some of the different aspects of the exploitation of this rather exotic raw material. Soapstone Ridge is thus the first large scale manufacturing industry in DeKalb County and probably in the Southeastern United States.

Soapstone Ridge exhibits extensive quarrying activities and is the largest, most concentrated, and best preserved quarry in the Southeast. The sites at Soapstone Ridge provide evidence for all stages of bowl manufacture and thus have the potential to yield valuable information on the technology used in working soapstone. In addition, limited work in the area has proven that

excavation will reveal critical information on the way of life of the quarry and workshop workers and their families and shed light on Archaic Period lifeways generally. The Soapstone Ridge sites have been shown to have produced manufactured items that have been found as far away as Florida and Louisiana. The Soapstone Ridge sites thus are a key to understanding Archaic Period transportation and trading networks throughout the eastern part of the United States in a manner similar to copper trade networks in the upper Midwest and Europe. The importance of Soapstone Ridge to a complete understanding of the Archaic Period and the development of Native American culture generally, cannot be overstated.

It is certain that the Ridge was extensively used during the Late Archaic Period (3,000-1,000 BC). It is also probable that the quarries were worked during the following Woodland Period, especially the Early Woodland (1,000-100 BC). Archaeological excavations will undoubtedly be able to provide information on specific sites and on how the Ridge was used through time.

Were all sites used simultaneously giving the appearance of a bustling population/manufacturing center, or were only one or a few quarries being operated at a time? Did the people who lived in the habitation sites live there year round or only during certain times of the year and why? Were some habitation sites used more permanently than others, and did this situation change over the thousands of years the Ridge was exploited? Were certain quarries exploited by certain groups and others by other groups or tribes at the same time, or did different peoples exploit the Ridge at different times? How far were the Ridge's products traded, and what was received in return for these objects? These are only a few of the questions that may be answered by the sites at Soapstone Ridge, and only at Soapstone Ridge. None of these questions will be able to be answered if these sites are allowed to be destroyed.

Past and Present Impacts to Soapstone Ridge

In 1978, the Atlanta Regional Commission prepared a technical memorandum to gather together information on Soapstone Ridge and prepare recommendations for its development from a regional standpoint. They noted that, "while some development has occurred, it has not been of such a nature or intensity to disturb the natural setting." This indicates that at that time little development had taken place and that the development one sees today has taken place during the past 15 years or so. Further, the study concluded that "actions have occurred at the regional and local levels since 1975 to protect Soapstone Ridge" (ARC 1978:10). A little over 15 years later, this has clearly not been the case.

Soapstone Ridge has 67 recorded prehistoric sites, 56 Archaic sites, 6 possibly Woodland sites, and five prehistoric sites of unknown period. Most of these were reported by Dickens and Carnes in the mid-1970s, and a few have been recorded since then as the result of work required by Section 106 of the National Historic Preservation Act. This includes sites such as those found at the Waste Management landfills.

It should be kept in mind that these 67 sites are not all of the sites that exist or have existed in the Soapstone Ridge area, only the sites that have been found so far. It is worth repeating that there has been no intensive, 100 percent, archaeological survey of the Ridge.

In order to gauge how these 67 recorded sites have been impacted by recent development and to determine which areas of the Ridge deserve to be protected, the Greater Atlanta Archaeological Society revisited 43 of the recorded sites. The results are illuminating. Of the 43 site locations, only 24 still have intact sites, while at 10 locations the sites have been completely destroyed and five sites have been badly impacted. In effect, over one-third of the known prehistoric sites on Soapstone Ridge have been destroyed within the past 10 or 15 years.

Only one site on Fork Creek Mountain, the area purchased by DeKalb County near the intersection of Panthersville and River Roads has been preserved from destruction. Other important sites are currently falling victim to new subdivisions. The McGarity-Etheridge site, the most extensive quarry known on the Ridge, was more than two-thirds to three-quarters destroyed in the summer of 1996. In cooperation with the State Historic Preservation Office, the Army Corps of Engineers, and the Archaeological Conservancy, the landowner has agreed to preserve and protect the site by allowing the Archaeological Conservancy to purchase portions of what remains of the site.

Several sites on Blue Creek south of River Road have been destroyed by new subdivisions. On the western edge of the Ridge near Moreland Avenue, several sites have been destroyed by industrial development (ironically, a case of modern industry destroying the vestiges of a prehistoric industry). Two quarries on Henrico Road near the intersection of I-285 and I-675 were destroyed for a landfill.

Many other sites survive but are threatened by imminent development. The Hardin Site (one of the three sites listed on the National Register of Historic Places) is cited in archaeological reports as one of the Ridge's more significant sites. Since the property is on Cedar Grove Road and contains a large lake, it will be very appealing to home builders. Another 40 acre tract on Cedar Grove Road that likely contains undiscovered sites is now for sale, as well.

A quarry is known to exist on Blue Creek opposite the famous McGarity-Etheridge site. The site will be developed for new homes, according to plans filed by the developer with DeKalb County.

New subdivisions are being built right up to the property line of the site owned by DeKalb County on Fork Creek Mountain, and have undoubtedly impacted sites associated with that at Fork Creek Mountain.

New subdivisions are being built near Bouldercrest Road south of Conley Creek. The area near the creek is known to have several important sites. Others await discovery.

A tract of land near the intersection of River and Panthersville Roads that contains a workshop site is now for sale. It will certainly become new homes.

At least two quarries are known to exist on a large tract of land southwest of the intersection of Bouldercrest and River Roads. The tract was selectively logged in 1996, but the sites remain, although the soapstone sherds and artifacts on the ground surface have undoubtedly been moved from the places where they have rested for the past 5,000 years.

At least three sites are known to exist along South River. Others, possibly of great archaeological importance, could await discovery there buried in the deep alluvial deposits along the river. Residential development near South River could destroy such undiscovered sites.

It is clear that the development of the area since the 1970s has had and continues to have a devastating effect on a cultural resource of importance, not just to DeKalb County, but to an understanding of Native-American cultural development throughout the Southeast and beyond. At the current rate of destruction, none of these sites will be available for study in another 20 or 30 years. If development accelerates, as it shows every sign of doing, the time frame could be much less than 20 years.

Procedures/Guidelines

Introduction

The procedures employed to protect historic buildings such as those in the Druid Hills Historic District are different from those required to protect archaeological sites. One of the main differences between them is the time required to evaluate the two resource types (historic buildings and archaeological sites), review the changes that are proposed, assess the impacts on the resource and surrounding area, and mitigate those impacts on sites that cannot be preserved in place.

For a building, the Commission can, within a reasonably short time, visit the building; review the as-built plans and photographs, and any proposed changes; discuss any required changes to those plans; and so inform the owner who can then incorporate these changes in the final project. This can usually be done in a matter of days or weeks; and suggested revisions to the plans can be communicated at a single Commission meeting in a matter of minutes. After a 15 day appeal period, construction can begin.

For an archaeological site or for a property possibly containing an archaeological site or sites, it takes longer just to determine if there are such sites present. It takes even longer to assess their significance; and if sites cannot be preserved in place and protected against future impacts, several months, may be required to mitigate the impacts before construction can begin.

As a last resort, and only after preservation and protection in place cannot be done, mitigation measures, usually involving excavation, can often be designed to obtain the information the site contains, and thereby allow the project to proceed. The main disadvantage of an archaeological site is, of course, the time required to conduct this work. This means that the Commission must be involved in the archaeological district much earlier than in a district like Druid Hills, and that the applicant must be informed of the district's requirements as early in the process as possible.

This early planning and involvement is the procedure used by all knowledgeable developers and agencies when dealing with projects that fall under federal regulation (i.e. Section 106 of the National Historic Preservation Act). It should be the same for a local ordinance.

It should be stressed here that the locations of archaeological sites recorded in the Georgia State Archaeological Site Files, in the DeKalb County Planning Department or elsewhere should be considered privileged information. Misuse of this information resulting in the destruction of sites is a serious matter that may be punishable under Georgia law (see below). While the locations of previously recorded sites is crucial to adequate planning by applicants, only the level of information necessary for planning purposes should be made available, and applicants should be made aware of the sensitive nature of this information for the preservation of our common past. Applicants should not include this information on maps or other documents that may be used by persons who may abuse this privilege, including employees and contractors with no need to know.

To insure that the archaeological work conducted for the applicant, and ultimately for future generations in DeKalb County, is done in an adequate and professional manner, the Commission requires that all archaeological consultants be properly qualified. Determining the qualifications of such consultants can be a time consuming and laborious task, particularly for applicants and Commission members with little or no knowledge of archaeology. The Commission therefore requires that the consultant chosen, or the consulting firm chosen to conduct archaeological survey and excavation work be, or have upper level staff who are currently members in good standing in the Georgia Council of Professional Archaeologists or are certified for archaeological field work by the Society of Professional Archaeologists (SOPA) or its successors. This is not to say that there are no non-Council members or non-SOPA certified archaeologists who might adequately conduct such work; simply that it is very difficult, if not impossible, for the general public to make such judgements without additional expense and time. A list of current Georgia Council members and SOPA certified archaeologists is available at the DeKalb County Planning Department. In addition, the individual or firm must be able to demonstrate the necessary facilities and equipment to conduct fieldwork and analysis and a history of successful deliveries of final reports

Review Procedure

As soon as a landowner or developer shows interest in developing a tract of land within the limits of the proposed district, he should be informed not only of such things as wetland permits and applicable zoning, but also of what he must do to locate and evaluate the property for significant archaeological remains to make sure that the resource is protected and projects are not unnecessarily delayed.

Preliminary Assessment

When the applicant first approaches DeKalb County to inquire about necessary permits and zoning, etc., or preferably before the property is purchased, he should obtain from the Planning Department:

¥ A copy of the general preservation ordinance, the Soapstone Ridge ordinance, and these guidelines.

and

¥ A check list of steps that he will have to take to obtain a Certificate of Appropriateness from the Commission.

The Planning Department will then review archaeological site file records and maps on the subject property to see if previously recorded or known sites are located there. This will give the applicant some idea of what he is up against and will help in the initial project planning. These records are also available at the University of Georgia. Both the state and county sets of records will be updated as projects are completed.

It may be possible to grant a Certificate of Appropriateness with little additional work or expense if there are no recorded sites on the property and the property can be shown not to have the potential for containing such sites. Determining the potential for the presence of significant archaeological sites on the property can be achieved in two ways:

¥ By having the county preservation planner walk the property, reporting to the professional archaeologist on the Commission who may then walk the property himself and report to the Commission

or

¥ By hiring a qualified archaeologist to conduct a preliminary assessment or “risk assessment survey” for the applicant to present to Commission.

The first method may involve considerable time delay, but would be at little or no charge to the applicant. The second method would be faster, but would involve a small charge by the consultant. The preliminary assessment should include:

¥ A brief (one to two hours on average) walk-over of the property to see if there is any potential for the property to contain significant sites as defined in these guidelines.

¥ A letter report from the archaeologist stating that the tract does or does not have the potential for significant sites. If there potential for significant sites, the consultant should present an indication of what types of sites may be present and a map indicating where they might be located. A sample letter is appended to this nomination to be written by the archaeologist and presented to the Historic Preservation Commission with the application for a Certificate of Appropriateness.

¥ A discussion of any previously disturbed areas, or areas with little potential for having archaeological sites. These will not require additional investigation.

If the archaeologist states that there is no potential for significant sites, this letter should be presented to the Commission in with the application for a Certificate of Appropriateness. Unless the Commission finds an obvious flaw in the study, a Certificate of Appropriateness will be issued.

If there is a potential for significant archaeological sites, the applicant will prepare cultural resource management plan for submittal with the application for a Certificate of Appropriateness which may include one or more of the following tasks.

Intensive Field Survey

If there is a potential for significant sites, the applicant will need to:

¥ Hire a qualified archaeologist to conduct an intensive survey of those parts of the property indicated in the previous task to potentially contain significant resources. The purpose of the survey will be to locate all significant sites, so the level of effort needs to be intensive. From start to submittal of a report, this should take no more than four to six weeks (a week or two to schedule the work, a few days to do the field work, a few more days to analyze the artifacts and other data, a week or so to write up and print a final report.)

¥ Prepare a final report that contains at a minimum:

- a description of the property with a map showing the property limits, topography, all sites
- what was done
- where it was done (with detailed maps)
- what sites were found
- a discussion of the artifacts and features with appropriate sketch maps and photographs
- a statement of significance for each site
- a discussion of the research questions each significant site should be able to address
- photographs of each site and any surface features, such as quarried rock
- Georgia State Archaeological Site Forms for each site
- recommendations for how to protect and preserve the significant sites in place
- if a site cannot be preserved and protected, a discussion of the alternates that have been considered and the rationale for not being able to preserve and protect the site.
- a data recovery plan to mitigate the project's impacts on significant sites.
- if there are sites whose significance cannot be determined at this stage the applicant must do more in depth site evaluation.

¥ Submit eight copies of the final report and two copies of completed Georgia Archaeological Site Forms (new forms for new sites, updated forms for previously known sites for submittal to the County and State site files).

If no significant sites are found, this report will be submitted to the Commission to support an application for a Certificate of Appropriateness. Upon reviewing the report, the Commission may grant a Certificate of Appropriateness without further discussion. If significance cannot be determined at this stage the applicant will need to conduct site evaluation. If there are significant sites on the property and they will be preserved and protected the applicant will need to develop a preservation management plan. If there are significant sites that cannot be avoided then the applicant will need to conduct data recovery.

If the report or research is inadequate, the report will be rejected and sent back for revisions. In determining the overall adequacy of the report and its recommendations, the level of effort expended by the archaeologist must be clearly of sufficient character to support conclusions about the presence or absence such data.

Site Evaluation

If the intensive survey locates a site, but for some reason cannot make a determination of the site's significance, testing or site evaluation will be required.

This task does not need the prior approval of the Commission to be able to proceed. Its purpose is to assure that the significance of each site is known before any final decisions are made on its disposition. The applicant will need to deal with his consultant in order to obtain the necessary information from the site to allow for a determination of its significance. The time required for this is impossible to determine in advance since it may not be necessary at all, or there may be several sites that require such additional work. The work for this evaluation or testing task will normally require larger and more detailed excavation. Whereas the earlier intensive survey might require only a few small (one foot in diameter) shovel tests, evaluation will probably require one or more 1 meter (3 foot) square excavation units, carefully dug and recorded. This task could involve a day or two in the field or as long as a week or two, plus lab analysis and report write-up time. The end result will be an addendum to the intensive survey report detailing:

¥ what has been done

¥ what was found, with photos and detailed maps indicating where all work was conducted

¥ a discussion of all artifacts and features found, with appropriate maps, photographs, drawings and profiles

¥ an assessment of each site's significance

¥ a statement of significance for each site

¥ a recommendation for how to protect and preserve the significant sites

¥ If a site cannot be preserved and protected, a discussion of the alternates that have been considered and the rationale for not being able to preserve and protect the site, and a data recovery plan to mitigate the project's impacts on the site.

Site Preservation

If a site is deemed significant and can be avoided by development then strong consideration should be given to preserving the site in place. Preservation in place is always the preferred alternative for significant sites and may save the applicant time and money in the long run, as well as enhance the overall quality of the development and provide good public relations. Preservation in place sets aside the site and a buffer zone around it and establishes procedures for protecting the site from vandalism in the future. A site that is thus protected enhances the surrounding area, as well as protecting the scientific data contained in the site, and may be accompanied by tax incentives. If the site is donated to a non-profit conservancy organization, other tax breaks may apply. To preserve the site in place, the previous stages' reports along with the applicant's plans for preserving and protecting the site from future harm will need to be presented to the Commission. This plan should include a registered surveyor's plat of the project area and the site area to be protected; the measures that will be taken to protect the site for the future, including any fencing or other security measures; a contract from a conservancy organization if the site is to be purchased by or donated to such an organization; and provisions for insuring that future owners are committed to protecting and preserving the site. If the Commission agrees that the site can be preserved and protected, a Certificate of Appropriateness can be issued detailing the commitment of the applicant and his role in protecting the site. It might take a week or two to review the preservation plan and revised development plans. Inadequate plans will be sent back for revision and/or additional work. Upon granting of a Certificate of Appropriateness and a 15 day appeal period the project can proceed.

Data Recovery

If a site is deemed significant and cannot be preserved in place, the applicant must provide copies of the previous tasks' reports (if not already submitted) and a detailed mitigation plan (prepared by a qualified archaeologist) to obtain the data from the site(s).

This plan must be approved by the Commission prior to commencing any field work. Obtaining data from an archaeological site is generally called "data recovery" and usually involves extensive excavation and detailed recording of the site, its contents and features. For rock quarries, data recovery will also require extensive mapping and large format photography of outcrops and worked stone. The detailed plan should explain in detail what the archaeologist expects to find, how he will conduct the field work, the methods to be employed to analyze the artifacts and the other data recovered, and an outline of the final report. Preparing such a research design could, in itself, take a week or two to prepare or even longer if the archaeologist has other commitments. The duration of the actual project will depend on the number, sizes and types of sites.

Upon approval of the research design by the Commission, the data recovery operation can commence. The field work itself could take as little as a few days or as long as a few months. To

some extent this depends on the number of people working on the project, but archaeology proceeds at its own pace, and some things cannot be hurried. Analysis of the material and data gathered by the project could take even longer than the field work, and writing the report just as long. Usually, field work is considered to take about one-third of the time allowed for a project, as most archaeology is done in the laboratory and in front of a computer screen. Again, it is often possible to throw people at the analysis and even the report, but much of analysis is the time necessary to think about and understand the connections and implications of the data and how this fits with previously known sites.

Before a Certificate of Appropriateness can be approved, if data recovery is the selected method of mitigation, the Commission will have to be assured that at least the field work has been finished as agreed to in the research design. This may involve a field visit by the Commission or a preservation planner from the DeKalb County Planning Department. Also, a management summary will be submitted to the Commission within two weeks of the end of field work. If the Commission finds this management summary satisfactory, a conditional Certificate of Appropriateness may be issued that stipulates that the analysis, final report and artifact curation will be completed as agreed. Upon granting of the conditional Certificate of Appropriateness and a 15 day appeal period, construction can begin while analysis and reporting are ongoing.

Curation

Copies of all reports shall be submitted to the DeKalb County Planning Department to be maintained as a resource on subsequent projects and for the use of qualified researchers. One copy of the state archaeological site forms will kept on file by the Planning Department and one will be submitted to the Georgia State Site Files.

The applicant must make provisions, either on his own or through the DeKalb County Planning Department, for curating the archaeological data recovered, the artifacts, notes, photographs, data files, maps, and report, etc. This information is what has been paid for and what is of the utmost importance to “preserving” the site for future generations. Discarding the artifacts and other data and just keeping the report would, in effect, be eliminating 75% of the reason for the project to begin with. Reports are by definition incomplete and subjective interpretations of a site by a single archaeologist. Future researchers will need this information to reinterpret the site in light of better understanding. Just as important is the negative information generated during the previous tasks. It is just as important, and some might say more so, to know where sites are not located as to know where they are located. Provisions must be made to keep this expensive information in good condition for future generations who will not have the benefit of visiting the site that has since been destroyed. Some of this material, such as the more outstanding artifacts, photographs and maps, might be made temporarily available for display for the citizens of DeKalb County for educational purposes. This would fulfill the other educational goals of the county preservation ordinance and provide good public relations for the applicant and the county.

Significance Criteria at Soapstone Ridge

Significance determines when the threshold has been reached to get a Certificate of Appropriateness or go on to the next task. Significance also plays a role in how the applicant deals with the consultant and the types of services required.

In the case of Soapstone Ridge, the significance issue should be somewhat easier to resolve than it generally is in cultural resource management. The reason for this is the rather tight focus of the district on the Late Archaic/Early Woodland soapstone extraction industry. The significant functions of the sites are also restricted to quarrying and related activities, such as production of soapstone items, food preparation, habitation, bowl cache sites, etc. The case for a site to be significant or not must be well reasoned and made on a site by site basis by the applicant's qualified consultant.

To be considered significant a site must fulfill all of the following conditions:

1- A site must be able to contribute to our general understanding of the prehistoric development of the Ridge, the procurement of the raw soapstone, its manufacture into useable products, the lifeways of the people who did the work, the transportation of the goods, or the interaction of the workers and inhabitants with other regions, etc.

2- Sites should be relatively undisturbed by historic activities.

3- There should be undisturbed soil deposits at the sites that can be shown to contain or clearly have the potential to contain artifacts and features.

Human Remains

It is possible, although perhaps unlikely, that unmarked graves will be encountered on an applicant's property. These might be in association with a known or recorded cemetery, historic graves near an old farmstead, or Native American graves discovered during construction or other ground disturbing activity. Graves, as such, are not the focus of this ordinance; however, they cannot be ignored. Georgia has three laws that apply in all parts of the state regardless of local historic preservation ordinances and districts. It is not the place of the Commission to enforce state laws, but this information is included here to educate applicants and others on these other responsibilities and thereby avoid difficulties with state law. The Abandoned Cemeteries and Burial Grounds Act (Georgia Code Section 36-72-1) sets out rules governing the identification and removal and reburial of unmarked graves, including graves found during archaeological projects. The Native American burial act (Section 12-3-622) governs the buying, selling, trading and exporting of Native American burial, sacred and cultural objects including, but not limited to, archaeologically recovered items. In most cases, such intercourse is prohibited. Section 31-21-6 requires the notification of the local law enforcement agency upon the disturbance, distraction or debasement of human remains. If it is felt the remains may be those of Native Americans then the Historic Preservation Division of the Georgia Department of Natural Resources must be notified. All of these laws have corresponding penalties unrelated to local preservation ordinances and districts, and it is recommended that applicants become familiar with these laws prior to any ground disturbing activities.

Inadvertent Discovery

These guidelines are intended to take as much of the guess work and surprises out of the preservation process as possible by making every reasonable attempt to find all of the significant sites as early in the development process as possible. Clearly defined steps are presented with the appropriate conditions that trigger each one. If an approved cultural resource management plan is followed, virtually all significant sites will be identified and provided with some level of protection. However, without excavating every square foot of an applicant's property, there is always the possibility of inadvertent discoveries being made during construction. Unmarked graves, as noted above, are only one such type of inadvertent discovery. Other sites, particularly deeply buried sites, may also be found during construction.

It is therefore incumbent on the applicant and his consultant and will be part of any Certificate of Appropriateness granted by the Commission to provide Inadvertent Discoveries Plan to deal with inadvertent discoveries during construction. This is true whether the Preliminary Assessment (Step 1) concludes that there is no potential for significant sites on the property or whether Data Recovery (Step 5) has been conducted.

The Inadvertent Discovery Plan will be appended to each Certificate of Appropriateness and will include at a minimum:

- ¥ A list of significant objects and features that construction workers may observe during construction;
- ¥ Whose responsibility it is to report the find, including names and telephone numbers of persons to contact;
- ¥ Who will be responsible to ensure that all work in the area has stopped until the significance of the find is determined;
- ¥ How and by whom the significance will be determined;
- ¥ How and whom in the Planning Department will be notified;
- ¥ Who the back up responsible persons will be;
- ¥ The time requirements for notification of the responsible persons and the Planning Department.

This plan will be made available to all contractors and subcontractors, and will be posted in a conspicuous location at the job site. Failure to abide by the Inadvertent Discoveries Plan may result in breaking state law and revocation of the Certificate of Appropriateness.

Appendices

Sample Letter for the

Preliminary Assessment

DeKalb County Historic Preservation Commission:

On (date), the undersigned accompanied by (names of others present) representing (name of organizations and companies involved) visited the subject property at (address and name of development). This visit lasted ## hours. The purpose of this visit was to determine the potential for the subject property to contain significant prehistoric related to Soapstone extraction activities as noted in the Soapstone Ridge Historic District Ordinance.

(Briefly describe the property, its topography, ground cover and any historic impacts.)

This walkover included the examination of the property for water resources, topography and rock outcrops that may indicate the presence of such sites. (Include any other activities conducted during the walkover.) In addition, the County's archaeological files were consulted to determine whether any previously recorded sites were located on or near the subject property.

The archaeological files indicated that there were (no) sites on the subject property or on adjacent property. (If sites are recorded, briefly describe them and include a sketch map showing their location.)

The walkover showed (no) areas that appear to have the potential for containing significant sites. (If there are areas that have the potential for containing quarries, workshops or habitation sites, describe them here. If there are no soapstone outcrops or undisturbed areas with the potential for containing such sites, present justification for this conclusion here.)

We therefore conclude that (no) additional work is necessary to locate significant archaeological sites. (If further work is recommended, state where such work should be conducted within the property, what types of sites are to be expected, and an approximate level of effort and time frame to conduct such work.) (If no further work is recommended, the archaeologist should recommend that a Certificate of Appropriateness be granted by the Historic Preservation Commission.)

Sincerely:

A Glossary

Analysis: The archaeological study of the properties of artifacts and other objects (e.g., bones and seeds), their associations, and their provenience. This involves the cataloging and labelling of the artifacts, as well as special studies such as floral and faunal analyzes.

Archaic: A cultural period in the Eastern United States dating from about 8,000 B.C. to about 1,000 B.C.

Archaeology/Archeology: The study of the undocumented remains of the past, also the techniques used in such studies. Among American archaeologists, archaeology is commonly divided into prehistoric and historic (after the arrival of Europeans in the New World) periods.

Artifact: Any object made or modified by man.

Assessment/Evaluation/Testing: The process of determining whether a site or structure is significant. Also called Phase II.

Contact Period: The period in the New World just after the first arrival of Europeans. In the southeast this period varies depending on who and when the first contact was made, but it usually dates after the mid-sixteenth century and later.

Cultural Period: A period of time that has similar artifacts, social organization, and other factors, and is located within a defined geographic area. The major Cultural Periods of the Eastern United States are the Paleoindian, the Archaic, the Woodland, the Mississippian and the Historic.

Cultural Resources: A term coined with the appearance of historic preservation laws in the 1960s and 1970s, and intended to mean all archaeological and historical properties and data in a given area.

Data Recovery: Term meaning a large scale excavation of an archaeological site; the detailed recording of structures; or the gathering of extensive historic data on a site. Data Recovery is conducted during Phase III.

Eligible for the NRHP: Term meaning that a site or structure is intact, significant, and appears to meet one or more of the National Register of Historic Places criteria.

Evaluation: (see Assessment)

Feature: Soil discoloration or arrangement of artifacts in the soil that represents past human activity. Examples are postmolds, privies, trash pits, building foundations, builders' trenches, and burials.

Floral or Ethnobotanical Analysis: The study of seeds, and sometimes pollen (palynology) and larger plant remains.

Faunal or Zooarchaeological Analysis: the study of non-human bones and animal remains from archaeological sites.

Integrity/Intact: Terms used to mean that all parts or major portions of a site are undisturbed.

In situ: A term that refers to an artifact that is still in the location where it was discarded or left by an occupant of a site.

Listed on the NRHP: A site that has been nominated to the National Register of Historic Places and has been officially accepted.

Mississippian: A cultural period in the southeastern United States following the Woodland Period that dates from about A.D. 900 to European contact.

Mitigation: Term meaning to alleviate the adverse effects of project construction. Mitigation may take the form of data recovery (thereby obtaining the data contained in the site) or by avoidance (thereby not affecting the site at all). Also referred to as Phase III.

nominate them.

Prehistory: Term dealing with the archaeology of preliterate peoples.

Principal Investigator: A person, usually with an M.A. or Ph.D. degree or extensive experience, who designs research projects and oversees the field and laboratory tasks, and has the principal responsibility for preparing the report.

Projectile Point: Jargon for arrowhead. Archaeologists like to point out that such objects may have been used on darts and lances, etc., and that a particular artifact may not have been used on an arrow.

Reconnaissance: A very preliminary walkover of a site to see if it requires more intensive survey. It sometimes includes background research and a written report of findings.

Sherd: A broken piece of pottery or glass. Infrequently termed shard.

Shovel Test (Shovel Test Pit, ST, STP, etc.): a survey and testing method used to determine the horizontal limits of a site where ground cover prevents examination of the ground surface. These are usually the size of a shovel and are dug to sterile (no artifacts) soil. Soil is usually screened to find artifacts.

Significance Criteria: The criteria listed in NHPA, which, if answered affirmatively, indicate that a site is significant and eligible for the NRHP. Also called eligibility criteria.

Significant: Term used to refer to a cultural resource that is important in local, regional, and national prehistory or history, or which is likely to yield answers to current research questions in archaeology and history.

Site or Archaeological Site: A frequently vague term used to describe a horizontal and vertical area of ground that has been used intensively by people in the past and which contains or is likely to contain artifacts and features associated with that past activity. The actual boundaries of sites may be based on the density of features and artifacts or on other criteria.

SOPA (Society of Professional Archaeologists): A national certification society for professional archaeologists. Some states are currently requiring that cultural resource projects be conducted

by SOPA-certified archaeologists to help insure that research is conducted satisfactorily. Visit <http://www.smu.edu/~anthrop/sopa.html> for more information.

State Site Form: Forms filled out by archaeologists on archaeological sites. Most states have an accepted statewide form.

Survey: A phase of archaeological investigation during which surface collection and limited subsurface techniques are employed to identify archaeological sites or their absence. Also referred to as Phase I.

Testing: (see Assessment)

Woodland: A cultural period falling between the Archaic and the Mississippian from about 1,000 B.C. to about A.D. 900 in the eastern United States. This period saw the widespread use of pottery, agriculture and village life.