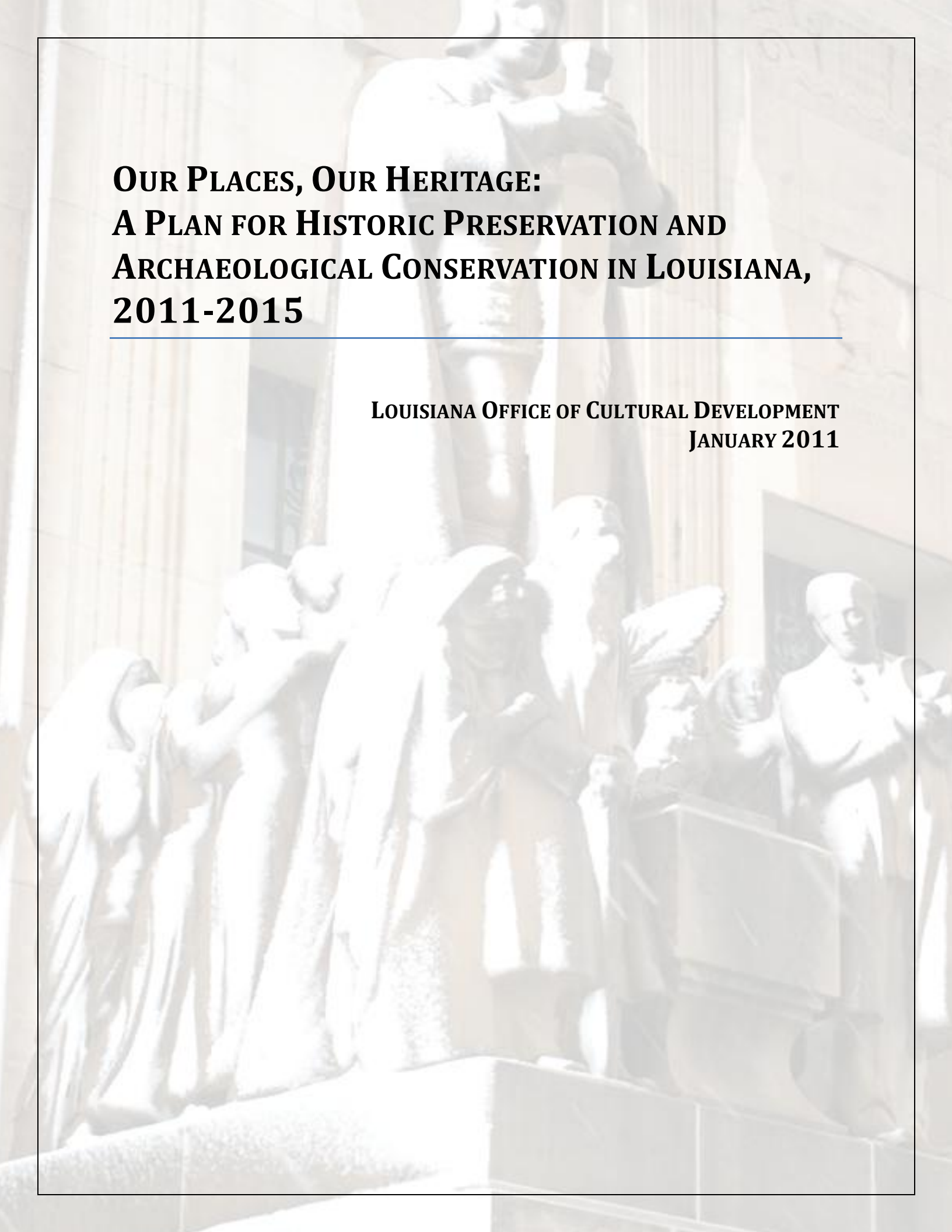

Our Places, Our Heritage: A Plan for Historic Preservation and Archaeological Conservation in Louisiana, 2011-2015

Louisiana Office of Cultural Development

January 2011

PREFACE

As Louisiana enters this second decade of the 21st century, it approaches a number of historic milestones including the bicentennials of statehood, the War of 1812, and the Battle of New Orleans (2015) along with the sesquicentennial of the American Civil War and the tercentenaries of both Natchitoches (2014) and New Orleans (2018). With these important commemorations just on the horizon, it seems highly appropriate that the State Historic Preservation Office (SHPO) and interested preservation groups from around Louisiana articulate a larger vision for the conservation of the important historic and cultural resources located here within our state. Yet, Louisiana finds itself in a precarious position. The catastrophic hurricanes of recent years and the Gulf oil spill have stretched resources thin and a discouraging budget climate that has already reduced the overall reach and effectiveness of state government now threatens to carve further into public services. Preservation organizations must of necessity respond to these difficult times.

It has been the goal of this planning process to look more carefully at how to serve the needs of the people of Louisiana while doing so in a less than ideal fiscal environment. With this thought in mind, and after intensive research and discussion among members of the preservation community, public officials, and private citizens, the following planning document has been developed to address the major issues of cultural resource management over the next five years (2011-2015). Primarily, the plan calls for a focus in five main areas: ***1) developing advocacy efforts, 2) expanding education and public knowledge, 3) building visibility, 4) streamlining services, and 5) identifying and protecting historic properties***. With hard work and a cooperative spirit among all partners, we feel that historic preservation and archaeological conservation in Louisiana can be both economically feasible as well as morally responsible.

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AN INTRODUCTION TO LOUISIANA'S HISTORIC AND CULTURAL RESOURCES

Like other states in the nation, Louisiana is a product of migration, conflict, cultural exchange, and societal evolution through time. Our human past is reflected most notably in the rich array of buildings, structures, archaeological sites, historic landscapes, and traditional cultural properties that are a shared inheritance for all the people of the state. The effective management of these historic and cultural resources requires an appreciation of the traditions, folkways, and historical origins that underlie the state's different communities and populations, as well as an awareness of the historical processes that have affected and contributed to Louisiana's overall development. Attempting to balance the preservation of this rich heritage with today's all-consuming imperative of economic growth can be a daunting task, one that demands commitment at all levels–involved local people, responsive elected leaders, attentive civil servants, and, above all, an educated general public that recognizes the inherent value of Louisiana's cultural patrimony in this era of terrific physical expansion. It is hoped that this short introduction, while providing a better understanding of Louisiana's historical context, also will serve to identify the many challenges to, and opportunities for, preservation and conservation in the Pelican State.

LOUISIANA PREHISTORY

PALEO-INDIAN PERIOD (12,000-10,000 YEARS AGO) THROUGH THE ARCHAIC PERIOD (10,000-2,500 YEARS AGO)

Mankind's earliest forays inside what are now the borders of the State of Louisiana came probably some 12,000 years ago and these first inhabitants found it a hospitable place rich in fish, wild game, and other natural resources. Evidence of these earliest peoples is rather limited so that archaeologists often must extrapolate their conclusions from better-preserved finds in other parts of the South. Still, distinctive chipped stone technologies began to emerge in Louisiana some 10,000 to 8,000 years ago and archaeologists have recovered scrapers, pitted stones, and other tools in abundance, suggesting a population that was larger and more sedentary than in earlier times. By 6,000 years ago, mound construction was underway in southern and eastern Louisiana, marking the start of a tradition that continued for the next 5,000 years. Louisiana has at least 13 mound sites that date to the Middle Archaic, including the well-preserved Watson Brake site in Ouachita Parish and the LSU Campus Mounds site in East Baton Rouge Parish.

From 3,700 to 3,100 years ago, a unique culture flourished at the Poverty Point site in West Carroll Parish. The natural environment there was diverse enough to support an extremely large hunter-gatherer settlement. Importantly, Poverty Point's residents created an extensive trade network that brought stone from great distances to use for points, beads, plummets, and bowls. Further, they built massive concentric ridges and earthen mounds, including a large central mound that now measures 21 meters tall. For its time, this intricate complex was the largest and most elaborate in North America. Poverty Point now is a State Historic Site, a National Historic Landmark, a National Monument, and is on the U.S. Tentative List to be a World Heritage Site.

Woodland Period (2,500-800 Years Ago) through the Mississippian Period (800-400 Years ago)

The widespread use of pottery marks the beginning of the Woodland period, around 2,500 years ago. This early pottery was thick, un-tempered, and poorly fired, but it marked a major technological and cultural development. About 2,200 years ago, the Marksville culture emerged in the lower Mississippi Valley. Considered a southern variant of the mid-western Hopewell tradition, its people crafted delicate, decorative pottery and built elaborate burial mounds. The eponymous multi-mound Marksville site in Avoyelles Parish has no equal in the rest of the state. It is a State Historic Site and a National Historic Landmark.

By about 1,000 years ago, Louisiana had a great range of diversity in its American Indian population, with both mound and non-mound cultures represented within the state's borders. The Caddo tradition, with its fine pottery, extensive trade network, and elaborate mortuary complex, flourished in northwest Louisiana. In the lower Mississippi Valley, the Plaquemine and Mississippian traditions emerged. In southwest Louisiana, hunting and gathering provided abundant resources throughout the year for most communities.

European Contact and the Historic Period (1500s-1700s)

The devastating force of European contact that rippled across the American Southeast in the 16th, 17th, and 18th centuries, however, brought collapse and social dislocation to these cultures, leading in turn to the eventual regeneration of Louisiana's native peoples as the "historic-era" tribes that we know today. Settlement pressures during the colonial period led to an influx of Indian groups from the east and the north, the movement of Indian peoples within Louisiana, and the conglomeration of tribes as they struggled with warfare, disease, and cultural loss. During that time, many sites were occupied only briefly and thus are small and difficult to link with a specific tribe. There are though a few

Louisiana's Ancient Mounds

In 1997, the Louisiana state legislature recognized the importance of protecting our American Indian legacy with the creation of the Ancient Mounds Heritage Area and Trail Advisory Commission. Since then, the State Historic Preservation Office, through the Division of Archaeology, has worked with local landowners and state agencies to preserve and mark more than three dozen sites in northeast Louisiana. These are now interpreted and accessible through the Ancient Mounds Driving Trail.

Among these spectacular examples is the 3500-year old Poverty Point site, one of the oldest and largest mound complexes in North America. It is protected today as a state park and, through cooperative efforts, was recently named as one of only 14 places in the United States eligible for nomination as a World Heritage Site.

Further, in recent years, the Division of Archaeology has worked with The Archaeological Conservancy, a national non-profit dedicated to preserving heritage sites, to assist their purchase of 12 properties, including the important DePrato and Mott Mound complexes. These will now be available for future generations.

Rendering of the Poverty Point site (Office of State Parks/Martin Pate)

Magnolia Mound Plantation, ca. 1790s, Baton Rouge (Office of Tourism)

Slave quarters at Evergreen Plantation, mid-1800s, along the River Road (Office of Tourism)

Restored kitchen, Destrehan Plantation, complex dates to 1780s, along the River Road (Office of Tourism)

places, such as the Tunica "treasure" site of Trudeau, that are notable for their range of native and European artifacts showing the process of acculturation during the 1700s.

LOUISIANA'S COLONIAL DEVELOPMENT (1699-1812)

Following the era of contact, Louisiana emerged as a far-flung colonial outpost, first of the French, then of the Spanish and British, before finding itself integrated, albeit as an exotic possession, into the realm of the new American republic. The physical legacies of the colonial era, such as the French Quarter in New Orleans (built primarily under the Spanish after disastrous conflagrations in 1788 and 1794), the isolated plantations up and down the Mississippi River and in the Red River Valley, and the lonely frontier outposts at Opelousas, Natchitoches, and Los Adaes are important on a national scale. They represent, individually and collectively, the immersion of European and African identities into the hothouse climate of the Americas and offer exciting views of societal and cultural formation in this new environment. The colonial era also was responsible for the creation of Louisiana's premier architectural style, French Creole. Once prevalent throughout the Mississippi Valley, today few examples of French Creole architecture are found outside of Louisiana; a few exist in the Gulf states of Mississippi and Alabama and in the old French outpost towns of the Upper Mississippi in Missouri and Illinois.

Though the remaining structures and numerous archaeological sites representing this history are richly rewarding for the stories they reveal about early Louisiana, they are often located in areas where development has proceeded unabated. Effective management and interpretation is limited by centuries of continued development and use, subdivision of property into many small landholdings, and the conversion of agricultural land to housing and industrial parks. Like our state's earliest American Indian cultures, this colonial legacy is one of the most fascinating, but also one of the most endangered of our historic resources.

THE ANTEBELLUM PLANTATION WORLD (1812-1860)

After the passing of the European powers from the scene, Louisiana quickly came into its own as a commercial economy built upon cotton, sugar, and enslaved labor. The plantations located on the Mississippi and Red Rivers, and over into the bayou country of the Lafourche and Teche districts, produced immense crops that were then moved by water to New Orleans, and then from this great metropolis to overseas markets. Plantation society in the state evolved along its own trajectory, varying from region to region both by the crops grown and the ethnic origins of planters and slaves. The sugar regions of south Louisiana, for instance, largely reflected the influence of creolized African and European populations, while plantation culture in the state's cotton regions generally evolved as a product of the migration of Atlantic seaboard planters, largely of English or Scottish descent, and their anglicized African American laborers. The "big houses" came in a range of styles, some showing their colonial and Caribbean roots, others illustrating Federalist, neo-classical, and Gothic Revival styles popular elsewhere in the South. Architecture and archaeological remains in the "quarters" likewise reflect the origins of their inhabitants, either as Louisiana and Caribbean creoles or as transplants from the eastern states. Important archaeological work at plantation sites continues to help us understand the wide cultural parameters of the plantation world.

UPLAND SOUTH, ACADIAN, AND OTHER CULTURAL INFLUENCES (LATE 18TH AND 19TH CENTURIES)

Other areas of Louisiana attracted migrants with different ethnic heritages and cultural characteristics. The piney woods of the Florida Parishes above Lake Pontchartrain and the upland country of north and central Louisiana drew a mixed Anglo and Scots-Irish immigration of small, subsistence-based farmers from other similar areas of the American South. The housing styles in these places included typical "dogtrots," "single-pens," and "Carolina-I's," few originals of which remain today.

In south central Louisiana, the prairies and lowlands emerged as the domain of the Acadians, today's "Cajuns," who began arriving in the 1770s and made their living as small farmers and herders of cattle, and later as trappers and fishermen. The typical "Acadian" house can be found in dwindling numbers across much of south Louisiana and as far north as Avoyelles and Rapides Parish in the central part of the state. A modernized version of this "native" style remains a popular housing choice in the region.

Other French-speaking peoples, including white and black creoles and mixed-heritage American Indian bands that lived in isolated communities on the fringes of society, inhabited south Louisiana as well and maintained distinct cultural traditions. Meanwhile, on the far western border of the state, the so-called "Neutral Strip" that separated the United States from Texas, frontier conditions prevailed with a mix of Anglo-American, Indian, African American, and *mestizo* communities. Each of these communities persisted with their own ethnic identities and customs, often down to the present day.

NEW ORLEANS AS A COMMERCIAL AND CULTURAL CENTER (1718-1860S)

New Orleans, of course, remained a world unto itself, a vast and diverse port city that numbered almost 170,000 souls by 1860. A center of wealth and power, its

commercial and cultural influences reached deep into the hinterlands of the Mississippi River Valley. Indeed, the New Orleans "style" could be recognized in Baton Rouge, Alexandria, Shreveport, and Monroe, and as far north as Memphis and St. Louis. In this mostly agricultural state, cultural trends tended to move outward from the urban center to the rural periphery. New Orleans, therefore, had an inordinate impact on the development of the rest of Louisiana. Even more, as a full-formed city by the time of the Civil War (Baton Rouge, the state capital, was home to fewer than 6000 persons), New Orleans' built environment accommodated an impressive array of architectural styles that met its housing and commercial needs, making it today one of the most opportunity rich areas for rehabilitation and re-use of historic structures. Although much of the early city has been wiped away, a few key examples of the French colonial presence remain and the French Quarter itself, though built under Spanish rule, nonetheless reflects typically French Caribbean and creole modes. Greek Revival, Egyptian Revival, Gothic Revival, and Italianate styles are evident in housing, businesses, and government buildings from the later antebellum period. New Orleans also is important for its rich archaeological legacy. Recent investigations in the garden behind St. Louis Cathedral, on the grounds of the Old U.S. Mint, and at other sites in the French Quarter demonstrate a high-level of preservation and help reveal the fascinating interactions between ethnic groups during colonial and antebellum times.

FORTS, BATTLEFIELDS, AND HISTORIC CEMETERIES (COLONIAL ERA THROUGH THE 19TH CENTURY)

Louisiana played a strategic role in the imperial designs of the early colonial powers in North America and later likewise held tremendous value for the American republic, all because of the vital importance of the Mississippi River. France, Spain, and Great Britain all constructed military fortifications to defend their interests in Louisiana and, after the Battle of New Orleans in 1815, the United States government also invested heavily in securing the state. Most of the early posts have long since been destroyed but valuable archaeological remains merit continued attention. Equally as important are the brick masonry forts of the antebellum era that surround New Orleans and are endangered today by coastal erosion and neglect. These include Forts Pike and Macomb east of the city, the crumbling ruins of Fort Livingston to the west, and Forts Jackson and St. Philip down the Mississippi. All of these suffered heavy damage during Hurricane Katrina in 2005 but most have undergone mitigation and stabilization efforts in recent years. Other installations, such as Jackson Barracks in New Orleans, the Pentagon Barracks and Old Arsenal in Baton Rouge, and assorted other minor structures comprise an important part of Louisiana' s early military heritage. Key partners in managing these assets include the Office of State Parks, Louisiana National Guard, local parish governments, and interested friends' groups.

A number of important battlefields from the War of 1812 and Civil War are located in Louisiana as well. Of national importance, the Chalmette battlefield below New Orleans, managed by the National Park Service, was the site of General (later President) Andrew Jackson's famous victory over an invading British army. Numerous other sites dating from the Civil War are in various states of conservation. The Office of State Parks manages Port Hudson just above Baton Rouge; Forts DeRussy, Randolph, and Buhlow in central Louisiana along the Red River; and Mansfield just below Shreveport. Port Hudson was the site of a 48-day siege in 1863; its fall gave the North full control over the Mississippi River. Mansfield

Port Hudson State Historic Site, near Zachary (Office of Tourism)

Confederate soldiers' monument, Tallulah, (Office of Tourism)

Somerset Cemetery, near Newellton, a rural burying ground, ca. 1850s (Office of Tourism)

was the culminating battle of the 1864 Red River campaign. Yet, these are but a few of the Civil War-era sites in Louisiana. Campaigns in the Bayou Lafourche and Bayou Teche country took place in 1862 and 1863, while the Vicksburg campaign opened with General Ulysses Grant's destructive march through northeast Louisiana in April 1863. Sites associated with these operations have received very little attention over the years and are in need of assessment. As is the case elsewhere, intensive agricultural and industrial development, along with suburbanization, continue to be major threats. The upcoming anniversaries of both the War of 1812 and Civil War, however, provide opportunities for education programs and conservation efforts aimed at limiting the loss to these important places.

In addition to forts and battlefields, Louisiana has a wide assortment of historically significant cemeteries and burying grounds associated with its development in the 18th and 19th centuries. The most well-known are the above-ground cemeteries of New Orleans, especially the ancient St. Louis cemeteries just outside the French Quarter. These early sites are crowded and jumbled affairs but later burial places in the city, such as Metairie Cemetery, have park-like qualities that reflect Victorian conventions about death and mourning, being heavily ornamented with important artwork and architecture. Locally, the Save Our Cemeteries preservation organization has been active for several decades in bringing attention to blight and decay in the cemeteries and working to mitigate damage. Following this group's work, just recently the Louisiana state legislature created the Louisiana Historic Cemetery Preservation Program and Trust Fund to help identify and preserve burial grounds statewide. Among the endangered properties are small rural sites, often those of plantation and farming families (both white and black), that are poorly marked and threatened by development and decay, as well as larger inner-city cemeteries that have fallen into disrepair with shifts in demographics over the years. Local and state preservation groups have a great deal of work in front of them but such efforts do tend to generate public interest and support.

AFRICAN AMERICAN LIFE AFTER THE CIVIL WAR (1865-PRESENT)

The Civil War transformed both Louisiana and the South, but perhaps not in ways that proved readily discernible even a few decades later. For, though Emancipation completely destroyed the institution of slavery and Reconstruction provided African Americans a surprising amount of political freedom up into the 1870s, white violence towards blacks and the withdrawal of northern support for civil rights erased most of these gains in the years afterward. Further, the plantation continued to be a central part of the lives of many African Americans well into the 1930s and 1940s, as recorded through oral histories, written records, and archaeological work at plantations such as Alma and Riverlake in Pointe Coupee Parish and elsewhere. Meanwhile, "Jim Crow" segregation increasingly limited the opportunities of small-town and urban blacks.

Yet, in an unintended way, segregation also created vibrant African American business and residential districts that flourished up into the 1950s and 1960s. These areas, like South Baton Rouge or Texas Avenue in Shreveport, featured schools, theatres, dancehalls, restaurants, and stores that catered to all-black audiences. Although reflecting local adaptations, many of these structures nonetheless often drew upon national styles then coming into vogue. Found in some of Louisiana's smaller communities are a few surviving benevolent society buildings and Rosenwald schools. Preservation interest in these African American neighborhoods and buildings, often linked to larger community revitalization and economic development efforts, has exploded over the past decade but more work needs to be done in identifying and protecting them.

EARLY 20TH CENTURY LOUISIANA (1900-1945)

As Louisiana moved into the 20th century, revolutions in transportation and communication increasingly broke down the physical limitations of both travel and cultural transmission, thereby

"Leadbelly" statue, Texas Avenue, Shreveport (Office of Tourism)

Arna Bontemps Museum, boyhood home of the biographer, essaysist, and literary critic, ca. 1890s, Alexandria (Office of Tourism)

introducing outside influences to even the most remote and provincial areas of the state. This expanding consciousness was reflected most notably in the advent of national architectural trends that accompanied the coming of the railroads in the decades after the Civil War and the building of modern highway systems in the 1920s and 1930s. Towns like Lake Charles and Crowley in southwest Louisiana still today reflect their origins in the timber and rice booms of the late 19th century with a built culture that evidences the conventions of the time (Queen Anne and Eastlake, in particular), especially as recent northern and mid-western immigrants sought to replicate models of national affluence and success. Likewise, the development of "garden districts" in Baton Rouge, Alexandria, and Shreveport (not to mention in much of New Orleans as well) reflected general trends towards suburbanization in the 1910s and after, with strong bungalow styles tailored to indigenous tastes and an abundance of Colonial, Spanish Colonial, and Tudor Revival examples on display. The Beaux Arts and Art Deco design styles are likewise heavily represented in these places in residential, commercial, and government buildings.

The early 1900s also saw the birth of the oil and gas business in Louisiana. Following big strikes in East Texas, surveyors and "wildcatters" brought in wells around Jennings and then in the Caddo Lake area north of Shreveport. The wealth that came with this industry, and the subsequent impact on private as well as public architecture in Louisiana, cannot be overestimated. In fact, oil revenues underwrote much of Governor, later U.S. Senator, Huey Long's infrastructure construction in the late 1920s and early 1930s, including his building of roads, bridges, and a new governor's mansion and state capitol.

Even more expansion came after Long's untimely death in 1935, when the now-friendly Franklin D. Roosevelt administration in Washington, D.C., poured close to a hundred million "New Deal" dollars into Louisiana for schools, airports, courthouses, community centers, university buildings, parks, sewerage systems, and other projects. A large percentage of these structures are still in use today. Such publicly-

Detail, New Deal mural, Louisiana State Exhibit Museum, late 1930s, Shreveport (Office of Tourism)

Standard Oil building, old Scott Field, where crop-dusting began, ca. 1920s, outside Tallulah (Office of Tourism)

owned historic buildings, bridges, and roadways periodically face assault from well-meaning but non-preservation-minded architects, engineers, and governmental custodians who tend to adopt a philosophy of "modern is better" when it comes to maintenance and repair. Louisiana's preservation organizations, in partnership with the SHPO, need to be more proactive in "selling" preservation practices and methodology to local and state government agencies.

Another important but nonetheless often overlooked legacy for Louisiana from this first half of the 20th century is the assortment of military installations constructed during the First and Second World Wars. These include Camp Beauregard and Camp Livingston near Alexandria and Fort Polk at Leesville. Beauregard (Louisiana National Guard) and Polk (Department of Defense) are still active today. All of the posts, as well as a handful of other sites around the state, have significant architectural or archaeological elements that need evaluation and conservation. Cultural resource staff at Fort Polk have completed an extensive analysis of that base in recent years and the U.S. Forest Service is continuing work in documenting the remnants of Camp Livingston, now a part of the Kisatchie National Forest. Still, much work remains to be done to record and preserve this aspect of Louisiana's military heritage.

LOUISIANA AFTER 1945

In terms of a larger view of the 20th century, the Second World War proved to be the true watershed moment for Louisiana. Federal investment in military bases and defense industries contributed heavily to a wartime boom and this investment continued in the decades after the war as major petro-chemical industries moved into the state, especially along the Mississippi River corridor between New Orleans and Baton Rouge and around Lake Charles. Indeed, the 1950s and 1960s saw the "sunbelt revolution" in full sway with the construction of two major interstate systems in Louisiana, an explosion in the number of suburbs surrounding the state's major cities, and an accompanying growth of businesses to service this new population, much of it drawn from declining rural areas.

Although bringing tremendous economic opportunities that, in general, lifted Louisianans' standards of living, this growth was accomplished by rapid and poorly planned expansion that also eroded the integrity of traditional downtowns and caused a staggering loss of cultural resources. Such examples are too numerous to mention, but, we might point out the disastrous effects of interstate construction on the Tremé neighborhood in New Orleans and South Baton Rouge in the capital city, two thriving black residential and commercial districts that went into immediate decline. While there has been a renewed interest in the past 15 or 20 years in re-developing older downtown areas, the trend towards suburbanization, in particular, has continued to abrade much of Louisiana's rural culture as cities such as Baton Rouge, Hammond, Lafayette, and Lake Charles (all along the Interstate 10/12 corridor) maintain high levels of growth. Even smaller towns, such as Natchitoches and Ruston, have seen increased expansion in recent years that has put extreme pressure on their city cores and surrounding rural landscapes.

In an odd turn of events, though, much of this remarkable development from the 1950s and 1960s now finds itself threatened by more recent "progress." Especially in danger are many of the schools, public buildings, neighborhoods, churches, and industrial structures that represented the blossoming of modernist architecture. The 2007

demolition of the Union Tank Car shop in Baton Rouge, a stunning geodesic dome designed by Buckminster Fuller, is only one example of an increasing number of such important pieces of our heritage being lost. Further, many key places in the state's dynamic civil rights struggle are in jeopardy as well, although some, such as the Kress Building in downtown Baton Rouge, site of a famous 1960 "sit-in" by Southern University students, have recently been renovated in a respectful manner to honor this important legacy.

A View on Current Preservation Issues

The scope of, and challenges to, historic preservation and archaeological conservation in Louisiana are vast and complex. In large part, the sheer density and variety of human habitation through time contributes to a wide field of activity for preservationist groups who often have too few staff and too little money. But, also, the level of stress on the state's historic and cultural resources has increased dramatically over the past decade. Demolition by neglect and new development continue to be major concerns for urban areas, as always. Many of Louisiana's archaeological sites are threatened by an ever-growing population needing land for homes and businesses, the increased use of land-leveling and drainage techniques by agricultural interests, the rapid erosion of the state's coast, and the recent surge in oil and natural gas exploration. In some areas, looting continues to be a significant problem. Underwater archaeological sites in Louisiana, including submerged, formerly terrestrial sites as well as shipwrecks and abandoned watercraft, are threatened by storms, dredging, and energy development. All of these issues represent ongoing, continual threats to sites and traditional cultural properties and practices. They will require sustained efforts to be properly addressed.

There are also significant threats from one-time events such as hurricanes and oil spills, as Louisianans have learned all too well in recent years. These events have the potential to instantly impact many sites over a broad region, requiring an intense,

Sandoz Hardware sign, ca. 1950s-60s, Opelousas (Office of Tourism)

Holy Ghost Catholic Church, ca. 1960s, Opelousas (Office of Tourism)

short-term effort to evaluate damage levels as well as a long-term recovery program. The scale and intensity of these events provide a significant challenge to the state's preservation organizations in terms of assessment and management.

Despite all of these hurdles, great strides have been made over the preceding decades in organization and awareness. And, even now, new agendas for activity are being shaped outside of the traditional focus on buildings and archaeological sites. In preservation circles, great attention increasingly is being paid to cultural properties and landscapes–places important to various ethnic and historic groups, or areas that contribute to a true "sense of place." Landscapes in particular are threatened because they tend to encompass many landowners with often diverging needs and goals for their properties. In past years, Louisiana had a Regional Folklife program that specifically addressed these concerns among a wide variety of communities across the state. Budget cuts over the last few years have resulted in the loss of these positions. Still, developing a means to continue identifying and documenting these elements of the historic and cultural landscape is a significant goal for historic preservation in the state and one that has to be met. Indeed, it will continue to be the purpose of preservation in Louisiana to protect, interpret, and rehabilitate the state's assets for future generations while also supporting the larger goals of community revitalization and economic sustainability. Bringing these visions together remains the greatest test for resource management in the state.

THE STATE OF HISTORIC PRESERVATION AND ARCHAEOLOGICAL CONSERVATION IN LOUISIANA

THE BEGINNINGS OF THE PRESERVATION MOVEMENT

As a recognizable idea, preservation in Louisiana dates back to roughly the 1920s and 1930s, when a cultural awakening among local elites, joined by a few outsiders as well, stimulated a strong interest in the fading elements of the state's bygone history. For these people living through an age of increasing modernization (the arrival of automobiles, air travel, and radio, to give a few examples), Louisiana's "romantic" colonial and plantation pasts, the physical remnants of which were visibly disappearing at the dawn of the 20th century, promised an alluring avenue for constructive escapism. Among the artists documenting and inspired by this vanishing culture (the Mississippi River plantations and French Quarter receiving the most attention) were photographers such as Robert Tebbs and Frances Benjamin Johnston, and "local colorists" like William Spratling, Natalie Scott, and Lyle Saxon. Their work and the rising concern of private citizens dovetailed nicely with the beginnings of a national interest in preserving the American past, which would be formalized during the New Deal years of the 1930s. At that time, under the auspices of the Federal government, the Historic American Building Survey (HABS) and Historic Records Survey (HRS), along with other programs such as the Federal Writers' Project (headed in Louisiana by Saxon), worked to create a deeper understanding of the different components of American life and culture–the art, architecture, folk crafts, and traditions of the nation's people.

PRESERVATION BECOMES ORGANIZED

Following on these initial efforts, a more grassroots-oriented preservation movement began to emerge in the state in the 1930s and 1940s. Predictably, it would seem, the earliest organized association materialized in the historic city of New Orleans. After witnessing the success of preservation in Charleston, South Carolina, and the commercial windfall of the Natchez Pilgrimage in Mississippi, in 1937 a group of local citizens established the Vieux Carré Commission to serve as an advisory body to the city government on the protection and promotion of the French Quarter. The organization of other local preservation groups followed in the succeeding decades: the Association for the Preservation of Historic Natchitoches in the 1940s, the Louisiana Landmarks Society, also based in New Orleans, in 1950, and the Foundation for Historical Louisiana (FHL) in Baton Rouge in 1963.

After the passage of the landmark 1966 Federal legislation sanctioning historic preservation as a major goal of government, a new wave of organizations came onto the scene in Louisiana. Originally an offshoot of the city Junior League, the Preservation Resource Center of New Orleans (PRC) began operations in 1974, and was followed by the creation of what would become the Louisiana Trust for Historic Preservation (LTHP) in 1979. Numerous smaller preservation groups, historical societies, and historic district commissions have come into existence since the 1960s and 1970s.

Louisiana archaeology followed a similar path. Although interested individuals presented occasional reports and articles on archaeological sites during the late 1800s and early 1900s, especially on the state's ancient mounds, it was not until the 1920s and 1930s that systematic, professional archaeological investigations began. The Smithsonian undertook a major excavation at Marksville in the former decade while during the years of the Great Depression the Works Progress Administration put substantial numbers of people to work excavating sites around the state. It was during the 1930s as well that the idea of "conservation" took hold at the state level with the creation of the Louisiana State Parks system. Some of the initial properties acquired, protected, and developed by the State Parks system included sensitive archaeological and historic sites.

In 1974, professional and avocational archaeologists came together to form the Louisiana Archaeological Society and began a collaborative effort to document and describe the state's archaeological heritage. A more focused effort to preserve sites began in 1987 with the formation of the Louisiana Archaeological Conservancy, a non-profit organization dedicated to protecting sites though easements. Both organizations work cooperatively with The Archaeological Conservancy (a national group) to purchase and permanently protect significant sites here in Louisiana.

THE CREATION OF A STATE LEVEL INFRASTRUCTURE

Preservation as an official part of state government also developed in the early 1970s. In 1971, Louisiana formed the State Historic Preservation Office and in 1972 created the Louisiana Historical Preservation and Cultural Commission. Recognizing the need for some sort of protective authority over our archaeological resources, in 1974 the state legislature created the Louisiana Archaeological Survey and Antiquities Commission along with the position of the state archaeologist. Later, in 1977, the Antiquities Commission and the Louisiana Historical Preservation and Cultural Commission were transferred to the Department of Culture, Recreation and Tourism. Then, the State Archaeologist's Office was combined with the State Historic Preservation Office to become the Division of Archaeology and Historic Preservation, with the Assistant Secretary of the Office of Program Development (later renamed the Office of Cultural Development) serving as State Historic Preservation Officer. In 1981, the division was separated administratively into the Division of Archaeology and the Division of Historic Preservation. Together, these agencies today make up the State Historic Preservation Office (SHPO), the official government voice on preservation issues in Louisiana.

PRESERVATION TODAY: NATIONAL ORGANIZATIONS

Many organizations have an interest in preservation and conservation here in Louisiana. At the present time, preservation in Louisiana is essentially carried on through a blending of efforts by major players at the national, state, and local levels. Among the national level partners are the National Trust for Historic Preservation, the National Alliance of Preservation Commissions, The Archaeological Conservancy, and the National Park Service. The National Park Service provides funding for SHPO activities and it also provides leadership through the Southeast Archeological Center and National Center for

Preservation Technology and Training (NCPTT), located in Natchitoches. The U.S. Forest Service provides funding for Louisiana Archaeology Month.

Due to the unprecedented size of Louisiana's recent natural and man-made disasters, we have seen a number of national organizations take a larger interest in preservation activities in our state. For example, the National Trust opened a field office in New Orleans in 2006 to ensure they had due input into the Section 106 process as a result of the large number of undertakings that took place post-Katrina. Katrina has also introduced international organizations like DOCOMOMO (focused on modernist architecture conservation) and the World Monuments Fund to our front door as their concern for the fate of the many threatened "Mid-Century Modern" structures in the New Orleans area triggered heightened awareness.

PRESERVATION TODAY: STATE ORGANIZATIONS

A major leader in Louisiana preservation is the State Historic Preservation Office (SHPO). It implements state and Federal laws regarding historic preservation and archaeological conservation, serves as the central distribution agency for Federal preservation grants and funding, and is the repository for the state's records of archaeological sites and historic standing structures. The SHPO is sub-divided into the Main Street/Certified Local Government, National Register, Tax Credit, Survey and Inventory, Grants, Section 106 Review, Curation, Regional and Station Archaeology, and Education/Outreach programs.

In its day-to-day activities, the SHPO expends a great deal of its effort in the review of assorted projects in accordance with Section 106 of the National Historic Preservation Act of 1966. Federal law mandates that all endeavors or undertakings that involve Federal funds, licenses, permits, or property must be reviewed for potential effects on cultural resources. If a project is determined to have an adverse impact on such cultural resources, the SHPO consults with the appropriate Federal agency and other interested groups to develop an approach that avoids, minimizes, or mitigates the impact. Federal agencies involved in Section 106 matters include the Forest Service, National Park Service, Army Corps of Engineers, Federal Emergency

Preservation at Work

The State Historic Preservation Office has proven itself remarkably efficient in the distribution of public grant funds as well as in the administration of Federal and state tax credits for the rehabilitation of historic buildings. One of its recent successes has been the Historic Building Recovery Grant Program, established in the wake of the 2005 storms, which distributed more than $21 million to almost 600 private homeowners from 2007 to 2009.

Further, since the storms (through FY 2008-09), the Tax Credit program has succeeded in leveraging almost ***$611 million*** *in private investment for the redevelopment and restoration of historic structures in the state. In the banner year of 2008-209 alone, more than $376 million in projects accrued over $85 million in Federal credits. Of these investments, almost $156 million worth qualified as well for the state commercial tax credit, which is intended for work completed in downtown development and cultural districts. The state residential tax credit leveraged another $850,000 for private homeowners. This incredible return shows the possibilities for the future, especially if the 26% rate that prevailed in the Gulf Opportunity Zone can be extended to other parts of the state and nation.*

Among Louisiana's small towns, the Main Street program has an equally dynamic impact. In FY 2008-2009, local Main Street communities utilized some $450,000 in state and Federal grants to secure ***$42 million*** *in public and private investment for building rehabilitation, construction, and improvements. This translated into more than 120 new businesses and close to 600 new jobs.*

Management Agency, Department of Agriculture, Department of Defense, Veteran's Administration, Federal Energy Regulatory Commission, Housing and Urban Development Administration, and General Services Administration.

In addition to its work with Federal agencies, the SHPO also reviews state and local level projects that have received Federal funding or applied for Federal licenses or permits. This requires coordination with numerous state agencies and local governments, including, among others, the Department of Transportation and Development, State Facility Planning and Control, the Department of Natural Resources, Department of Wildlife and Fisheries, National Guard, Office of State Parks, municipal and parish administrations, river authorities, and many more.

Other state governmental partners are the Louisiana Office of State Parks and the Office of State Museums, which operate, protect, and interpret several significant historic buildings and archaeological sites, including numerous sites that have attained National Historic Landmark status or have been listed on the National Register of Historic Places. A few of these include the Cabildo and Presbytere in New Orleans, Rosedown Plantation, Poverty Point, Marksville, and Los Adaes. Five state universities provide office space, funding, and other support for the various station and regional archaeologists.

Strong non-governmental state-level partners are the Foundation for Historical Louisiana (FHL), Preservation Resource Center (PRC) of New Orleans, and Louisiana Trust for Historic Preservation (LTHP), the Louisiana Archaeological Society (LAS), and the Louisiana Archaeological Conservancy (LAC). The LTHP and the LAS have annual statewide conferences, and the PRC publishes the acclaimed news magazine *Preservation in Print*.

Each of these organizations has its own special areas of interest. FHL primarily concerns itself with preservation projects in the Baton Rouge metropolitan area but sometimes ventures into state level advocacy. PRC has its hands full in New Orleans with purchase, rehabilitation, and education programs. LTHP is the recognized state level partner of the National Trust and is involved in education and advocacy. Both LTHP and FHL compile annual "endangered" lists of historic properties.

Many of our public and private universities offer programs in history, anthropology, and architecture. Louisiana State University in Baton Rouge continues its long standing undergraduate and master's program in anthropology while the LSU Design program in the School of Architecture shares the principles of Main Street development with its students, who often reach out to various local communities to complete real projects. Further, Tulane University has a master's program in Historic Preservation which utilizes the vast urban landscape of New Orleans as its teaching ground. Other state universities like Southeastern University (SLU) and the University of Louisiana at Lafayette (ULL) maintain strong history and public history/cultural resource management programs. ULL also has an anthropology major. All of these universities serve to educate students and constituents alike through public lectures and on-going community involvement.

PRESERVATION TODAY: LOCAL ORGANIZATIONS

At the local level there are 47 Certified Local Government (CLG) programs and 35 Main Streets, 29 of these being traditional, small-town Main Streets and the other 6 being "urban" Main Streets developed in New Orleans. The CLGs all include some form of historic district or preservation commission component within their local municipal governments,

thereby making them eligible for Federal funding for various projects. The Main Street programs are all CLGs but have gone one step further in terms of their organization and commitment to encouraging sustainable economic development within the fabric of their historic local character. In addition to providing review and technical assistance, the SHPO also helps fund, organize, and promote the annual Main to Main "road show," which showcases the unique qualities of each Main Street community.

Among the mix of other stakeholders at the local level in Louisiana are large corporations and landholders, especially in the timber, oil, and gas industries; municipal and parish governments; churches and church groups; civic and neighborhood associations; historical societies and museums; economic development agencies; tourism commissions; and, of course, thousands of private property owners.

PRESERVATION TODAY: TRIBAL ORGANIZATIONS

Comprising another major constituency are Federal and state-recognized American Indian tribes. Four Federally-recognized tribes have reservations in the state: the Chitimacha Nation, Coushatta Tribe of Louisiana, Jena Band of Choctaw, and the Tunica-Biloxi Tribe of Louisiana. An additional seven Federally-recognized tribes maintain strong ancestral ties to land in Louisiana: the Caddo Nation, Mississippi Band of Choctaw Indians, Quapaw Tribe of Oklahoma, Choctaw Nation of Oklahoma, Alabama-Coushatta Tribe of Texas, Seminole Nation of Florida, and the Seminole Nation of Oklahoma. The SHPO consults regularly with these tribes concerning the discovery of human remains and through the aegis of Section 106 of the National Historic Preservation Act for development projects funded or permitted by federal agencies. There are also 10 state-recognized tribal communities. These communities include the Bayou Lafourche Band, Grand Caillou/Dulac Band, and Isle de Jean Charles Band of the Biloxi-Chitimacha Confederation, the Point au Chien Tribe, United Houma Nation, Adai Caddo Tribe, Choctaw-Apache Community of Ebarb, Clifton Choctaw, Louisiana Choctaw Tribe, and the Four Winds Tribe. Each of these groups has a vested interest in the state's handling of sensitive archaeological sites and traditional cultural properties, especially ones that potentially contain human or cultural remains.

HISTORIC PRESERVATION AND ARCHAEOLOGICAL CONSERVATION TOOLS

Many tools are available to help identify, evaluate, register, protect, interpret, and manage Louisiana's historic and cultural resources. Federal, state, parish and city legislation and ordinances provide the primary framework for establishing protection for historic properties. Federal and state tax incentives also provide an important tool enabling owners to preserve and protect their historic structures or properties. Disaster recovery funds from a variety of federal agencies have enabled the SHPO to continue the development of electronic databases and Geographic Information Systems that provide online access to information. This access enables agencies, private firms, and organizations involved in historic preservation to make efficient and effective decisions about historic properties.

The SHPO also has developed standards for excavation and reporting on archaeological sites to ensure that these resources are appropriately identified, evaluated

and preserved. Further, the Regional and Station Archaeology program provides a valuable tool for working with landowners and local communities to identify and protect sites. Archaeologists based at five public universities are available to work with private landowners and non-federal governmental landowners to record and evaluate sites on their property. Our archaeologists provide a constant presence and serve as a source of information about archaeology and historic preservation for individuals, schools, and agencies. The Louisiana Archaeological Conservancy and The Archaeological Conservancy also provide critical help through protection easements for sites, or by purchasing sites outright. These efforts, however, can positively impact only a small number of sites across the state in any given year.

THE PLANNING PROCESS

The last full-length statewide preservation plan for Louisiana was completed in 2001 and provided a blueprint for action through 2006. Planning for the next five years after that should have begun in the summer and fall of 2005. Unfortunately, the twin disasters of Hurricanes Katrina and Rita overwhelmed all of south Louisiana and the Gulf Coast in August and September of 2005, placing the SHPO and other preservation organizations in the position of implementing disaster stabilization and recovery programs that are only now beginning to wind down. It is difficult to say that anything good came from these catastrophes, yet, in some ways, the storms forced the preservation movement in Louisiana to re-evaluate itself and its priorities.

More than anything, it left preservation groups with no choice but to tackle the issues the storms presented. As wholesale demolitions, new elevation levels, and other post-storm requirements threatened to erode the integrity of historic districts, landscapes, and other places (many that are currently listed on the National Register or that may have a future potential for listing), preservation organizations were pressed to deal with the big questions of how to rebuild communities while respecting historic properties. The Section 106 review process, in particular, has afforded interested parties and municipalities, as well as the SHPO, opportunities to enter into a dialogue about these issues which, until these events, were hardly addressed at all. Further, preservation groups have begun to work with our state emergency management office to incorporate steps in their plans on the handling and status of historic properties, both above ground and below ground, as never before. The path forward is one of being proactive instead of being reactive.

The SHPO, too, has undergone a major transformation in its programmatic emphases as it transitions to the new face of preservation in the 21st century. But, this incomplete and halting process, combined with the incredible demands placed on preservation organizations in the years following the 2005 storms (and Hurricane Gustav in 2008, which proved destructive in its own right), pushed the development of a new statewide preservation plan down the priority list.

INITIAL SHPO REVIEW AND PLANNING

Still, planning was underway throughout 2006 and 2007 despite these hardships. Initially, the SHPO focused on internal review through various strategy and brainstorming sessions. Later, an external review of the SHPO by the Assistant Director of the National Conference of State Historic Preservation Offices (NCSHPO) in June 2006 provided a useful evaluation for the staff and served as a starting point for thinking about larger goals for the future. Major concerns included the inability to focus on "routine" duties in the post-hurricanes climate of recovery, the overwhelming burden of Section 106 reviews (even with additional staff provided through temporary Federal funding), and the lack of a clear public understanding of the SHPO and its scope of work, particularly with regards to funding, technical assistance, and public advocacy. The internal and external reviews led to several suggestions.

Recommendations:

- Streamline paperwork
- Digitize records
- Improve public access
- Improve customer service
- Create better "brand" or identity
- Advertise accomplishments
- Increase advocacy efforts
- Expand education at all levels
- Maintain focus on site and property identification and protection

2007 Cultural Economy Summit Open Session on Historic Preservation and Archaeological Conservation

Following this review, the SHPO initiated a process of public involvement in developing a preservation vision for the next five years. In addition to engagement among preservation partners at the annual statewide preservation conference and annual archaeology conference, the SHPO organized a very successful breakout session at the 2007 Cultural Economy Summit in New Orleans to specifically discuss the future of historic preservation and archaeological conservation in Louisiana and ways in which various entities could profitably work together to advance a larger agenda. More than 75 interested constituents, drawn from private business, historic preservation groups, tourism and economic development organizations, and state and local governments participated in this session.

For the most part, concerns about the state of historic preservation and archaeological conservation in Louisiana centered on a lack of knowledge between both the general public and elected officials; the inadequacy of state legislation regarding preservation issues; the shortage of grant funds for building rehabilitation, façade improvement, and training; and the difficulties of maintaining long-term interest in preservation projects. On the other hand, most participants agreed that Louisiana had a wealth of historic structures, cultural traditions, and archaeological resources that could be utilized to bolster civic involvement, provide housing, ease development problems, raise tax bases, and stimulate the growth of heritage tourism and a sustainable culture-based economy (folk crafts, art, foodways, outdoor life, etc.)–in short, to build a real sense of "pride in place."

Most also felt that Louisiana, with a long history of activism dating back to the 1920s and 1930s, had in place a sufficient preservation infrastructure, including both the SHPO and non-profit organizations, to accomplish big goals if adequately funded and supported. The Main Street program, in particular, was often cited as an important part of small-town revitalization efforts. The participants tended to agree as well that even with the vast devastation of Hurricanes Katrina and Rita, the storms did provide opportunities to expand awareness of preservation and conservation issues, focus public attention on Louisiana's unique history and culture as represented by the built environment, and positively impact re-development and city planning in the future. These opportunities, in turn, it was argued, demanded a SHPO that was responsive and flexible to public demand while also being highly engaged at all levels of government and community organization. In particular, participants stressed the need for stronger outreach and education programs, elevated

grant funding, broadened incentives, increased technical assistance, expanded enforcement authority, and a more focused approach to public relations, information access, preservation advocacy, and coordination.

Concerns:

- Lack of knowledge or interest by the general public and officials
- Too little funding
- Not enough technical assistance
- Insufficient laws or enforcement
- Problems maintaining support
- More media coverage needed

Strengths:

- Plenty of important historic and archaeological resources to work with
- End result is positive across the board (builds community spirit, improves economy, etc.)
- Strong organizational structure in place
- Lots of opportunities in post-hurricane environment

Recommendations:

- Strengthen SHPO office
- Increase outreach and education
- Find more money
- Increase incentives
- Build advocacy and public relations
- Expand enforcement or review

PUBLIC SURVEYS: DISTRIBUTION AND PARTICIPATION

As a follow-up to these discussions, the SHPO organized a broad-ranging survey of preservation stakeholders that was widely disseminated via electronic means and through print sources. This survey drew 200 respondents and provided a wealth of information on the perception of preservation in Louisiana among professionals in the field and private citizens. Roughly a third of the respondents represented government agencies (Federal, state, and local) or non-profit organizations, but more than half came from the private sector, either simply as interested citizens or as business owners with a vested stake in tax credits and other incentives (see Appendix, Fig. 1).

In an attempt to broaden the audience and seek more input on the ideas of vision and scope, the SHPO administered another survey (adapted from one utilized by the North Carolina SHPO) in spring 2010 that was directed at local elected leaders who have a direct impact on preservation in their communities. Among those targeted were the memberships of the Louisiana Police Jury Association, Louisiana Municipal Association, and Louisiana

School Board Association, which, as individual bodies at the local level, own vast amounts of public property in the state and have tremendous influence over taxation, zoning, and regulatory activities (see Appendix, Fig. 2). Among the respondents, almost all were representatives or employees of local governments, but almost a fifth listed themselves as private business owners as well, with close to 15% indicating that they were farm or landowners. Another 10% indicated that they were in the real estate/development business while nearly a quarter indicated they were in the field of education, either as teachers or administrators (active and retired). Most lived in small towns or rural areas of Louisiana and only a handful listed any connection to local historical societies, museums, or other such organizations.

PUBLIC SURVEYS: ANALYSIS OF RESPONSES

Although there were some striking differences in the surveys, as one might think, these tended to be more in perspective rather than substance. Areas of historical and cultural interest diverged somewhat slightly in each survey, likely because of the differences in background among the survey respondents, but there was still considerable overlap (see Appendix, Figs. 3 & 4). In other areas, the correlation appeared much stronger. For instance, among respondents from the first survey, consistent overwhelming majorities of 90% or more rated historic districts, landscapes, battlefields, homes, and archaeological sites as being of great significance to Louisiana, with more than 96% believing that such resources helped community development and heritage tourism in significant ways. There hardly seemed to be any discrepancy among the respondents from the second survey. Almost all believed in the importance of preservation to community identity and revitalization, as well as its value as a "link to the past." More than 50% also rated it highly for its importance to heritage tourism and the "scenic beauty/aesthetic value" of their communities and the state (see Appendix, Fig. 5).

Another area of convergence (see Appendix, Fig. 6) seemed to be in the assessment of the greatest threats to historic and cultural resources. In the first survey, demolition by neglect (66% of respondents), lack of knowledge (45%), apathetic officials (40%), apathetic communities (31%), and lack of funds (31%) rated as the top areas of concern. Interestingly, in the second survey, almost all respondents listed demolition by neglect (92%), lack of "public education or information" (83%), lack of appreciation by officials and the general public (53% and 47%), and limited economic incentives (64%) as the main barriers for preservation in their communities.

Very few respondents in the second survey mentioned the insufficiency of preservation ordinances and legislation (almost none indicated the need for "stronger" state and local laws), which seems to run close to the views of some 70% of the first survey respondents, who felt that current laws function adequately with regards to the preservation of historic sites, buildings, and districts, the protection of traditional neighborhoods, and the limiting of new development in sensitive areas. Still, close to 90% in the first survey supported some form of state or local review process for new construction projects, which would, of course, necessitate the creation of enabling laws (see Appendix, Fig. 7). Perhaps the divergence comes from the different views of those within the field of preservation ranged against those outside of it.

Overall, though, there did seem to be more areas of agreement than conflict among the two surveys. Respondents from both overwhelmingly supported increased grant funding, economic development initiatives, technical assistance, and educational efforts, the latter especially in the form of workshops and seminars (See Appendix, Figs. 8 & 9). Expanding cultural resource surveys and National Register nominations, working to build a cohesive heritage tourism package, and creating a school educational program, however, tended to receive fewer marks, perhaps because of more pressing concerns about issues such as building maintenance and rehabilitation, adaptive re-use, energy conservation, and funding resources (see Appendix, Fig. 10).

SUMMARY ASSESSMENT OF IMPORTANT ISSUES, THREATS, AND OPPORTUNITIES

Through the lengthy, multi-year process of consultation and collaboration, the following key issues, threats, and opportunities relating to historic preservation and archaeological conservation in Louisiana emerged.

Issues:

- Depressed fiscal situation
- Need for better public understanding of the importance of historic and cultural resources
- Too great an emphasis on emergency response, rather than on continuing inventory and evaluation of properties
- Insufficient protective legislation, especially at state and local level
- Preservation groups that function independently and without a unified voice
- Lack of a clear public relations or public information strategy for preservation in Louisiana

Threats:

- Damage to important resources during natural and man-made disasters
- Demolition or damage to resources during disaster recovery and re-building
- Suburban and urban development
- Vandalism, looting of archaeological sites
- Demolition by neglect of historic buildings

Opportunities:

- National attention on Louisiana's historic architecture, unique history, and diverse cultures in the aftermath of hurricanes and oil spill
- Influx of post-disaster recovery funds that could lead to improved identification and preservation of historic structures, archaeological sites, and improved management of information, especially through GIS
- Upcoming historical commemorations that can serve to highlight Louisiana's textured past

Louisiana's preservation community faces a number of significant challenges, as the preceding inventory makes clear. These challenges range from state-level issues (legislation, public understanding, and disasters) down to local (ordinances, zoning and development) and site specific (neglect of historic buildings, site looting, and the loss of traditional cultural properties) concerns. Each challenge necessitates a different preservation or conservation strategy that requires specialized expertise and handling. This is a tall task in the best of times. Our present situation is made even more difficult,

however, by the severe budget situation that limits the ability of state and local organizations to take on new responsibilities.

Yet, the recent spate of disasters (four hurricanes within the last six years and one gulf-wide oil spill) has helped the preservation community identify some important areas of consideration. First and foremost, it is simply impossible to plan for these types of disasters because their location and impact are variable. Flexibility and training are of the utmost importance. The disasters have illustrated how valuable communication, cooperation, and the sharing of knowledge are in protecting our cultural resources. Further, experience has shown that the organization of databases into electronic formats, where they can be made available to a number of audiences quickly and efficiently, significantly improves coordination among government agencies and private stakeholders.

Also, of course, preservationists have learned that opportunities abound in times of change and turmoil. In particular, disaster recovery operations and funding have provided an opportunity for state agencies, tribes, and local preservation organizations to work collaboratively in developing new strategies and tactics. Such funding has allowed previously unidentified archaeological sites, historic buildings, and traditional cultural properties to be identified and appropriately considered during the recovery and redevelopment process. There also has been the opportunity to consider resources on a broader scale, such whole neighborhoods, districts, communities, cities, and landscapes, rather than simply one site or building. And certainly, the old adage that there is no bad publicity has held true in Louisiana's case. The state continues to draw national media attention, as well as tourists attracted to its history, culture, and natural beauty. Even more, upcoming historic anniversaries provide preservation and conservation groups with an opportunity to spotlight and expand their activities while working in a collaborative way with tourism and economic development agencies to promote the Louisiana "brand." Preservationists must work diligently to take advantage of the occasions at hand to expand their activities and spread their message.

RECOMMENDATIONS FOR SUCCESS, 2011-2015

Out of the large collation of opinions, beliefs, and viewpoints pieced together from internal and external reviews, public discussions, and surveys, five major goals have emerged for historic preservation and archaeological conservation here in Louisiana. Over the next several years, we should be focused on: ***1) developing advocacy efforts, 2) expanding education and public knowledge, 3) building visibility, 4) streamlining services, and 5) identifying and protecting historic properties.*** It must be noted, however, that the extreme nature of the state's current and projected fiscal crisis, as well as the uncertainty of events following the Gulf oil spill, may impose severe limits on the effectiveness of these efforts. In balancing these concerns, we have chosen to focus on achievable goals that will maintain the integrity of preservation in the state while also husbanding resources for the future.

1) DEVELOPING ADVOCACY EFFORTS

In the present lean times, the preservation community at the state and local level must develop a more thorough-going and comprehensive advocacy program. In particular, the articulation of ideas in a more united, and politically palatable, format by various preservation partners is of great importance. Putting aside local concerns, such a coalition could help oversee the larger direction of preservation in Louisiana, advocating or making recommendations for stronger preservation laws, better enforcement, increased educational programming, expanded levels of funding, and enlarged tax credits, among other issues. Utilizing the expertise of the SHPO staff, as well as the long experience of the non-profit leaders themselves, such efforts could have a powerful impact.

The preservation community should also continue to cultivate local leadership through its outreach programs, including the annual statewide preservation conference organized by LTHP as well as through more targeted seminars on "building" strong preservation organizations. Providing increased opportunities for exchange, cooperation, and discussion of ideas is of the greatest importance in creating a unified preservation movement. These will be discussed under the "Expanding Education and Public Knowledge" section.

Objectives:

- Expand capabilities of individual preservationists and preservation/conservation organizations that have access to the various levels of government to pursue "big-ticket" advocacy projects (legislation, economic incentives, funding for grants, etc.)

- Strengthen the research about, and publicize the benefits of, preservation and conservation

- Expand leadership capabilities of local, state, and tribal preservation organizations through cooperative action, exchange of ideas, and networking

2) EXPANDING EDUCATION AND PUBLIC KNOWLEDGE

A major area for expansion and growth in preservation lies in the field of education at the primary and secondary levels. In the past, the Division of Archaeology has implemented numerous educational programs, working particularly through the Regional Archaeology and Archaeology Month programs to ensure wide dissemination to school groups. K-12 education within the Division of Historic Preservation, however, has been more haphazard. One of the highlights of its efforts, though, was the creation of a website primer on historic preservation in Louisiana that utilized numerous National Register sites to illustrate Louisiana's distinct cultures and heritage. No other statewide organization has effectively taken up the challenge of building a strong education program. Therefore, the expansion of preservation ideas and practices into both the middle and high school curricula, as part of Louisiana History, U.S. History, and Civics courses, must continue to be a top goal for the coming five years. The implementation, in particular, of a digital component that can be broadcast into classrooms can be achieved through a combination of grant funding and appropriations.

Further, our research showed a tremendous interest at the local level in the creation of workshops and seminars that address relevant preservation subjects, such as building a heritage tourism program, securing grants and funding, or exploring "green" initiatives, to give a few examples. In general, there is a hunger for knowledge and technical assistance that the preservation community, in coordination with the SHPO, can help meet. The exact parameters of such a program, however, will need to be determined.

Linked to this concept is the idea of developing a "preservation/conservation arts" program in the state's community and technical college system. Also, it is important that the SHPO and other preservation organizations work to develop stronger connections, ideally through internship opportunities, with public history and cultural resource management programs located at state universities. These latter two initiatives will not require a major outlay of funds but rather will necessitate close involvement with college and university administrations to develop specific objectives and courses of study. Certainly, both of these ideas fit neatly into the goals of expanding Louisiana's already rich cultural economy.

Objectives:

- Develop a strong K-12 educational program for historic preservation and archaeological conservation
- Develop a series of workshops and seminars that address key needs of the historic and cultural resources and preservation/conservation practitioners
- Establish a "preservation/conservation arts" program at the technical college level
- Expand internship opportunities
- Strengthen collaboration between preservation/conservation organizations and university public history/cultural resource management programs

3) BUILDING VISIBILITY

One of the key concerns that emerged out of our public research was the lack of a clear public relations or public information strategy for preservation in Louisiana. The large non-profits, such as FHL and PRC, have very well-developed information sections but they often tend to focus on regional issues. *Preservation in Print*, it should be noted however, does claim a statewide readership of 30,000, although this is largely composed of persons already involved in preservation. At the state level, there simply is no central clearinghouse to generate preservation and conservation news for the general public, nor is there a clear, identifiable preservation "brand" that is readily apparent to the average citizen. These issues need to be studied and a plan developed for assessing the best ways to put preservation into the public mind.

At the local level, however, there are a number of ways to develop more immediate interest. The Main Street program is continuing to expand its "social networking" component, and this might be expanded through cooperative efforts with our statewide partners. Further, a revitalized historic marker program, linked especially to upcoming historic commemorations such as the sesquicentennial of the Civil War and bicentennial of statehood as well as to various local and state heritage tourism initiatives, might emerge as a way to engage communities in taking charge of their past. Working with museums, tourism groups, and other organizations would be an important way to bring preservation into the forefront of these activities, particularly if the programs are tied to larger conservation and educational goals. Again, with limited funds, the preservation community will have to be creative in developing successful strategies to capitalize upon these events. But, it is hard to ignore their potential value for putting a positive spin on preservation in Louisiana. Perhaps one of the best opportunities is the World Heritage site nomination being pursued by the SHPO for Poverty Point State Historic Site. This would be a major achievement and has a great public relations angle.

Objectives:

- Develop a better "branding" strategy to "sell" preservation and conservation in Louisiana; increase the placement of preservation stories in statewide and local media, including newspapers, magazines, television, etc.

- Expand publicity on preservation /conservation issues and activities through "social media"

- Expand historic marker program; advertise through workshops and create digital and print maps as part of program

- Create highly visible historic and cultural resource components in upcoming historic anniversaries to promote preservation and conservation work; brainstorm and plan for ways that preservation can play a role in these commemorations

- Pursue World Heritage site status for Poverty Point State Historic Site

4) STREAMLINING SERVICES

In the immediate aftermath of the 2005 hurricanes, the SHPO began an intensive effort to update its methodologies and modes of service. Primarily, this effort focused upon the digitization of the assorted cultural resources records maintained at the state level, including standing structure surveys, archaeological site reports, and associated data. In part, the severity of the circumstances dictated this shift; from an average number of 2,700 Section 106 reviews in FY 2005, the SHPO went on to handle more than 54,000 over the next three years. The process of moving to a more purely electronic format originated, then, out of a period of intense trial-and-error but is now well underway across all sections of the SHPO. Yet, recent funding and staffing cuts have caused slowdowns in review response times as well as in the completion of a true GIS-oriented cultural resource database. Strategies must be developed for handling the continued needs of Federal and state agencies, tribal groups, contractors, and others who must have access to this information. One solution might be the implementation of a "subscription" service that will allow for "full-cost recovery" and produce self-generated funds. This will require enabling state legislation, however, but merits serious consideration.

The SHPO must deal with other pressing issues of basic service as well. At present, the Tax Credit, Main Street, and Regional Archaeology programs are all understaffed and underfunded. In the short run, the SHPO will have to make do; but, because these programs have such a large and visible impact across the state in their respective fields, the rebuilding of their organizational capacity has to be of high importance.

The National Register program likewise appears to be at a crossroads of sorts. As is the case with the rest of the SHPO, it lacks personnel and money, but still needs to expand its nominations and other services while also maintaining its database. Examining alternatives, searching out collaborative opportunities, and streamlining services, then, appear to be the best options. The general trend with the Register, though, seems to be towards a more de-centralized approach. Previously staff prepared nominations for applicants as a public service, but this is no longer possible. Instead, National Register staff today guide SHPO colleagues, consultants and citizens through the eligibility evaluation and nomination preparation processes. Further, as part of the ongoing procedural revamp, Register staff have created an applicant questionnaire designed to gather all the information needed to evaluate potential eligibility and also have begun the expansion of historical contexts to better educate the public about specific eras and architectural trends in Louisiana history. In this regard, training workshops need to be facilitated as part of the SHPO's wider public offerings. From the archaeological side, a new and stronger state plan, incorporating new predictive modeling technologies and data, would further aid in the Register process, in addition to being a take-off point for further work in the future.

Also, at some point soon, the SHPO needs to compile the vast reservoir of disaster management knowledge that has been so hard-won over the previous years in this state into a useable format for the future. This could be either through a digital or print format. Grant money might be available for such a project if a suitable partner could be found. The research or findings could then be translated into real training as part of the SHPO's wider statewide seminar program.

Objectives:

- Digitize all cultural resource records into a comprehensive GIS database to improve day to day management as well as during disasters.
- Maximize efficiency in Section 106 review
- Study and implement "full-cost recovery" plan for self-generated funds through subscription service to database
- Rebuild Tax Credit and Main Street programs
- Continue to refine and expand National Register program
- Improve quality of archaeological predictive models and National Register eligibility reviews through development of a new comprehensive archaeological plan
- Develop "disaster management" website and training program

5) Identifying and Protecting Historic Properties

One of the greatest challenges facing the preservation community is the task of simply identifying significant historic properties before they are altered or destroyed. This is particularly true for the less tangible properties such as cultural landscapes or traditional cultural properties but of course holds true as well in large cities where redevelopment and growth threatens many historic neighborhoods, in small towns seeking revitalization of their historic downtowns, and even in the rural countryside as people abandon vernacular buildings in their move to urban areas. Archaeological sites are particularly at risk since they are already under-documented

Increasing efforts to identify historic properties will require working with individuals, organizations, and governments at many different levels (local, parish and state). For archaeological sites, the Regional and Station Archaeology programs of the SHPO remain crucial for landowners seeking to identify and preserve sites. Likewise, local preservation organizations remain the best option for identifying historic buildings within their communities; however, many communities lack not only an organized preservation group but also basic preservation knowledge, as well as funds to get started. Public outreach efforts to inform individuals of the opportunities and benefits for identifying and recording sites, buildings, and properties will be critical to minimize further loss of the state's cultural heritage.

Objectives:

- Identify, evaluate, and work to preserve important buildings, structures, and sites
- Locate funds for emergency preservation work

- Expand the Regional and Station Archaeology program to record and evaluate important archaeological sites before they are threatened by development, looting, storms, or other disasters

- Improve communication and liaison between SHPO, state, and federally recognized tribes, preservation organizations, and ethnic/historic communities

- Sponsor workshops to train interested individuals in how to record sites and buildings

- Cooperate with tribes and ethnic/historic communities to identify important cultural landscapes and traditional cultural properties

FUTURE REVIEW AND PLANNING

The future of historic preservation and archaeological conservation in Louisiana depends upon constant evaluation, programmatic flexibility, and, above all, a continued commitment to building partnerships at all levels. In the past, no organization or agency, including the SHPO, has formally taken the lead in assessing the long-term strategies and goals for the historic preservation community in Louisiana. Members of many organizations do overlap, resulting in strong personal connections at the national, state, and local level. But, measuring public opinion and incorporating this information into a viable state plan has not been a primary emphasis of the overall preservation community. In recent years, however, it has become painfully evident that deep interaction with the public is not simply a requirement, but rather a necessity, for the development of a successful preservation vision. This current plan has emerged, in part at least, from that realization, and we believe it represents the beginnings of a much more meaningful engagement not only with the individual preservation organizations but also with elected officials and private citizens.

Although this plan will remain in effect through 2015, we propose to begin the process of review and preliminary planning for the next five years in 2013, at the approximate mid-point of the current plan's validity. Although we had a very solid public response to our conference sessions and surveys, the scope of these need to be expanded in the future. In particular, the SHPO proposes to work with preservation partners to develop a more in-depth survey for preservation organizations, while utilizing a more "user-friendly" survey for wider distribution to a more general audience, most likely through state newspapers and on-line sources. Ideally, this latter survey will reach people who do not consider themselves as "preservationists" but who nonetheless can have an impact in their local communities on preservation and conservation issues.

Preservation organizations must do a better job of evaluating their performance and the state of preservation as a whole in Louisiana. This can be accomplished through the implementation of review sessions at all major statewide conferences, including not only the meetings of preservation-minded organizations, but also those of museum, history, education, and tourism groups as well. Even more, there need to be no less than a half-dozen regional meetings to gauge community feeling in disparate parts of the state. The compiled results would no doubt help all involved understand the interests and needs of the public when it comes to protecting Louisiana's historic and cultural resources for the future.

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APPENDIX
STATISTICAL CHARTS AND GRAPHS

Fig. 1, Self-ascribed status of participants in first attitudes survey, by percentage

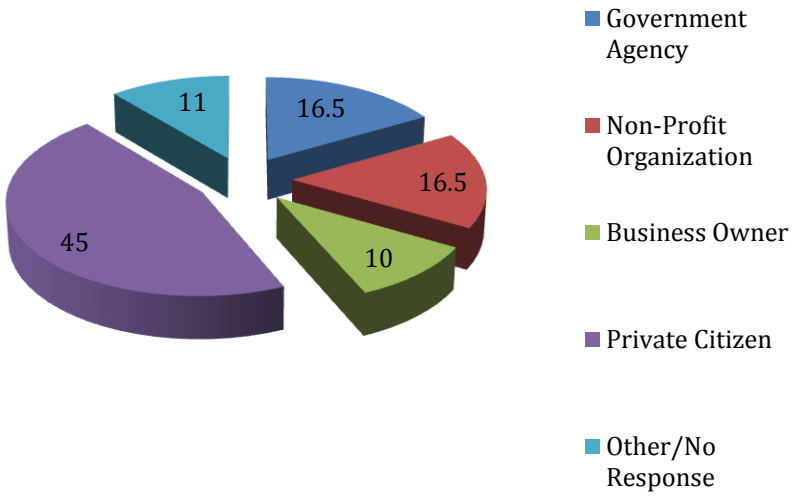


Fig. 2, Self-ascribed status of participants in second attitudes survey, by percentage

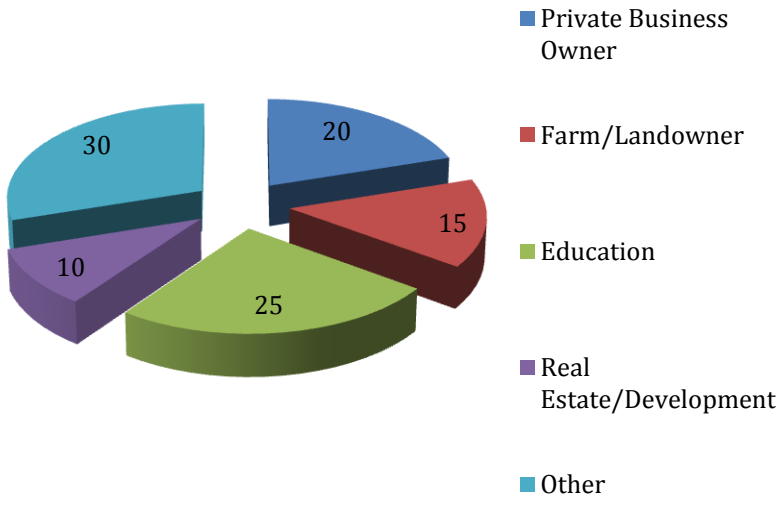


Fig. 3, Areas of historical or cultural interest (top responses), by percentage, from attitudes surveys

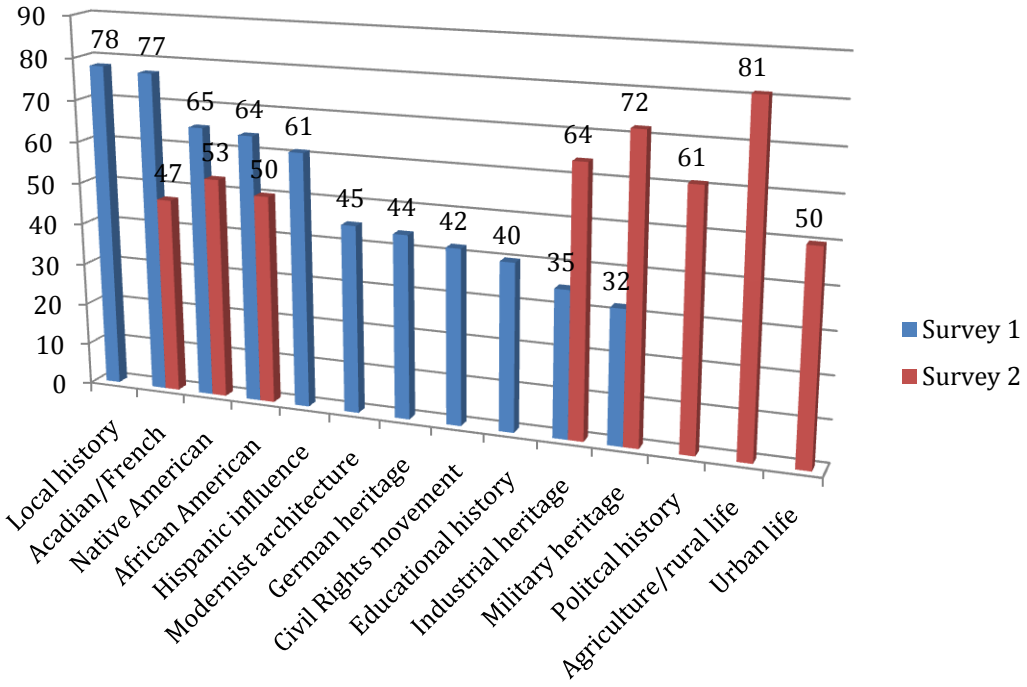


Fig. 4, Most important historical or cultural features in need of preservation (top responses), by percentage, from second attitudes survey

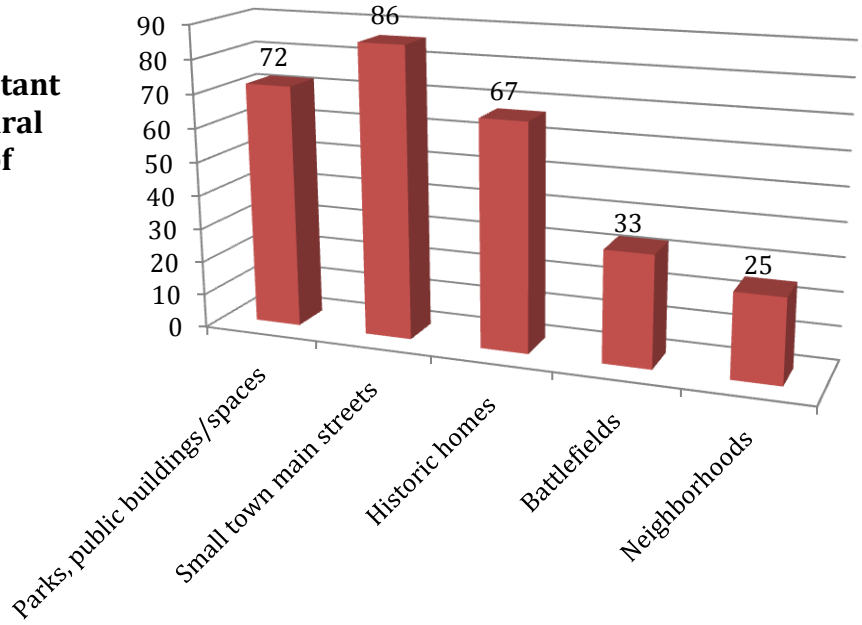


Fig. 5, The value of preservation and conservation for Louisiana (leading responses), by percentage, from attitudes surveys

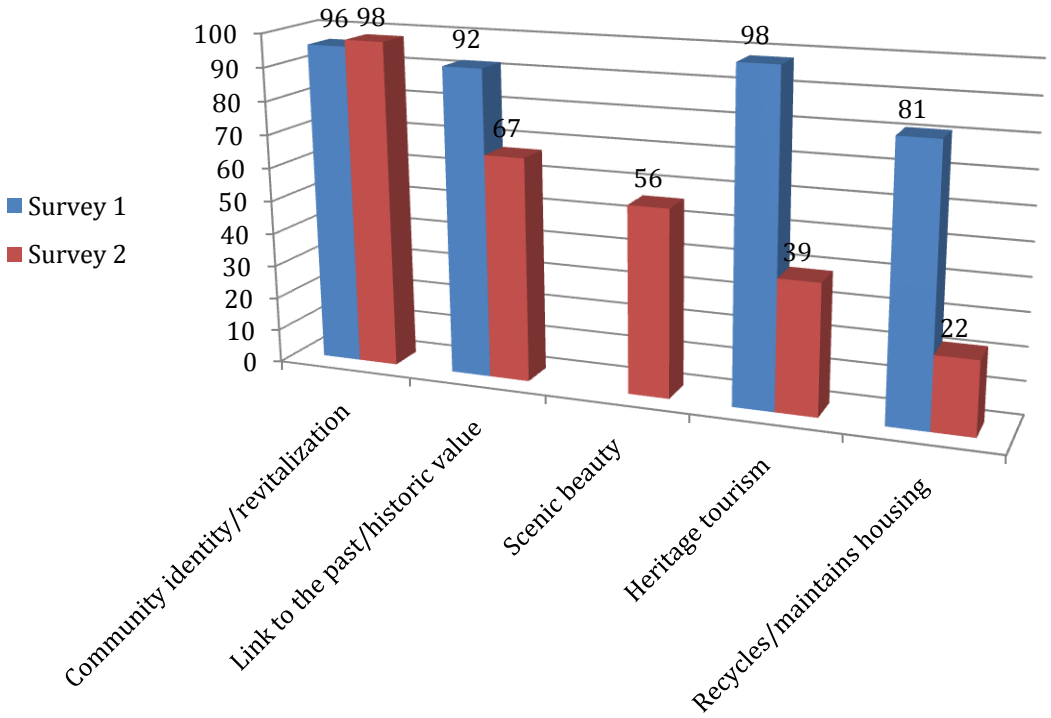


Fig. 6, Challenges to preservation and conservation (leading responses), by percentage, from attitudes surveys

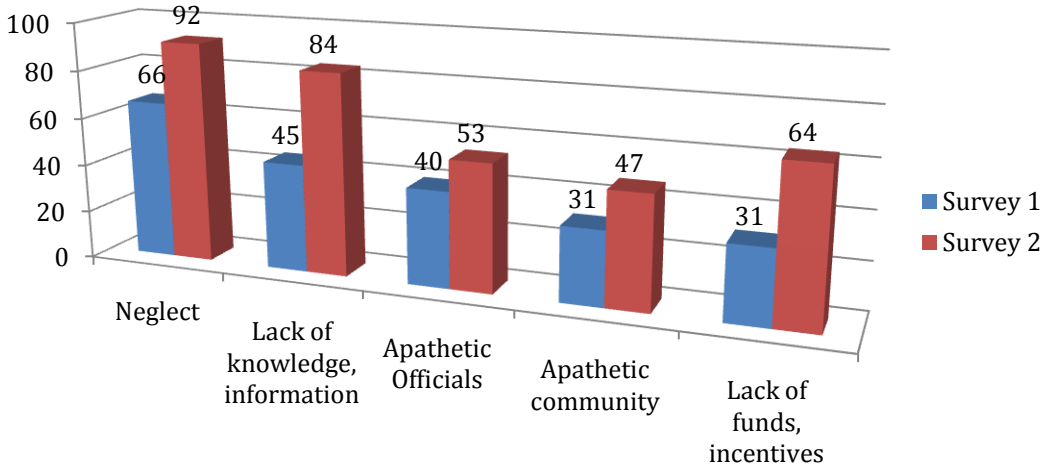


Fig. 7, Views on preservation legislation and government involvement, by percentage, from first attitudes survey

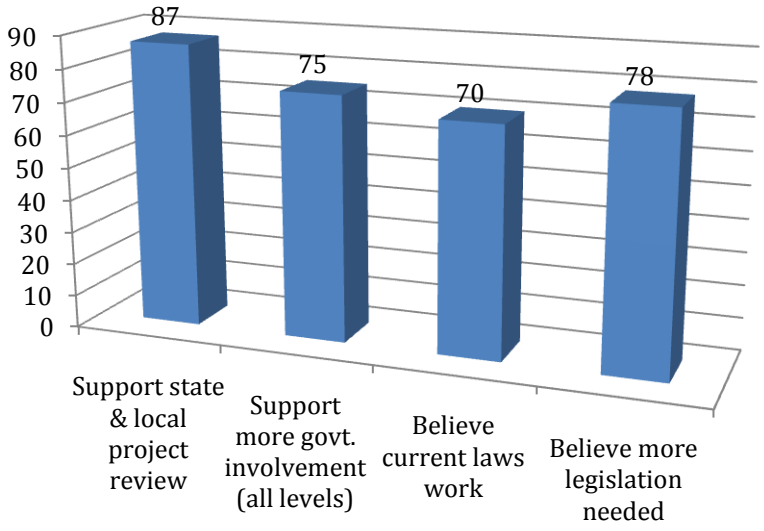
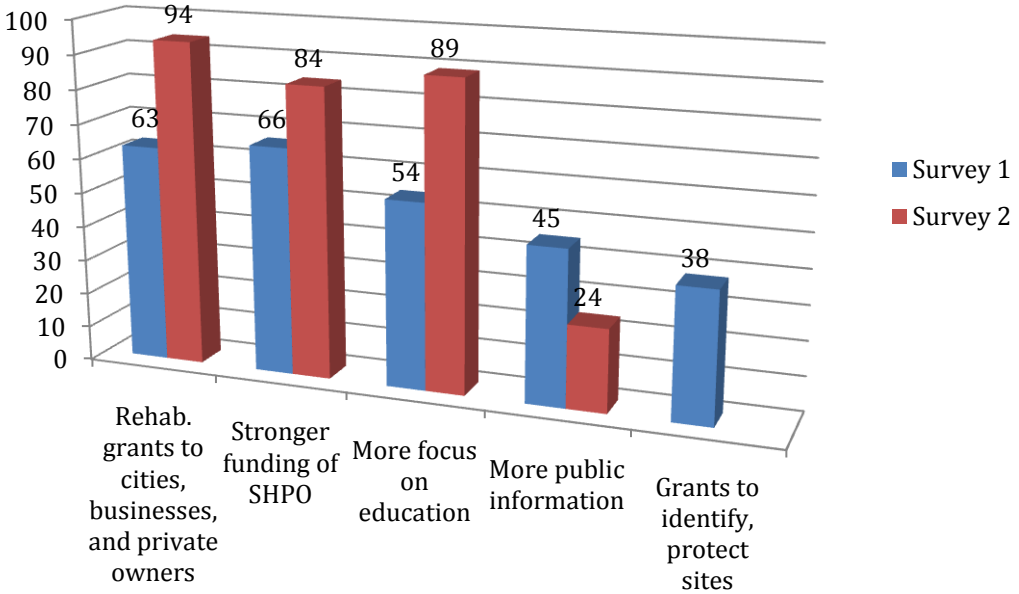


Fig. 8, Priorities for future preservation efforts in Louisiana, by weighted percentage for first survey and by percentage for second survey, from attitudes surveys



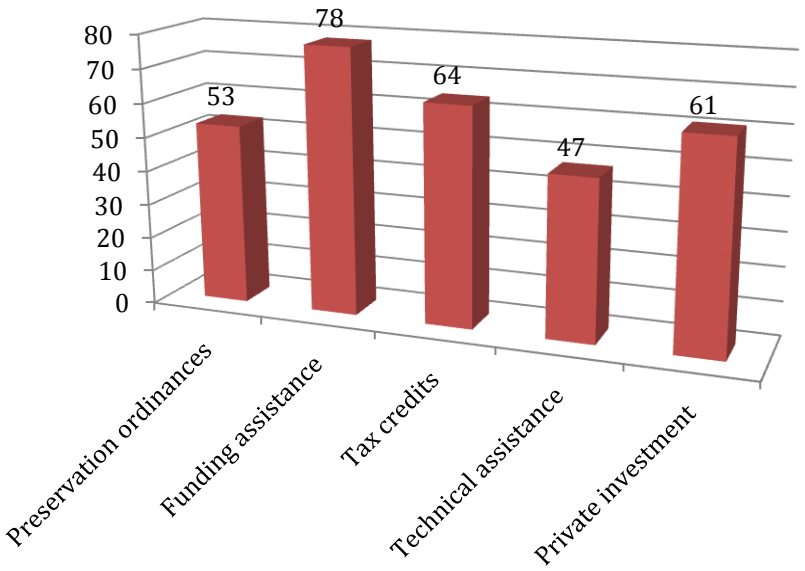


Fig. 9, Most effective tools for future preservation efforts, by percentage, from second attitudes survey

Fig. 10, Areas where more information is needed, or areas of technical interest (top responses), by percentage, from first attitudes survey