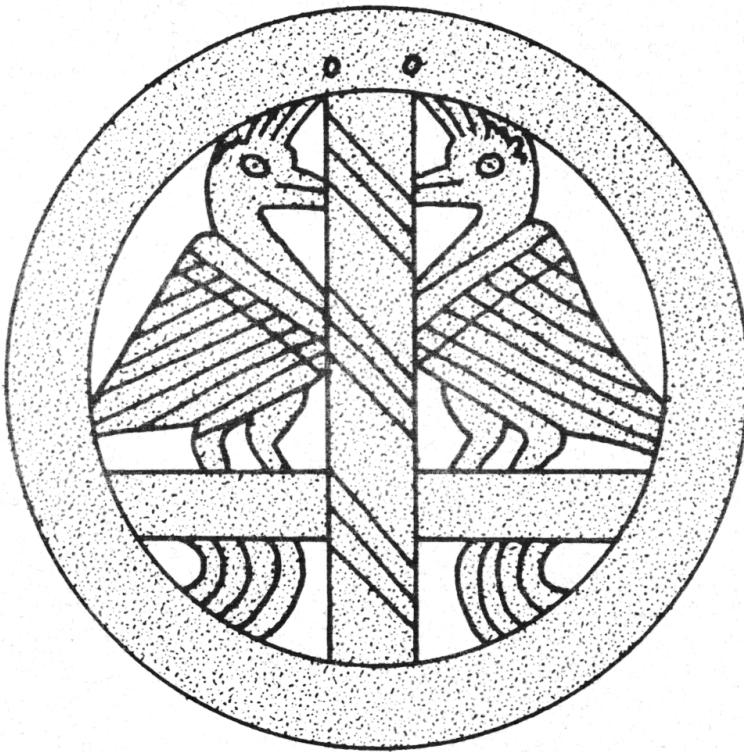


# **THE STATE OF ARCHAEOLOGY IN GEORGIA**



**The Georgia Council of Professional Archaeologists**

# **THE STATE OF ARCHAEOLOGY IN GEORGIA**

**A Report from the  
Georgia Council of Professional Archaeologists**

**Edited by  
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**Georgia Council of Professional Archaeologists  
1992**

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**Cover Design:** Shell gorges from Mound C at the Etowah Site, showing two woodpeckers within a circle and cross field. Adapted from Figure 31 in the Etowah Papers: Exploration of the Etowah Site in Georgia by Warren King Moorehead.

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## **EDITOR'S PREFACE**

This short report is the first of its kind. It is an attempt to summarize information about archaeological programs and their areas of responsibility across Georgia, to evaluate their effectiveness, to assess the needs of the state's archaeological resources, and to make recommendations to improve the condition of these resources. In other words, this is a status report with recommendations for the future.

It was written by Georgia's professional archaeologists to be read by non-archaeologists. The intended audience is the general public, legislators, educators, public administrators, and media representatives. The intent is to inform all who are interested about the scope of our archaeological heritage, the structure of archeological programs within the state, and the kinds of problems that threaten our archaeological resources.

This report is the product of hundreds of hours of research undertaken by members of the Georgia Council of Professional Archaeologists, many lively discussions, long committee meetings, and several revisions. I think it truly can be said to represent the views of Georgia's community of professional archaeologists. Hopefully, it will lead to a greater general appreciation of our archeological heritage and serve to improve the state of archaeology in Georgia.

My job as editor was to organize a process to get this written, to coordinate data gathering, and to summarize the results into a coherent document. Many people helped in significant and appreciated ways. I particularly thank David Anderson, Tom Gresham, John Jameson, Joe Joseph, Dan Simpkins, and Mark Williams for their many hours of work and for their commitment to the project. In addition, Virginia Horak assisted with final editing and gave helpful production advice. The appearance and flow of this report greatly benefitted from her involvement.

## INTRODUCTION

The Georgia Council of Professional Archaeologists is an organization of 58 members whose primary goal is to enhance the understanding and appreciation of Georgia's rich history and pre-history. Founded in 1988, it is composed of archaeologists from colleges, government agencies, and the private sector. This advocacy group seeks to promote research into, education about, and preservation of archaeological sites throughout Georgia.

One immediate perception of the group after it was founded was that Georgia lagged behind other southeastern states in state-sponsored research, education, and preservation of its archaeological heritage. When an informal survey by the Council in 1989 confirmed this perception, the principal mission of the Council became a more formal analysis of the state of archaeology in Georgia. This report is the result of our analysis. In it we:

- outline the types of archaeological resources in Georgia, explain why they need to be studied, and define the role archaeologists play in meeting these needs;
- review legislative mandates for conducting archaeology;
- describe the current status of archaeological programs in the state, grouping them into five categories—academic, corporate, federal, state, and local/non-profit; compare programs in Georgia to those in other southeastern states, emphasizing state-sponsored programs;
- identify problem areas and deficiencies; and, finally,
- present the Council's recommendations on how critical issues of preservation, research, and public education should be addressed.

We have tried to present an impartial and complete picture, and while it might appear at the onset that much is already being done, there are still many weaknesses and deficiencies in the archaeological programs operating in Georgia. If we want to ensure the survival of our state's rich archaeological heritage, we must identify these problems and formulate an action plan to remedy them. We strongly believe that Georgia, as the largest state east of the Mississippi River and with one of the richest cultural heritages in America, deserves the best archaeology programs possible. This document is a first, important step to help make it so.

## GEORGIA'S ARCHAEOLOGICAL RESOURCES

Archaeological sites are silent memorials to the ethnic and cultural diversity that defines our individual and collective heritage. All across our state are reminders of countless people who once lived upon the land we now call Georgia. Scatters of American Indian pottery fragments, stone tools in plowed fields, and the ruins of old house sites in forests show that for over 12,000 years many people have found our area an excellent place to live. The mention of archaeological resources immediately calls to mind majestic American Indian sites, such as the mounds at Etowah and Ocmulgee, the enigmatic stone walls at Fort Mountain, or the British Colonial tabby ruins at Fort Frederica. Unfortunately few Georgians realize that, while the majority of our archaeological sites are not so spectacular, they are just as important for a thorough understanding of our heritage.

Archaeologists working in Georgia have documented over 15,000 sites in dozens of different categories (Figure 1). This impressive number, however, represents only a fraction of the total number of resources. The following abbreviated list gives clear evidence of the variety of recorded archeological resources found in Georgia; a variety that stems in part from an environmental diversity that includes a sea coast with barrier islands, an immense freshwater swamp, a huge coastal plain, a gently rolling piedmont, and two distinct mountainous regions. Each of these areas possesses an impressive array of natural resources; combined the resources cover the largest land area of any state in the eastern U.S.

### **PREHISTORIC**

**10,000 B.C.—A.D. 1540**

Temple Mounds

Burial Mounds

Fortified Villages

Farmsteads

Shell Middens

Rock Shelters

Stone Quarries

Stone Tool Workshops

Hunting Camps

### **HISTORIC**

**A.D. 1540-1950**

Spanish Missions

Trading Posts

Tenant Farms

Grist Mills

Cherokee Farmsteads

Gold Mines

Military Earthworks

Cotton Plantations

Blacksmith Shops

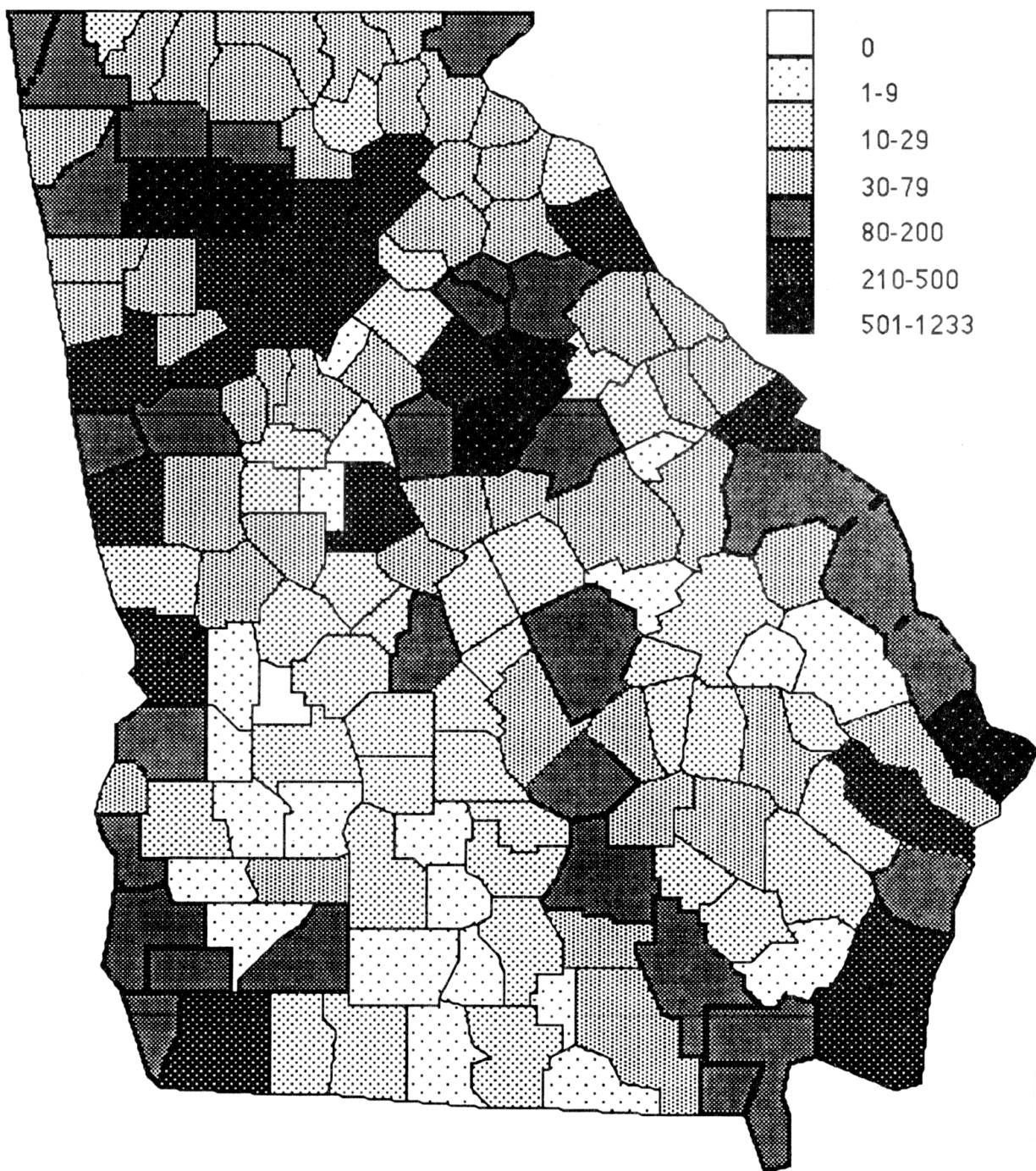


Figure 1. Recorded Archaeological Sites by County in Georgia

## WHY THESE RESOURCES NEED TO BE STUDIED

Archaeological evidence and its interpretation yields several important products. First and foremost, are the benefits to the public. Through our research, we provide the living with a direct and vital link to their past that helps define their cultural identity in the present; we help instill a sense of continuity in time. There is something very striking about handling a chipped stone knife that was made and used 5,000 years ago, or a battered clay tobacco pipe that an ancestor once smoked. Through archaeology, we all can touch the past and feel a special connection with it.

Interpreted archaeological sites and museums give Georgia residents and visitors from other states the opportunity to witness a small portion of the state's remarkable cultural heritage. Such enterprises, in addition to their economic values, increase public concern for the fragile traces of the past that exist in the world around them. Archaeological sites in Georgia—Native American, African-American, Anglo-American, Hispanic, and others—not only reveal the particular histories of individual ethnic groups, encouraging an appreciation of cultural differences, but are inextricably bound in time and space to define our joint cultural identity, promoting an awareness of our common heritage.

## THE ROLE OF ARCHAEOLOGISTS

What is currently known about Georgia's resources and archaeological past is the result of relatively few professional investigations undertaken at a very small percentage of the total number of sites. A wealth of new information, representing untold chapters in Georgia's cultural saga, remains buried, awaiting discovery; information that can reveal both the dramatic events and the mundane routines that characterized the lives of past inhabitants.

Professionally trained archaeologists can detect, recover, and interpret the many kinds of information present at an archaeological site. Through a carefully-structured scientific process, they reconstruct long-past behaviors and activities from material remains. This process, however, is labor-intensive, time consuming, and exacting. Archaeologists must first locate the sites through archaeological survey—a systematic search for places that show evidence, sometimes very subtle traces, of past human activity. A variety of survey techniques are employed, ranging from the very simple, such as walking over an area and digging small shovel holes, to the sophisticated, using such technology as the proton magnetometer. The survey results provide basic data about the location, age, and kinds of artifacts associated with sites in a particular area and allow archaeologists to predict the other kinds of information that may exist. Survey results are important not only for archaeologists and the interested public, but also for planners and developers. With prior knowledge of site locations, they can design development projects that minimize the destruction of important archaeological sites and promote their effective management.

Surveys often determine if a site should be excavated. This controlled, scientific procedure permits archaeologists to answer very specific questions and formulate a more detailed picture of past cultures than possible through survey. Archaeologists conduct excavations so that the maximum amount of information is obtained with the least amount of disturbance. Once a site is disturbed, whether by an archaeologist or anyone else, it cannot be restored. Archaeologists keep detailed accounts of their excavations. They record the artifacts discovered, the soils in which

they were found, and the location of artifacts relative to one another. All these bits of information are necessary for an accurate reconstruction of life at the site in the cultural past.

Most time-consuming is the analysis of the artifacts and records resulting from surveys and excavations. Laboratory work includes examining and conserving the artifacts, and preparing a report that both details and summarizes the findings of the field investigation. Other specialists—botanists, chemists, geologists, and zoologists—provide additional expertise required for accurate interpretation of certain classes of archaeological material. The end result is that we are becoming increasingly adept at reconstructing the lives and times of past peoples. With each passing year, new techniques are developed that allow us to see meaning in the archaeological record with greater and greater precision.

Large parts of the human past, in all its variety, are still mysteries. Archaeologists, with the help of other scientists and technicians, are slowly putting together clues, each an irreplaceable piece to a complex puzzle, to discover the who, what, when, where, how, and why of our cultural past.

## LEGISLATIVE MANDATES

It is clear that our cultural resources are important, but two factors make the archaeological investigation of these resources urgent: encroaching development and looting/vandalism.

Many sites have already been destroyed and the information they contained forever lost in the wake of construction and development activities that disturb the landscape. Today, while some large land-altering projects consider their effects on resources and follow legislative requirements to mitigate these effects, a larger number of both public and private ventures are undertaken without any consideration to the destruction they might render.

Government recognizes the threat to our cultural resources by passing federal legislation to protect them. Some laws and regulations have been in place for about 85 years, some are more recent, such as the National Historic Preservation Act of 1966, the National Environmental Policy Act of 1966, Executive Order 11593 (1971), and the Archaeological and Historical Preservation Act of 1974. This legislation establishes mechanisms to determine significant cultural resources on federal lands and then protect them from unmitigated destruction due to construction activities. Projects that use federal funds or require federal permits of one kind or another are also subject to regulation.

The execution of federal laws often includes construction, rehabilitation, demolition, and repair projects; the granting of licenses, permits, and loans; and property transfers and lease agreements. Whenever a project involves a historic or archaeologic property, the sponsoring agency is required to notify the Advisory Council on Historic Preservation through the Section 106 Review Process. Administered by the State Historic Preservation Officer, Section 106 identifies significant cultural resources possibly affected by the proposed undertaking, and evaluates these resources for preservation or data recovery.

State and local governments also draft legislation, which is often compatible with existing federal laws. During the past two years, the Georgia legislature, in the public's interest, passed three laws concerning archaeological resources. D House Bill 402 protects and preserves certain cemeteries and burial grounds (prehistoric as well as historic) in Georgia and protects those found at archaeological sites from wanton destruction.

- House Bill 457 establishes a notification and review process when human burials are anticipated or found, and defines the responsibilities of a newly created Council on American Indian Concerns.
- Senate Bill 97 concerns the conservation of Georgia's environmental resources, requiring the identification and evaluation of natural and cultural resources that may be affected by certain state-funded projects.

While the encroachment of civilization threatens some sites, still others are being ravaged at an alarming rate by looters in search of marketable artifacts. Laws have been passed that attempt to prosecute when vandalism takes place on state or federal land, when artifacts are transported across a state line, or when a private land-owner presses charges against trespassers. But laws are

subject to interpretation; the legal process is often long, complicated, and costly; and there are too few enforcement agents for the great number of resources to be thoroughly patrolled.

Although many sites have been saved or the information they contained professionally recovered as a direct result of legislation, it is a fact that most of Georgia's archaeological resources remain unprotected and are in peril. It is also a fact that while the number of surviving archaeological sites decreases each year, the number of threats continues to increase. The predictable net result is that Georgia's archaeological heritage soon will be seriously endangered unless more effective measures are found to reverse this trend.

## ARCHAEOLOGY PROGRAMS IN GEORGIA

The diversity of Georgia's resources and the complexity of our cultural past requires a variety of programs to address archaeological research, preservation, management, and education. While they might have specific themes and distinctive responsibilities, the different programs are interconnected and sometimes overlap. They all, however, reflect a common commitment to and concern for Georgia's archaeological heritage.

### ACADEMIC PROGRAMS

The mission of Georgia's universities and colleges is to promote knowledge through excellence in teaching, research, and public service. Archaeologists on the faculties of Georgia's educational institutions play an integral role in accomplishing this mission. To fulfill their responsibilities, they engage in both basic and compliance research, teach a variety of undergraduate courses, train graduate students, and provide information to the general public through lectures and private consultations.

In the University System of Georgia, eleven faculty members undertake basic archaeological research and, occasionally, compliance research in addition to teaching archaeology and related courses as degree requirements in anthropology and other fields of study. Two of the five state universities—the University of Georgia and Georgia Southern University—employ archaeologists as full-time members of their anthropology faculty. Five of the fourteen senior colleges—West Georgia College, Kennesaw State College, Armstrong State College, Valdosta State College and Augusta College—have faculty members with expertise in the research and teaching of Georgia archaeology. Only two of Georgia's many private colleges and universities—Demorest College and Shorter College—can make the same claim, although some of these private institutions occasionally employ archaeologists on a temporary basis.

Academic institutions provide critical support resources. Their libraries preserve our collective knowledge and augment it as new information is amassed. Georgia's university libraries contain thousands of volumes on archaeology, ranging from specialized descriptive reports to important theoretical works. The equipment, laboratory facilities, support staff, and, in a few instances, curation facilities necessary for archaeological research and instruction are also furnished. In addition, the University of Georgia maintains the Georgia Archaeological Site Files—the single repository for accumulated information about each of the state's recorded archaeological sites.

Finally, the academic environment itself stimulates exchange with scientists in other areas and promotes interdisciplinary research that enhances archaeological knowledge.

### CORPORATE PROGRAMS

Five resident companies—Brockington and Associates, Garrow & Associates, Law Environmental, New South Associates, and Southeastern Archeological Services—provide archeology services to public and private entities and conduct most of the compliance archaeology in Georgia. With twenty-three M.A.- and Ph.D.-level archaeologists on their combined permanent staffs,

these firms employ about half of all the professional archaeologists in Georgia. In 1988-1989, working both within and outside the state, they conducted more than 2.1 million dollars of business; employed more than 150 people on a full- or part-time basis; and met a payroll of over 1.2 million dollars.

As private businesses, the compliance firms in Georgia must maintain their own offices and laboratories, and provide temporary curation of project collections. Permanent curation is currently arranged with West Georgia College, the University of Georgia, or out-of-state facilities. Funding for corporate projects in compliance research derives from both public and private sources: 56 % comes from private companies, 25 % from the federal government, 15% from local government, and less than 4% from state government.

A few other private companies, such as Georgia Power Company, have archaeologists on permanent staff to oversee or conduct archaeological studies.

## FEDERAL PROGRAMS

Federal archaeology programs are structured to manage archaeological resources; review compliance research on federal lands; coordinate federal, state, and local archaeological programs; provide technical assistance and grants-in-aid to other agencies involved in compliance and archaeological resource management activities; and promote public education about archaeological resources. The principal federal agencies operating within Georgia are the National Park Service (Southeast Regional Office, Atlanta), the U.S. Forest Service (Gainesville and Atlanta Offices), and the U.S. Army Corps of Engineers (Savannah and Mobile Districts). Other federal agencies with less direct involvement in Georgia archaeology include the Soil Conservation Service, the U.S. Fish and Wildlife Service, and the U.S. Army FORSCOM.

### *National Park Service*

Two divisions in the regional offices of the National Park Service in Atlanta are directly involved in archaeological projects. They are the Interagency Archeological Services Division (IASD), with four permanent staff archaeologists, and the National Register Programs Division (NRP), with one. A third division, the Southeast Archeological Center (SEAC), is based in Tallahassee, Florida.

While SEAC primarily conducts archaeology in the region's National Parks, including those in Georgia, IASD provides training and technical assistance to other federal, state, local and private organizations that must comply with federal laws concerning archaeological resources, but that have no or limited archaeology staff of their own. IASD also produces publications about archaeological resources for distribution to public and professional audiences, promotes public education through presentations and curriculum development, and oversees the collection of National Archeological Data Base files, which include information about Georgia's archaeological resources.

The NRP reviews state programs for archaeological survey, inventory, review, and compliance. This division also reviews applications for grants-in-aid from the State Historic Preservation Office (SHPO) to support its archaeological preservation activities, provides technical assistance to

SHPOs and other federal agencies that must comply with Section 106 of the National Historic Preservation Act, and assesses archaeological sites for listing as National Historic Landmarks.

#### *U.S. Forest Service*

The U.S. Forest Service manages archaeological resources on its 850,000 acres of land in Georgia. The Gainesville staff includes one full-time archaeologist and two temporary archaeological technicians. These individuals conduct extensive survey of Forest Service lands to determine the locations of archaeological resources for planning needs and in advance of timber sales, land exchanges, and dam restoration projects. In addition, the Forest Service enters into cooperative arrangements with universities for archaeological investigations and promotes public awareness of archaeological resources through lectures to school groups and civic organizations.

#### *U.S. Army Corps of Engineers*

The U.S. Army Corps of Engineers, through its Mobile and Savannah offices, conducts civil works projects, issues permits for regulated construction projects along river drainages, and oversees development on all military bases in Georgia. The Corps is responsible for archaeological resources associated with its managed lakes and other lands along many of Georgia's rivers and streams. In Mobile and Savannah, seven staff archaeologists conduct project reviews, carry out reconnaissance surveys, develop and manage programs to protect and stabilize archaeological sites, and execute contract agreements with outside research groups as needed. The Mobile office has established two curation facilities—one in Alabama, the other in Mississippi—for archaeological materials associated with its projects.

### **STATE PROGRAMS**

The government of Georgia has wide-ranging, legislated responsibilities regarding archaeological resources located on all property owned or controlled by the state, with the exception of those properties under the jurisdiction of the Board of Regents of the University System of Georgia. Three state offices are responsible for the identification, exploration, preservation, interpretation, and management of archaeological sites. They are the State Historic Preservation Office (SHPO) of the Department of Natural Resources (DNR) in Atlanta, the Office of the State Archaeologist of the DNR based at West Georgia College, Carrollton, and the Environmental Analysis Bureau of the Department of Transportation (DOT) in Atlanta.

#### *State Historic Preservation Office*

The SHPO, supported by direct matches of state and federal funds, designs and implements Georgia's comprehensive plan for historic preservation, which includes the administration of several programs involving archaeology. The SHPO directs the nomination of sites eligible for listing on the National Register of Historic Places, occasionally issues survey and planning grants for archaeological research, reviews projects under Section 106 of the National Historic Preservation Act for potential effects on archaeological resources, and provides funding in support of the Georgia Archaeological Site Files. Thirteen percent of the 1.5 million dollars of total funding in 1989 supported program activities directly related to archaeology. The SHPO has

twenty-one people on staff, including two archaeologists and an archaeological review technician.

#### *The Office of the State Archaeologist*

The Office of the State Archaeologist manages and explores archaeological resources on lands owned or controlled by the state; provides technical assistance to other state agencies; conducts research on privately-owned properties on request; curates archaeological materials from state sites; and develops training and public education programs. In addition, the Office coordinates the Georgia Archaeology Task Force to encourage input on archaeological issues from outside professionals. Few of the Office's broad responsibilities—except for preliminary archaeological surveys prior to development on state lands and technical assistance to the DNR and other state agencies—have ever been supported through state funding.

The Office of the State Archaeologist operates under a \$56,250 (SFY 91) contract from the DNR to West Georgia College. These funds pay a portion of the salary for the State Archaeologist (.20 time), and provide support for a part-time secretary and student assistants. Although still an employee of West Georgia College, the school releases the State Archaeologist from one-third of his academic duties to fulfill state responsibilities. The college also provides office and laboratory facilities.

#### *The Georgia Department of Transportation*

Archaeology conducted by the Georgia DOT is supported by state funding through the Environmental Analysis Bureau in the Office of Environmental Location. In addition to ecological and historical studies, DOT carries out archaeological surveys in advance of highway and bridge construction, road realignments, and other state transportation projects that require compliance with federal regulations and permitting conditions. These surveys identify and evaluate archaeological resources that may be affected by the proposed projects. When archaeological sites are determined to be significant and eligible for inclusion in the National Register of Historic Places and cannot be avoided in construction plans, DOT negotiates contracts with corporations or universities for data recovery through formal excavation. The staff of the Environmental Analysis Bureau includes a Ph.D. and three M.A. archaeologists who manage a small laboratory and curation facility in support of their survey activities.

### **LOCAL AND NON-PROFIT PROGRAMS**

Local and non-profit archaeology programs are rare in Georgia. The Columbus Museum and the Cobb County Archaeology Section are the only two municipally-funded programs in the state. The LAMAR Institute and the Coosawattee Foundation are not-for-profit archaeological research organizations, and the Society for Georgia Archaeology is a non-profit association of amateur and professional archaeologists.

- The Columbus Museum offers an archaeological interpretation and education program including professionally-prepared interpretive exhibits, and conducts research focusing on the archaeology of western Georgia. Museum facilities include an archaeological laboratory, library,

research collections, and curation facilities. One M.A. archaeologist works on the permanent staff.

- The Archaeology Section of Cobb County employs two permanent staff persons and supports a laboratory, research collections, and a library. The staff conducts archaeological surveys and reviews zoning permits within the county for potential effects on archaeological resources.
- The LAMAR Institute, a tax-exempt organization incorporated in 1982, conducts archaeological research and sponsors education programs in Georgia. The Institute receives grants in support of its research, usually undertaken in conjunction with other archaeology programs, and also sponsors public teacher workshops, scholarly conferences, and public lectures. The Institute also publishes a newsletter, LAMAR Briefs, as a mechanism for information exchange among archaeologists. This organization has no permanent staff or research facilities.
- Since its origin in 1987, the Coosawattee Foundation has promoted archaeological research and education programs primarily for sites in the Coosawattee Valley and northwest Georgia. Like the LAMAR Institute, the Foundation is a tax-exempt corporation with no permanent staff or research facilities.
- The Society for Georgia Archaeology, a non-profit organization devoted to furthering knowledge about Georgia archaeology, has a membership that includes both amateur and professional archaeologists. The Society and its regional chapters sponsor two meetings annually at which the results of current archaeological research are presented. The Society also publishes the journal Early Georgia, which includes reports of research at Georgia archaeological sites, and The Profile, a quarterly newsletter. The regional chapters occasionally conduct professionally supervised research at local archaeological sites on a volunteer basis. Neither the Society nor its chapters employ a permanent staff or have permanent research facilities.
- The Georgia Trust for Historic Preservation is a non-profit organization established to promote the preservation of Georgia's historic resources. While most of its energies are devoted to historic properties, the charter of the Trust also specifies a concern for the preservation of archaeological resources. No professional archaeologists are on the staff or governing board, and few are members of this well-respected organization.

Other historic preservation organizations in Georgia, such as the Historic Savannah Foundation, do not address archaeology concerns in their charters. While there are many private museums and local or county historical societies in Georgia that maintain collections and records of an archaeological nature, none have archaeologists on staff. Still other organizations, such as the Peach State Archaeological Society, are not recognized as ethically responsible archaeological groups because of their current emphasis on the private collection and exchange of artifacts.

## GEORGIA'S STATE ARCHAEOLOGY PROGRAM COMPARED WITH THOSE IN NEIGHBORING STATES

On the surface, with the variety of archaeological programs administered by so many different groups, it appears that Georgia is meeting her archaeological needs. By almost any measure, however, state support for archaeology in Georgia falls far below that in surrounding states. Georgia spends between half and a tenth of what her neighbors allocate each year in direct appropriations to protect and maintain their archaeological resources. Lack of funding translates into a lack of personnel, facilities, and equipment. While Georgia has, to date, met its minimal legal responsibilities, this lack of funding means that Georgia continues to lose many historic and prehistoric archaeological sites and artifacts that could provide valuable scientific, educational, and recreational return for future generations of its citizens and visitors.

The Department of Natural Resources (DNR), the state agency responsible for Georgia's archaeological resources, currently maintains three full-time archaeologists on its State Historic Preservation Office (SHPO) staff. These individuals assure that the state meets its responsibilities for federally mandated environmental review. SHPOs in surrounding states have similar staffing (Figure 2), however, it should be noted that in most other states staff archaeologists conduct review and compliance full-time, while in Georgia the staff has many additional responsibilities. DNR also contracts with West Georgia College, providing the college \$56,250 annually to maintain the Office of the State Archaeologist. This funding level is by far the lowest of any state in the region (Figure 3), and keeps the Georgia office from minimally meeting its broad legislated responsibilities.

The Georgia Department of Transportation (DOT) employs four full-time archaeologists to ensure state compliance with federal historic preservation legislation when highway construction occurs. While the level of staffing at Georgia DOT is comparable and, in fact, slightly higher than DOT staffing in most surrounding states, archaeological staffing in the Office of the State Archaeologist again is the lowest in the region (Figure 4).

The lack of emphasis on archaeological resource protection and management at the state level also is clearly evident in how federal preservation funding is used. The Georgia SHPO's survey and planning grant funds for archaeology (a pass-through from the federal government) were the lowest in the region in 1991 and in 1992 Georgia was the only state that made no grant funds available for archaeological resources (Figure 5). Furthermore, the State Archaeological Site Files, an essential part of the federal environmental compliance process, are minimally funded by the SHPO (ca. \$5,000 annually). Without the voluntary efforts of the state's professional archaeological community and university system, who maintain these files, Georgia's compliance review program would be in jeopardy.

What else does this lack of State support mean? Table 1 lists the typical activities of state archaeological staffs and the facilities associated with the performance of these activities. Unlike most surrounding states, Georgia has no state archaeological research program to locate and evaluate its archaeological resources, no permanent museum facility to keep the artifacts

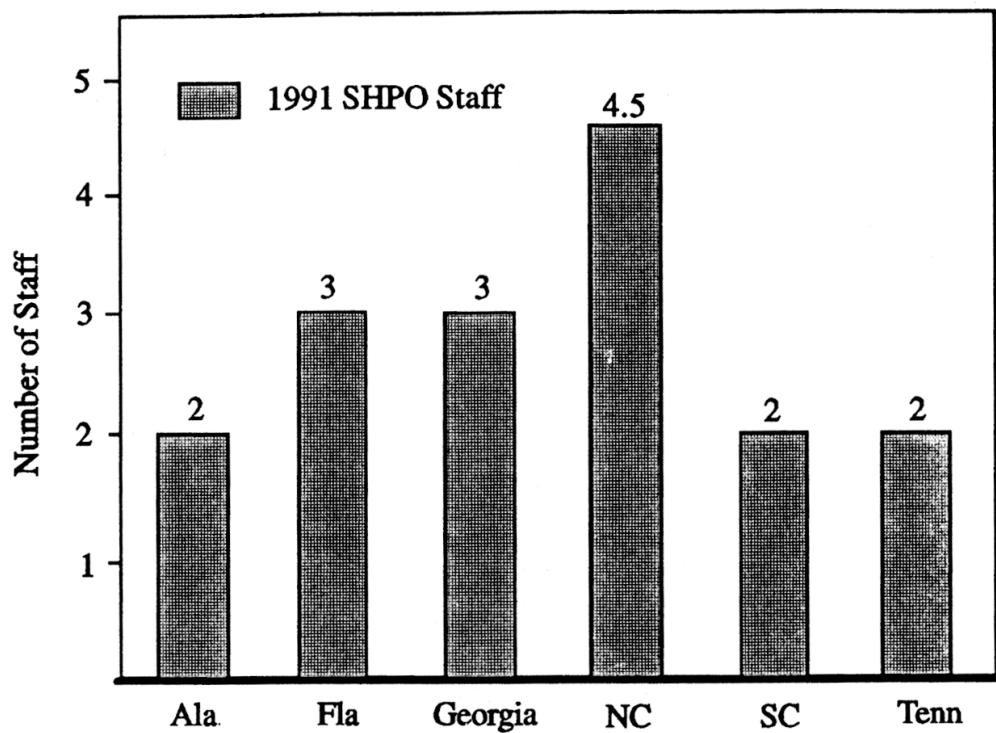


Figure 2. SHPO Archaeology Staff in Georgia and Surrounding States

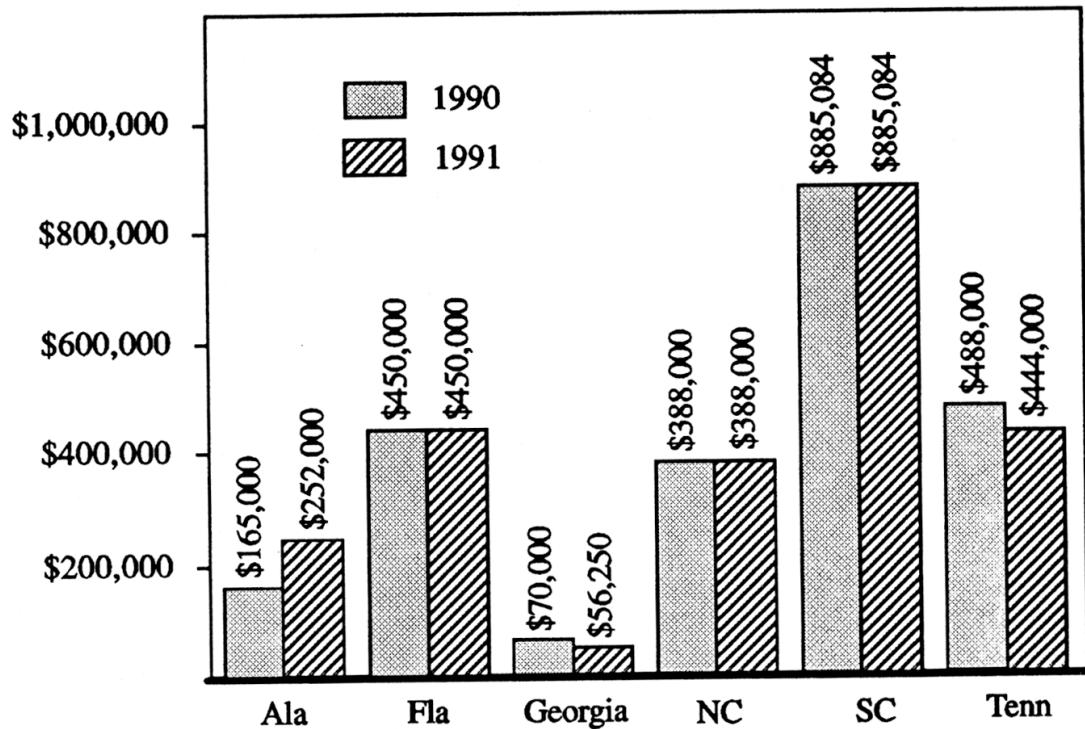


Figure 3. Comparison of State Archaeologist Office Budgets

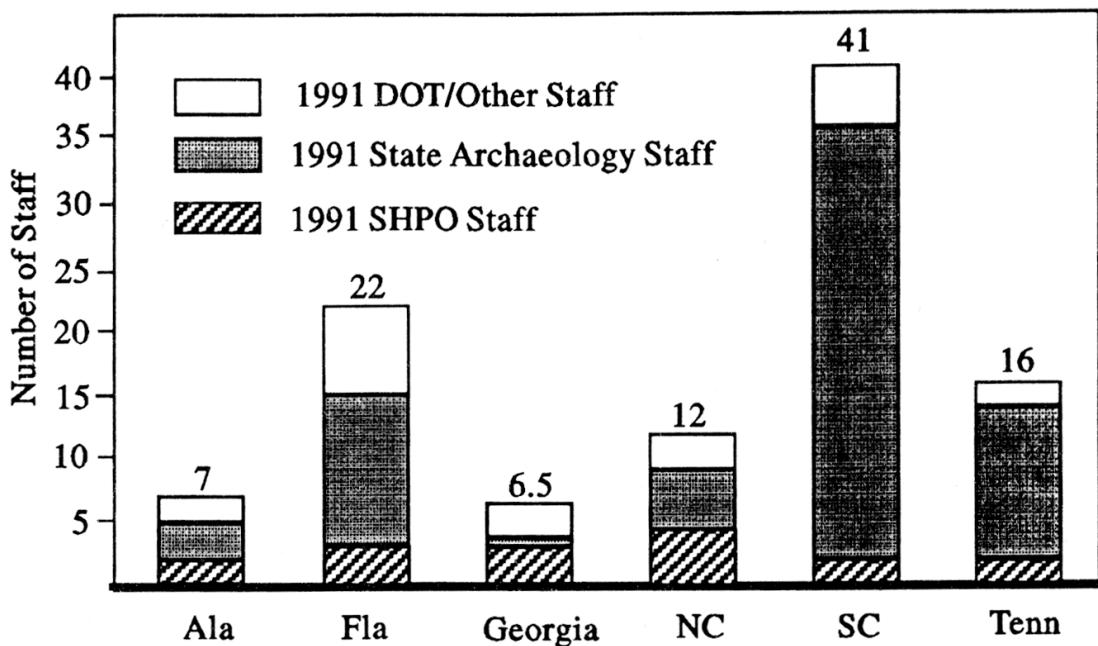


Figure 4. Comparison of Archaeology Staffing in State Agencies

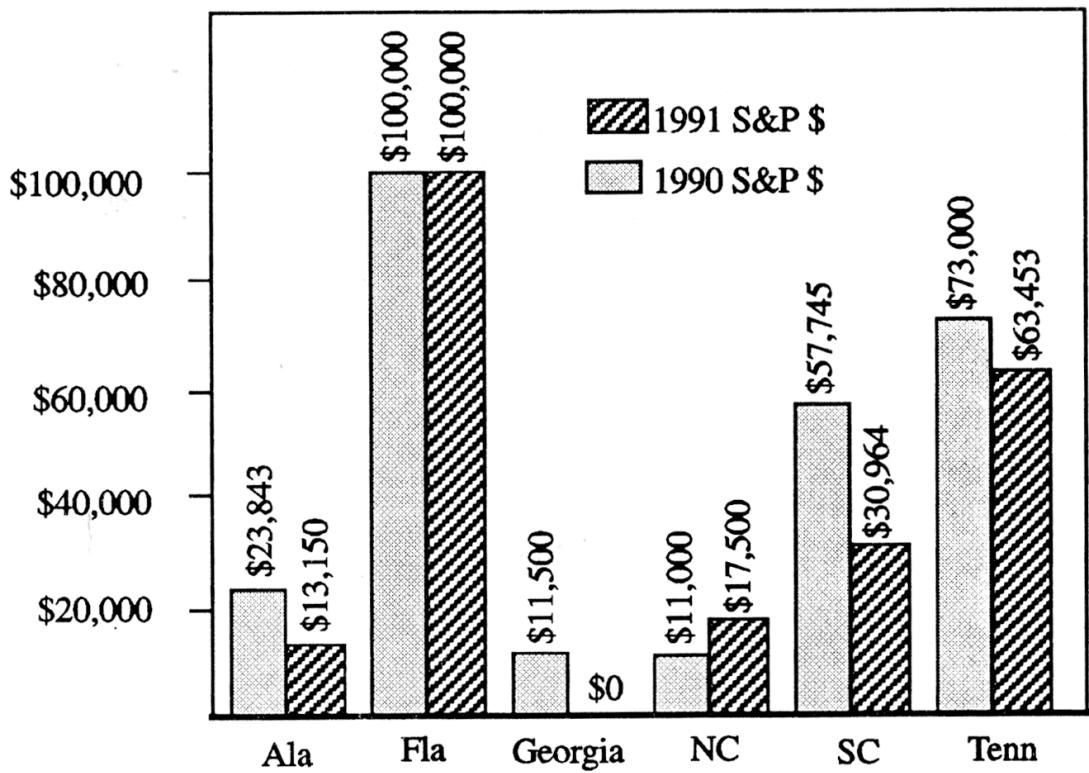


Figure 5. Survey and Planning Grants for Archaeology 1990.

and records that are found, no underwater archaeology program to protect the shipwrecks in our waters, and no public education program to teach our citizens about the 12,000 year history of human occupation dating back into the Ice Age. As public awareness of how the state has failed to meet its preservation responsibilities grows, so too is the likelihood of successful legal challenges to DNR/SHPPO cultural resource management decisions.

Perhaps most tragic about the current situation is that citizens of and visitors to Georgia are missing out on the wealth of history and human adventure that has taken place on our landscape. Because there is no statewide archaeological survey and no professional archaeological staff trained to deal with unusual discoveries, each year Georgia loses large numbers of archaeological and historic sites in state lands and waters. Each site lost without some minimal documentation is a piece of our common heritage gone forever. In most other states, the same staff that finds and deals with these remains also educates the public about them through teacher education programs, state heritage and archaeology days, and the preparation of instructional materials. Not so in Georgia, and its citizens are missing out on many opportunities to be proud of their state.

**Table 1. Comparison of State Archaeology Programs**

	<b>AL</b>	<b>FL</b>	<b>GA</b>	<b>NC</b>	<b>SC</b>	<b>TN</b>
<b>State Archaeologist's office</b>		*	*	*	*	*
position funded		*	+	*	*	*
support staff funded		*	+	*	*	*
facility/office funded		*	+	*	*	*
<b>State Arch Research Facility</b>	*	*		*	*	*
position funded	*	*		*	*	*
support staff funded	*	*		*	*	*
facility/office funded	*	*		*	*	*
<b>Arch in Other State Agencies</b>	*	*	*	*	*	*
highway department	*	*	*	*	*	*
other agencies		*			*	
<b>State Curation Facility</b>	*	*		*	*	*
professional staff funded	*	*		*	*	*
support staff funded	*	*		*	*	*
facility funded	*	*		*	*	*
conservation laboratory	*	*		*	*	*
<b>State Underwater Program</b>		*		*	*	*
staff funded		*		*	*	*
support staff funded		*		*	*	*
facility/office funded		*		*	*	*
diving/salvage regulated	*	*	*	*	*	*
<b>Historic Archaeology Program</b>	*			*	*	*
staff funded	*			*	*	*
support staff funded	*			*	*	*
facility/office funded	*			*	*	*
<b>Public Education Program</b>	*			*	*	*
<b>Annual State Archaeology Day</b>	*			*	*	*
<b>Cultural Resource Laws</b>	*	*	*	*	*	*
state lands protection		*		*		
Indian burial protection	*	*		*		*
shipwreck protection	*	*		*		*
<b>State Site Files</b>	*	*	*	*	*	*
staff funded	*	*	+	*	*	*
support staff funded	*	*	+	*	*	*
facility/office funded	*	*		*	*	*
<b>CRM Report Repository</b>	+	*	+	*	*	*

**+ partially funded, primary responsibility is maintained voluntarily**

## THE NEEDS OF GEORGIA ARCHAEOLOGY

Georgia's archaeological heritage is a fragile public resource that can be maintained only through an effective combination of education, research, and preservation programs. Failure in the design or execution of these programs leads to the destruction of archaeological resources and the permanent loss of information about our cultural heritage. The several public and private programs in Georgia inadequately meet the critical needs that exist and major revisions in key programs are necessary to ensure the survival of Georgia's archaeology for future generations.

Public education programs about the scope, richness, and diversity of Georgia's archaeological heritage are seriously lacking. Aside from limited courses available at a few of the state's institutions of higher education and the occasional workshop offered for public school teachers, there are no educational programs in the state that provide this basic information within their curricula. While students are required to learn about the last 400 years of their history, the previous 12,000 years of their heritage are virtually ignored. Neither is there any program in place to inform people who want to know, in spite of the educational system, about their archaeological heritage. Georgia needs an established interpretive program that informs its citizens and its visitors about the state's archaeological resources and responds to their requests for information. Additionally, basic details about Georgia's archaeological heritage need to be incorporated into the educational requirements of students enrolled in public schools and in units of the university system.

Most archaeological research in Georgia today is conducted as a result of legal compliance activities. This research is an important primary source of new information about the state's archaeological resources. However, an emphasis on compliance research leaves many other information sources untapped. A sustained program of archaeological survey is needed to locate and document resources in poorly known areas of the state, areas not yet threatened by development pressures. Long-term, on-going excavation programs need to be established at key sites across the state to secure information about the archaeological past in a way that is unhampered by the time constraints and pressures of compliance research. A similar program of short-term research needs to be developed as a means of recovering information to answer highly specific questions about Georgia's past. Importantly, all research programs should be designed to yield products that contribute directly to public education. Increased attention also needs to be placed on the preservation of data—both artifacts and records—resulting from archaeological investigations. These data form the archives of Georgia's archaeological heritage and deserve a commitment of time and resources well beyond present levels.

The loss of archaeological resources is the single most serious threat facing Georgia's cultural heritage. While laws are in place to protect resources on certain public lands and under certain regulated conditions, most of the state's resources are located on unprotected public or private lands. Preservation measures need to be developed that encourage private landowners to value and protect significant archaeological resources on their property. Municipalities similarly need to be persuaded to develop ordinances that require consideration of the effects of local undertakings upon archaeological resources. Additionally, cultural resources on lands owned by the University System of Georgia need to be accorded the same level of protection as those located on other state lands. Finally, a program must be developed to allow the outright purchase of ar-

chaeological sites of special importance to Georgia history and prehistory. These sites should be placed in a trust and assured long-term protection.

These preservation, research, and education needs are interconnected, and programs in each area should be designed to acknowledge their mutual dependence. Research results need to be integrated into public education programs to provide the basis for specific interpretive programs that enhance public awareness of archaeology. Educational programs should include not only the facts provided through archaeological research, but also information about preservation requirements and options. As public awareness increases, the value and vulnerability of archaeological resources will be more widely appreciated, and preservation measures more readily adopted. The end result will be an integrated archaeology program that serves the resources and also satisfies the public's desire for information about its cultural heritage.

## **RECOMMENDATIONS FOR GEORGIA ARCHAEOLOGY**

The Georgia Council of Professional Archaeologists makes the following recommendations. Principal attention is given to an expanded and fully funded Office of the State Archaeologist because of the central role this office must have in addressing the needs of Georgia archaeology.

### **RECOMMENDATIONS FOR THE OFFICE OF THE STATE ARCHAEOLOGIST**

The Office of the State Archaeologist should be expanded with full funding to meet its currently legislated responsibilities for public education, research, and preservation (see Official Code of Georgia, Sections 12-3-52 & 12-3-53). The Office should regain responsibility for project review under Section 106 of the Historic Preservation Act. Additionally, it should work closely with academic, corporate, and local/non-profit archaeology programs to address common education, research, and preservation problems and serve as a conduit for effective communication among these programs.

The Georgia Council of Professional Archaeologists strongly recommends that the Office of the State Archaeologist be removed from the Historic Preservation Section and placed elsewhere within the state bureaucracy at a level parallel to that of the SHPO. This is necessary for the Office of the State Archaeologist to effectively discharge its full and expanded responsibilities, which may be summarized as follows:

*Education:*

- Respond to public requests for information
- Prepare educational materials
- Organize teacher education programs
- Create public outreach programs
- Institute/organize a Georgia Archaeology Week
- Provide for Media/Public Relations

*Research:*

- Conduct archaeological research on state lands
- Oversee writing ~Archaeological Context. studies
- Survey private archaeology collections
- Conduct regional surveys for archaeological sites
- Disseminate research results through publication
- Analyze/report on materials previously excavated and held by the state

*Preservation:*

- Provide technical assistance to state agencies, municipalities, and the public
- Perform legal review and compliance

- Maintain Georgia Archaeological Site Files
- Conduct survey on state lands as needed for legal compliance
- Maintain a facility for curation of state archaeological collections

To execute these duties, an increase in staff is necessary. The following positions—comparable to those currently existing in neighboring states for this office—are appropriate:

- 1 State Archaeologist
- 2 Review and Compliance Archaeologists
- 1 Education Archaeologist/Media Liaison
- 1 Site & Report Files/Site Research Archaeologist
- 1 Curation/Conservation Archaeologist
- 2 Project Archaeologists  
(with combined expertise in prehistoric, historic, and underwater archaeology)
- 2 Clerical/Graphic Support Staff

## **RECOMMENDATIONS FOR THE UNIVERSITY SYSTEM OF GEORGIA**

The colleges and universities of the University System of Georgia, in coordination with the Office of the State Archaeologist, should accept a leadership role in the promotion of knowledge through archaeological research and preservation, and in general public education about Georgia's archaeological heritage. The current exclusion of property under the jurisdiction of the University System of Georgia from state laws that serve to protect archaeological resources gives the appearance of a patent disregard for the state's archaeological heritage. The Georgia Council of Professional Archaeologists urges the University System of Georgia to correct this impression and fully consider the effects of its development activities on archaeological resources. Further, the University System should adopt policies that demonstrate a commitment to Georgia's archaeological heritage. Specifically, this commitment should be expressed by:

- adding a five-hour course in Georgia Prehistory/Native Georgians as an option in Area III of the Core Curriculum;
- adding general courses in archaeology and Georgia Prehistory/Native Georgians to the curriculum for teacher education; and
- providing increased support, particularly through release time and travel grants, for archaeology faculty to pursue research at Georgia's archaeological sites.

## **RECOMMENDATIONS FOR FEDERAL AGENCIES**

Federal agencies are responsible for large areas within Georgia. Their compliance with historic preservation/cultural resource management legislation, however, is mixed. Some agencies (e.g., U.S. Fish and Wildlife Service) have conducted minimal compliance activity and appear to be ignoring their responsibilities. Within other agencies (e.g., U.S. Forest Service), the level of

compliance appears low when compared with efforts elsewhere in the region. Certain agencies (e.g., Southeast Archeological Center, National Park Service) operating within Georgia make little or no effort to coordinate with state authorities (e.g., notifying the State Archaeologist of their projects, submitting reports of their findings, filling out state site forms). Still other agencies conducting compliance activities within Georgia (e.g., U.S. Soil Conservation Service) produce few reports, making their findings effectively unavailable to the scientific and public communities.

The Georgia Council of Professional Archaeologists recommends that federal agencies operating or managing lands in Georgia:

- increase efforts to coordinate with State review and compliance programs and with the Office of the State Archaeologist;
- increase efforts to meet their legally-mandated resource inventory requirements;
- increase funding levels for cultural resource compliance activity; and
- encourage greater dissemination of research findings.

## **RECOMMENDATIONS FOR CORPORATE PROGRAMS**

Corporate archaeology programs in Georgia conduct much archaeological research and generate much information about Georgia's cultural heritage. These programs share a responsibility to maintain close contacts with the Office of the State Archaeologist and the larger professional community, and to disseminate their research results more effectively.

The Georgia Council of Professional Archaeologists recommends that corporate archaeology programs:

- produce popular summaries of excavation reports for general public distribution;
- provide access to their technical reports upon request; and
- curate archaeological materials from Georgia sites at a curation facility within the state.

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Within Georgia's lands and waters is a truly important and impressive set of archaeological resources. As current residents of this state, we all have a very basic obligation to preserve, protect, and understand the heritage contained within our archaeological record so that it may survive to benefit future generations. Now is the time to address the critical needs that face Georgia's archaeological resources and ensure the survival of our cultural heritage.