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Locust Grove Historic District

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Final Recommendations

Historic Preservation Program of Locust Grove

Preservation Planning Class, Georgia State University
5/1/2013
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EXECUTIVE SUMMARY

Students in Georgia State University’s Master of Heritage Preservation program developed this document to assist the community of Locust Grove in its local preservation efforts. The proposals within this document are only recommendations and are not binding on any party. As recommendations, these proposals may or may not be acted upon by the Locust Grove Historic Preservation Commission and the Locust Grove City Council.

The final recommendations to improve the historic preservation program of Locust Grove are to:

1. Seek Certified Local Government (CLG) status from the Georgia Historic Preservation Division;
2. Expand the current Downtown Historic District and create two new historic districts: the Eastside Historic District and the Southwest Historic District;
3. Nominate local historic districts as national historic districts to be listed on the National Register of Historic Places;
Certified Local Government (CLG) Status
CERTIFIED LOCAL GOVERNMENT RECOMMENDATION FOR LOCUST GROVE

Presently, there are 86 Certified Local Governments in the state of Georgia and Locust Grove is eligible to become one, too. The Certified Local Government Program is a preservation partnership between three levels of government and is focused on promoting historic preservation at the grass roots level. In Georgia, the program is jointly administered by the National Park Service (NPS) and the Historic Preservation Division (HPD) of the Georgia Department of Natural Resources. If it meets minimum requirements, a local community can work through the certification process to become recognized as a Certified Local Government (CLG). CLGs then become an active partner in the Federal Historic Preservation Program and the opportunities it provides. To be eligible, a local government must meet several requirements. Any city, town, or country must meet enabling legislation, known as the Georgia Historic Preservation Act of 1980. The local government must administer its ordinance through a local preservation commission and must meet requirements outlined in the Procedures for Georgia's Certified Local Government Program (available on HPD’s website at http://www.georgiashpo.org/sites/uploads/hpd/pdf/CLG_APPLICATION_06.pdf).

Benefits of Becoming a CLG

- A Certified Local Government is eligible to apply for federal historic preservation grant funds that are only available to CLGs. These grants are awarded on an annual basis for projects that will enhance historic preservation in local communities and across the state. Eligible projects include historic resource surveys, National Register nominations, archaeological surveys and testing, educational activities and publications, and preservation planning activities.
- A CLG participates directly in the National Register of Historic Places program by reviewing local nominations prior to their consideration by the Georgia National Register Review Board.
- Certification provides access to expert technical advice from Georgia’s Historic Preservation Division, the National Park Service, and other partnering networks. Technical assistance is available in the forms of informational material, training workshops, statewide meetings, and conferences.
- A CLG has access to increased communication among local, state, and national preservation organizations, as well as with other Georgia CLGs.

Program Requirements
Under Section 101 (c) of the National Historic Preservation Act, any local government that meets the following criteria is eligible for certification. The local government must:

1. Enforce appropriate State or local legislation for the designation and protection of historic properties
   a. The local government ordinance must be consistent with the Georgia Historic Preservation Act of 1980. Locust Grove’s historic preservation ordinance meets this requirement.
2. Establish an adequate and qualified historic preservation review commission by State or local legislation
   a. Each local government must have a historic preservation commission with a minimum of three members.
b. All members of the Commission must have demonstrated special interest or knowledge in historic preservation.

c. The Commission’s geographic area of authority must coincide with the boundaries of the local government’s jurisdiction.

d. The responsibilities of the Commission must be complementary to and coordinated with those of the Historic Preservation Division (HPD) of the Georgia Department of Natural Resources.

e. When carrying out responsibilities, the Commission may deem it necessary to seek additional expertise with consultants outside its membership. This additional expertise can be obtained through the Commission’s technical assistance/professional staff, a qualified consultant, HPD staff, private preservation agencies or organizations, and other qualified sources as identified by the Commission and local government.

f. Each commission member and anyone serving on the Commission in a professional capacity must attend at least one informational or educational meeting per year pertaining to historic preservation. Opportunities may include workshops, state conferences, training sessions, and other meetings. Meetings can be sponsored by the Historic Preservation Division, the Georgia Trust for Historic Preservation, the National Trust for Historic Preservation, the Georgia Alliance of Preservation Commissions, the National Alliance of Preservation Commissions, and other similar agencies.

g. The Commission must designate a paid member of its staff, or a person working under contract as a source of technical or administrative assistance, to be responsible for the operations of the Commission in keeping with the requirements of certification for participation in the Certified Local Government Program. The intent of this requirement is to ensure that the CLG is meeting its legal responsibilities.

3. Maintain a system for the survey and inventory of historic properties that furthers the purposes of subsection (b) of this section

   a. All inventory and survey data must
      i. Be readily integrated into the Historic Preservation Division’s inventories, the statewide comprehensive historic preservation plan, and other appropriate planning processes.
      ii. Follow guidelines for conducting surveys. These guidelines shall be consistent with the Secretary of the Interior’s Standards for Identification and Evaluation.
      iii. Be recorded using the Georgia Historic Resources Survey Form
      iv. Be accessible to the public
      v. Be updated periodically
      vi. Be maintained in a safe and secure location
      vii. Be available through duplicate or original files at the Historic Preservation Division.

4. Provide for adequate public participation in the local historic preservation program, including the process of recommending properties for nomination to the National Register
a. All meetings of the Commission should be publicly announced, be opened to the public, and have a previously advertised agenda. Commission meetings must occur at regular intervals.
b. Detailed minutes of all decisions and actions of the Commission must be kept on file and available for public inspection.
c. All decisions of the Commission must be made in a public forum and applicants must be given written notification of the Commission’s decisions.
d. The rules of procedure adopted by the Commission must be available for public inspection.
e. During the process of reviewing properties for nominations for the National Register of Historic Places, the Commission must provide opportunity for public comments.

5. Satisfactorily perform the responsibilities delegated to it under this Act.
   a. Ensure that at least one member of the Commission will attend an orientation or training session sponsored by the Historic Preservation Division or approved by the Historic Preservation Division.
   b. Submit to the Historic Preservation Division a report of the activities of the Commission when requested.

Process for Certification

1. A local government may request certification from the Historic Preservation Division at any time during the year. The request for certification must include:
   a. A Certified Local Government application signed by the chief local elected official. The application is available on the Georgia Historic Preservation Division website.
   b. The name, position, address, and telephone number of the person serving as liaison between the Commission and the Historic Preservation Division
   c. A copy of all local historic preservation ordinances.
   d. A list and accompanying maps of any areas designated by local ordinance as historic districts or any individual properties.
   e. Resumes for each of the members of the Commission including credentials or demonstrated expertise related to historic preservation.
2. The Historic Preservation Division will respond to the chief local elected officials within sixty (60) business days of receipt of an adequately documented CLG application.
3. Upon approval of the request for certification, the Historic Preservation Division will enter into a written certification agreement with the local government. This will include:
   a. The minimum federal responsibilities as outlined previously
   b. Any responsibilities delegated to all CLGs in Georgia
   c. Any addition responsibilities pre-arranged in consultation with the local government.
4. After approving the request for certification, the Historic Preservation Division will forward a request for concurrence to the National Park Service.
5. If the request for concurrence cannot be affirmed as submitted, the National Park Service will notify the Historic Preservation Division prior to fifteen (15) business days after receipt of the request. The National Park Service shall provide written notice of what is necessary for the request for concurrence to be approved.
6. A certification agreement is not effective until signed by the chief elected official and the State Historic Preservation Officer, and concurred in writing by the National Park Service. The effective date of certification is the date of concurrence from the National Park Service. When the National Park Service concurs with the Historic Preservation Division recommendation for certification, the National Park Service will notify the Historic Preservation Division in writing and send a copy of the letter to the new CLG.
Expansion of Current Historic District & Creation of New Districts
Nomination of Local Historic Districts to the National Register
Georgia State University’s Preservation Planning class recommends the City of Locust Grove to consider the listing of historic districts on the National Register of Historic Places. The National Register is the official list of historic places in the United States that are worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service’s (NPS) National Register of Historic Places is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America’s historic and archeological resources. Listing a property, which may include a building, site, structure, object, or district, on the National Register provides national recognition to places that, in the case of Locust Grove, are locally significant and worthy of preservation. Since its inception in 1966, more than 88,000 properties have been listed in the National Register, which includes 1.4 million individual resources.

Listings that have been placed on the National Register are also eligible for federal and state level tax incentives. On the federal level, the Federal Rehabilitation Investment Tax Credit (RITC) provides a federal income tax credit equal to 20% of qualified rehabilitation expenses to those income-producing property owners whose property lies in within designated National Register district boundaries. In order to qualify for this credit, the structure must either be listed individually on the National Register or be a contributing structure within a National Register district. The property must be income-producing and the rehabilitation work must be completed according to the Secretary of the Interior’s Standards for Rehabilitation.

In Georgia, income-producing and residential properties within a National Register district may be eligible for two tax incentive programs. The State Preferential Property Tax Assessment for Rehabilitated Historic Property incentive provides an 8-year county property tax assessment freeze for those rehabilitation projects that increase the property’s fair market value by 50-100% (50% for residential use, 100% for commercial use). Another incentive, the State Income Tax Credit for Rehabilitated Historic Property, offers an income tax credit of 25% of rehabilitation expenses. The qualifications for this tax credit are similar to those for the Federal RITC. There is a cap on the amount of tax credits that one property can retain: $100,000 for personal residences and $300,000 for income-producing properties. In order to qualify for either program, the building must be certified for its historic significance and rehabilitation projects must meet the Secretary of the Interior’s Standards for Rehabilitation.

The National Register of Historic Places is a recognition program; it is not a restrictive program. The National Register does not regulate what a property owner may or may not do with his or her property. It does not require an owner to maintain, repair, or restore a property. If an owner completes work on a property, there is no requirement to adhere to the Secretary of the Interior’s Standards for Rehabilitation unless application for a tax credit is requested. Once a property is listed in the National Register, it does not automatically fall under local historic district zoning, but may be a stepping-stone to future local designation.

For more information about listing in the National Register of Historic Places, visit the website for the Georgia State Historic Preservation Office (SHPO): http://georgiashpo.org
Georgia’s National Register program is administered by the Historic Preservation Division (HPD), the state’s historic preservation office. HPD encourages National Register proposals from the public for a wide variety of properties to meet the state’s historic preservation needs. However, due to current staffing levels, a typical nomination can take up to 18 months to process after it is accepted and approved by our office. Additionally, particularly complex nominations (for instance, large districts, unusual properties, or nominations based on multiple criteria) can take up to two years to complete from the time National Register staff prepares the final nomination to final approval by the National Park Service.

The process, criteria, and applications forms for listing properties in the Georgia Register of Historic Places are the same as listing properties in the National Register in Georgia.

Part 1: Where to Start

The National Register of Historic Places establishes a uniform standard for evaluating and documenting historic places that are worthy of preservation. The process for listing a property or district in the National Register begins with the state historic preservation office (SHPO). Each SHPO administers the National Register program for their state and each SHPO may have a different process for submitting proposed nominations to the National Register. As Georgia’s SHPO, the Historic Preservation Division has a user-friendly process for submitting proposed nominations to our office. We are continually revising and updating the process for efficiency and clarity. Information about the National Register in Georgia including forms and guidance material is available on our website.

The first step is to determine what historic property you want to nominate. “Historic property” is a general term for historic places listed in the National Register. For this purpose, a "property" is a building, site, structure, object, or district. The National Register lists individual historic properties such as a building (e.g. a house, school, or courthouse), site (e.g. a cemetery or battlefield), structure (e.g. a bridge, tunnel, or bandstand), or object (e.g. a monument, fountain, or sculpture). The National Register also lists historic districts. A district is defined as a concentration of historic buildings, sites, structures, and objects in their historical setting (e.g. neighborhoods, downtowns, large farms, or whole cities). "Historic" in terms of the National Register is generally 50 years old or older, although there are exceptions. For districts, a majority of properties within the district are 50 years old or older, and again, there are exceptions.

Historic properties listed in the National Register must have historic significance and integrity. Significance is defined by the National Register Criteria for Evaluation. A property must meet at least one of the four National Register Criteria:

- association with historic events or activities;
Integrity is the ability of a property to convey its significance through its location, design, setting, materials, workmanship, feeling, and association. In a short version: integrity = retains historic character.

To assist you in determining whether your historic property has historic significance and integrity and might qualify for listing in the National Register, we encourage you to send preliminary information to our office. Our National Register staff will review the preliminary information and give you guidance on the next step in the process.

Please send the information in hard copy format with clear, well-focused, well-lit photographs printed on photograph paper. At this time, our email server does not allow for large files so unfortunately we are unable to electronically review preliminary information.

If your historic property appears to be eligible for listing, we will send you a letter along with suggestions for research, sources of information, or examples of similar properties already listed in the National Register. If the property does not appear to meet the National Register Criteria, we will send a letter of explanation. We may also send a letter requesting clarification, additional information, or a site visit to the property.

Part 2: Application Forms

In Georgia, we encourage property owners and/or sponsors to send in preliminary information before completing the application forms. If the historic property appears to be eligible for listing in the National Register, our staff will send a letter encouraging you to complete either a Historic Property Information Form (HPIF) or a Historic District Information Form (HDIF).

A HPIF is used to document an individual building, site, structure, or object (ex: a house, church, depot, school, cemetery, bridge, monument, etc.). It can also be used to document a small complex of related historic properties (ex: church and cemetery; house and garden; courthouse and jail; farmhouse and outbuildings).

A HDIF is used to document a historic district or number of related historic properties (ex: residential neighborhood; downtown commercial area; entire city; college campuses; large farms with outbuildings, tenant houses, and agricultural fields).

The HPIF/HDIF provides a step-by-step outline and guidance for the information needed to document a property to HPD and National Register standards. The forms explain what is needed for written documentation (the description, history, and significance sections) and what is needed for supporting documentation (photographs, maps, floor plans, site plans, photocopies of historical research). The forms also identify property owners and/or sponsors of the nomination.
The forms were developed by HPD’s National Register staff to allow for successful nominations by people who may not have a background in history, preservation, or architecture. Experience has shown that a careful reading and following of directions in the HPIF/HDIF will provide excellent results.

Anyone can complete a HPIF/HDIF with consent from the property owner(s). In Georgia, a majority of proposed nominations are written by the property owner or a sponsoring organization. Sponsors may be a local historical society, neighborhood association, volunteer, historic preservation commission, or other interested party. A professional consultant can be hired to prepare your nomination also. HPD’s website has a directory of preservation consultants.

The National Register Registration Form is the official form completed and sent to the Keeper of the National Register in Washington, DC along with archival photographs and maps required for all nominations. The form and its instructions (National Register Bulletin: How to Complete the National Register Registration Form) are available on the National Park Service (NPS) National Register website.

In Georgia, HPD recommends that proposed nominations be submitted to our office on the HPIF/HDIF. The information called for in the HPIF/HDIF is required to document and support a National Register nomination and is based on NPS National Register form and instructions. The information is just presented in a different format that is easier to prepare and more useful for HPD review.

For properties that meet the National Register Criteria, HPD’s National Register staff will prepare the final, official National Register Registration Form, archival photographs, and final maps to submit to the Keeper of the National Register. HPD’s staff uses information provided by the property owner(s) and/or sponsors as well as their professional knowledge and established terminology to produce professionally and technically correct nominations to the National Register.

Nominations can, of course, be submitted to our office on the National Register Registration Form. However, Section 1 and supporting documentation requested in Section 5 of the HPIF/HDIF must accompany the nomination form. HPD recommends using the HPIF/HDIF as a guide to insure all required information for state-level review and processing is included.

Please send your completed HPIF/HDIF and required supporting documentation (including photographs, maps, CD/DVD, etc.) via U.S. mail to:

Lynn Speno, National Register & Survey Specialist  
Georgia Department of Natural Resources  
Historic Preservation Division  
254 Washington Street, SW  
Ground Level  
Atlanta, GA 30334
There is no cost or fee to submit a National Register nomination to HPD. Please save resources and do not mail nomination materials in plastic page covers and/or binders of any kind. Please do not mount photographs on paper or send in plastic sleeves. Please keep packaging and formatting simple and recyclable. Any oversized maps may be neatly folded and included with the other material or, if necessary, sent separately in a mailing tube.

Part 3: HPD’s Review Process of Proposed Nominations

As Georgia’s State Historic Preservation Office (SHPO), HPD is responsible for nominating eligible properties to the NRHP. The SHPO’s responsibilities, the NRHP, and the nomination process are outlined in the Code of Federal Regulations (36 CFR 60).

The state-level review process begins when a property owner(s) and/or sponsor makes an official request for nomination by submitting a completed Historic Property Information Form (HPIF), Historic District Information Form (HDIF), or National Register Registration Form with the required supporting documentation to HPD. Upon receipt at HPD, proposed nominations are entered into our National Register logging/tracking database and a checklist is completed to verify that requested supporting documentation is submitted (See Section 5 in the HPIF and HDIF for the checklist). If information critical for a review, such as current photographs, floor plans, site plans, and/or district maps, is not included, we will notify the applicant in writing and the proposed nomination is put "on-hold" until the requested information is submitted. Proposed nominations that do include critical supporting documentation are then scheduled for review by HPD’s National Register staff during an in-house meeting. Federal regulations give a timeline of 60 days for review but we generally review proposed nominations within 30 days.

HPD’s National Register staff consists of architectural historians and historians under the direction of the National Register Program Manager and the Historic Resources Section Chief. Proposed nominations of archaeological sites are also reviewed by HPD’s deputy state archaeologist(s). See our staff directory for details.

HPD’s National Register staff reviews proposed nominations and is charged with determining:

- whether or not the property is adequately documented (a "property" is defined as a building, structure, site, object, or district);
- whether or not the property appears to meet the National Register Criteria for Evaluation

Reviews of proposed nominations follow guidance set forth by the National Park Service in the National Register Bulletins.

Our staff reviews the written description and compares it to the current and historic photographs, floor plans, site plans, and maps for accuracy and completeness. Some of the things we look for are:

- does the description provide a current "verbal photograph" of the entire property?
- is the description cross-referenced to the photographs?
- are all changes, alterations, and/or additions over time thoroughly described?
For individual properties, exterior and interior changes to materials, design, floor plan, setting, and workmanship are reviewed. For historic districts, loss of historic buildings; new construction; and changes in design, materials, setting, and workmanship to historic buildings, sites, structures, and/or objects in the district are evaluated.

Next, we review the developmental history and all additional supporting documentation for accuracy and thoroughness. Some of the things we look for are:

- Is the developmental history a concise, factual account of the history and development of the property, from its origins to the present time?
- Is the information presented chronologically and organized by major historical periods or eras associated with the property with specific dates provided?
- Does the developmental history document specific important persons, events, and activities associated with the property?
- Are original, subsequent, and current uses and functions of the property identified?
- Is the acquisition of land, the construction of buildings and other structures, the development of landscaping, and any major changes to the property over time, with specific attention to extant buildings, structures, and landscape features thoroughly discussed?
- Are any known architects, engineers, builders, contractors, landscape architects, gardeners, and/or other artists or craftsmen identified with basic biographical information?
- Were critical primary and secondary sources of information researched and properly cited?

After our in-house review, we notify the property owner(s) and/or sponsors of the result in writing. The four possible outcomes of our state-level review are:

- The property is fully documented to National Register and HPD standards and the property appears to be eligible for listing in the National Register. The proposed nomination moves to the next step in the process.
- The property is not fully documented but appears to be eligible for listing. This is very common and a majority of proposed nominations need additional research and documentation so be prepared to follow up. We will send a letter requesting additional information and provide guidance on what is needed, why it is needed, and where to find the information. It is the responsibility of the property owner/sponsor to provide the additional information. The proposed nomination is put "on hold" in our office until we receive the requested information. There is no deadline or expiration date and proposed nominations are kept in our office indefinitely until we receive the additional information.
- We cannot determine whether a property appears to be eligible for listing based on the information submitted. In this case, we will request a site visit to the property or additional information.
- We determine that the property is not eligible for listing in the National Register. In this case, we will send a letter explaining the basis for our decision. If you want to appeal our
decision to the Keeper of the National Register, the appeals process is available online in the Code of Federal Regulations (36 CFR 60.12).

Throughout the National Register nomination process, we encourage you to contact our National Register staff by email or phone if you have any questions. We can also suggest sources of information and provide examples of similar National Register nominations that may be useful to you.

**Part 4: Additional Information Review, Site Visits, and Scheduling for Review Board**

For a majority of proposed nominations, it is very common that we request additional information to document the property to HPD and National Register standards. Upon receipt at HPD, additional information is entered into our National Register logging/tracking database and is reviewed by HPD’s National Register staff during an in-house meeting. We generally review the information within 30 days.

After our in-house review, we notify the property owner(s) and/or sponsors of the result in writing. There are three possible outcomes:

1. The property is fully documented to HPD and National Register standards and the property appears to be eligible for listing in the National Register. The proposed nomination moves to the next step in the process.
2. The property is still not fully documented but appears to be eligible for listing. We will send another letter requesting additional information and provide guidance on what is needed, why it is needed, and where to find the information. Again, it is the responsibility of the property owner/sponsor to provide the additional information. The proposed nomination is put “on hold” in our office until we receive the requested information. There is no deadline or expiration date and proposed nominations are kept in our office indefinitely until we receive the additional information.
3. We determine that the property is not eligible for listing in the National Register. In this case, we will send a letter explaining the basis for our decision. If you want to appeal our decision to the Keeper of the National Register, the appeals process is available online in the Code of Federal Regulations (36 CFR 60.12).

For some proposed individual properties and for every historic district nomination, HPD staff will request a **site visit** during this step in the state-level review process. We will contact the property owner/sponsor of the nomination by phone or email to set up the site visit. In some cases, we may need to see the property first-hand in order to determine whether it is eligible for listing in the National Register. In other cases, we may need to see the extent of changes, additions, and/or alterations to the property. In some cases, our architectural historians may need to crawl under the building or in the attic in order to determine a possible date of construction of a building.

For every district nomination, HPD staff makes a site visit to the district to determine the final National Register boundaries and identify each parcel within the district as contributing,
noncontributing, or vacant following the procedures in the National Park Service National Register Bulletins. We use the maps submitted by the sponsor as field maps and make changes when necessary.

In some cases, a site visit may provide new information or raise questions about a property that were not previously known or addressed in the submitted documentation. We will then send a letter to the property owner/sponsor requesting additional information and the nomination is put “on hold” until we receive the information. This is not common, but it has happened.

Once the property is fully documented to HPD and National Register standards, a letter is sent to the property owner/sponsor indicating that the documentation is complete and the nomination will be scheduled for a Georgia National Register Review Board meeting, the next step in the state-level review.

Due to recent budget cuts and staff reductions, review board meetings are now held twice a year in February and August (check our website for date, place, and time). Nominations are scheduled for a review board meeting according to priority. These priorities were established by the review board in the 1980s and are weighed toward properties that will benefit the most by National Register listing. The highest priority is given for threatened or endangered properties, properties that are receiving tax incentives or grants, districts, and properties associated with minority groups. Next in line are community landmark buildings, publicly owned properties, and properties that are not threatened or receiving a direct benefit from listing.

Review board schedules are set three to four months in advance to allow for photography site visits and the notification process required in the federal regulations governing the National Register (36 CFR 60). When a proposed nomination is scheduled for a review board, we will notify the property owner/sponsor by letter. For an individual property, we will contact the property owner/sponsor to set up a date to formally photograph the property for the final National Register nomination. For district nominations, photographs are taken from the public right-of-way and we schedule these site visits according to weather, staff availability, and other considerations.

Part 5: Georgia National Register Review Board

The Georgia National Register Review Board meets twice a year—in the fall and spring. As defined in the federal regulations governing the National Register (36 CFR 60), the review board is "a body whose members represent the professional fields of American history, architectural history, historic architecture, prehistoric and historic archaeology, and other professional disciplines and may include citizen members." The review board is responsible for reviewing and commenting on the National Register eligibility of all proposed National Register nominations before the nominations are submitted by HPD to the National Park Service. HPD takes several actions before a review board meeting: summaries of each proposed nomination are prepared, formal notifications of the proposed nominations are sent, and PowerPoint presentations are prepared.

Proposed nominations are assigned to HPD’s National Register staff who will present the
proposals to the review board and prepare the final nomination materials. Staff write summaries of each proposed nomination. The summary is a one-page synopsis based on the research and documentation submitted to our office in the HPIF or HDIF. The summary includes a description and location of the property as well as the applicable National Register Criteria and a summary of the significance of the property. A map indicating the National Register boundary is also included. It is important to keep in mind that the summary is just that—a brief summary of the important facts and attributes of a proposed nomination taken from a much larger compilation of research.

The formal notification process is outlined in the federal regulations governing the National Register (36 CFR 60). HPD sends a notification packet by U.S. mail, 30 to 75 days before a review board meeting, to those property owners and government officials directly associated with the property or district. A property owner is defined as the property owner(s) on record with the official land recordation or tax records. The packet includes a notification cover letter, National Register Fact Sheet, National Register Criteria for Evaluation, and the summary. The notification cover letter provides instructions on how private property owners can concur with or object to the proposed nomination. The letter also solicits written comments regarding the significance of the property or district from property owners, local government officials, and interested parties prior to the review board meeting.

For districts with less than 50 property owners, a notification packet is sent to each property owner listed in official property tax records. For districts with more than 50 property owners, a legal advertisement is placed by HPD in the local legal organ (newspaper) 30 to 75 days prior to the review board meeting.

The notification process provides the opportunity for private property owner(s) to concur with or object to listing. If a property owner wishes to object to the listing, the property owner must send a notarized letter to HPD that certifies:

- they are the sole or partial owner of private property and
- they officially object to the nomination.

If a majority of private property owners object, the property proposed for nomination will not be officially listed in the National Register.

For district nominations, HPD staff usually arranges a public information meeting with the local sponsor of the nomination. An informal public meeting is held at a public place in or near the district (i.e. city hall, community center, local historical society or other public meeting space) for residents of the district and other interested citizens. HPD staff presents a PowerPoint presentation about the National Register and the proposed district nomination, answers questions, and solicits comments. The meeting also provides an educational opportunity for the public to learn more about HPD’s preservation programs and to get answers to questions about the National Register process.

Review board meetings are open to the public. During the meeting, HPD’s National Register staff formally presents a 10-15 minute PowerPoint presentation on each proposed nomination to
the board. The board has an opportunity to comment or ask questions about the proposed nomination. Property owners and other interested parties in attendance are given an opportunity to speak before the board. The board then formally votes on whether or not the proposed nomination appears to meet the National Register Criteria. For most proposed nominations, the board votes in favor and the nomination goes to the next step in the process. The board can also vote to table a proposed nomination (usually to request additional research or analysis) or to recommend that the proposed nomination does not meet the National Register Criteria. The board’s role is advisory and the decision to forward a proposed nomination to the National Register rests with the state historic preservation officer or his/her designated authority. In Georgia, these decisions are made by HPD’s Division Director.

**Part 6: Completing the Nomination Process**

After a proposed nomination is approved by the Georgia National Register Review Board, HPD’s Division Director officially lists the property or district in the Georgia Register of Historic Places. The Georgia Register has the same criteria and process as the National Register of Historic Places and is the criteria associated with Georgia’s state tax incentives and HPD’s grant program.

The final step in the National Register process is preparing the official documentation to submit to the National Register of Historic Places in Washington, DC. The requirements for submission to the National Register are provided in the *National Register Bulletin: How to Complete the National Register Registration Form*. A National Register nomination consists of the National Register Registration Form, archival-quality photographs, a United States Geological Survey map, one or more property or district maps, and additional supporting documentation, as required.

In Georgia, HPD’s National Register staff assists in this final step by providing professional and technical expertise to compile the required documentation in the required format. This final step can take from 18 to 24 months, although National Register staff generally are able to complete final documentation in less than a year.

Information provided in the HPIF or HDIF by the sponsor is edited and augmented with professional terminology and/or additional research by the staff and is incorporated into the National Register Registration Form. The official, archival-quality photographs taken by HPD staff of the property or district are printed, labeled, and listed in the nomination form. One or more maps are prepared for the nomination, which can include a National Register boundary map, site plan, district map, and floor plans. These maps are based on the documentation submitted by the nomination sponsor. The National Register boundary map indicates, to scale, the property or district being nominated. For individual properties, a site plan is prepared that indicates the relative size, scale, and relationship of contributing and noncontributing buildings, sites, structures, and/or objects on the property. For a district map, a tax parcel map of the area being nominated is the most common type of map included in a nomination. Tax parcel maps are used to indicate streets, street addresses, lot sizes, rights-of-way, and other important geographic features as well which parcels are within the National Register boundary. Each legal parcel within the National Register boundary is marked as contributing or
Some parcels in districts may have more than one building, site, structure, or object; each is evaluated and labeled accordingly. Photographs are keyed to the site plan or district map and cross-referenced in the text. For buildings, current floor plans are often included in the nomination. Interior photographs are often keyed to the floor plans and cross-referenced in the text.

For some nominations, additional supporting documentation provided by the sponsor is scanned or photocopied and submitted with the nomination form, such as historic photographs, Sanborn Fire Insurance maps, original floor plans, historic maps, postcard views, or other relevant materials.

The completed nomination form is reviewed and signed by the HPD’s Division Director and sent to the Keeper of the National Register at the National Park Service, U.S. Department of the Interior, in Washington, DC. Once received, the Keeper has a 45-day review period. As part of the review process, the National Register publishes notice in the Federal Register that the property or district is being considered for listing in the National Register. A 15-day commenting period from date of publication is provided. When necessary to assist in the preservation of historic properties this 15-day period may be shortened or waived. A list of pending National Register nominations and the date they were received is available on the National Register’s website.

At the end of the 45-day review period, the Keeper of the National Register determines whether the proposed nomination meets the National Register Criteria and has been adequately documented. If it meets these requirements, the nomination is officially listed in the National Register of Historic Places and an announcement is posted on the National Register’s weekly list. In rare cases, a nomination may be returned to HPD for additional research and documentation. If this occurs, it is the responsibility of the sponsor to provide additional research and documentation as necessary. In very rare cases, a proposed nomination is determined not to qualify for listing by the Keeper.

After HPD is notified of National Register listing, a photocopy of the official National Register nomination form, photographs, maps, and any additional documentation submitted as part of the official nomination is sent to the sponsor(s) of the nomination along with a certificate suitable for framing. A photocopy of the nomination materials is also sent to the preservation planner at the regional commission, local historical society, historic preservation commission staff, and other public agencies, as necessary. A press release is prepared and distributed by HPD, and the listing is publicized through our website and social media. A copy of the National Register nomination form and all research, documentation, and other materials associated with the nomination permanently remains on file at HPD.

The Historic Preservation Division encourages owners of historic properties to display National Register plaques as a means of recognizing and promoting the National Register program, but plaques are neither a requirement of the National Park Service, Department of the Interior program nor are they supplied by either office.

While the Historic Preservation Division and the Georgia Department of Natural Resources do
not endorse any manufacturer of plaques, our office does provide a list of foundries as a public service. These companies are known as experienced producers of National Register plaques.

(Revised 11/2012)
Proposed Amendments to the Historic Preservation Commission Ordinance
<table>
<thead>
<tr>
<th>SECTION</th>
<th>LOCATION</th>
<th>SUGGESTED CHANGE</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>14.03.020</td>
<td>At the end of (5) under the definition of “Material change in appearance”</td>
<td>Add “except paint alterations.”</td>
<td>26</td>
</tr>
<tr>
<td>14.03.030</td>
<td>First sentence of (C)(1)</td>
<td>Change to “The commission shall consist of five regular voting members appointed by the mayor and ratified by the city council. In addition to the five regular voting members, the commission may consist of two ex-officio (non-voting) members appointed by the mayor and ratified by the city council.”</td>
<td>27</td>
</tr>
<tr>
<td>14.03.040</td>
<td>First sentence of second paragraph (D)(3)</td>
<td>Omit “stating their property is likely to be materially affected by possible inclusion in the historic district.”</td>
<td>30</td>
</tr>
<tr>
<td></td>
<td>(D)(3)(a) through (f)</td>
<td>Reformat by changing (a) through (f) to (4) through (9), respectively.</td>
<td>31</td>
</tr>
<tr>
<td>14.03.050</td>
<td>First sentence of (A)</td>
<td>Following “After the designation by ordinance of a historic property of a historic district,” insert “no material change in the appearance of such historic property,”</td>
<td>31</td>
</tr>
<tr>
<td></td>
<td>(B)</td>
<td>Omit all of (B); this section in superfluous since it is already in the state Historic Preservation Act. See OCGA § 44-10-27(b)</td>
<td>31</td>
</tr>
<tr>
<td></td>
<td>Third sentence of (F)</td>
<td>Following “…as notices are” insert “provided” and omit “for”</td>
<td>32</td>
</tr>
<tr>
<td></td>
<td>Last sentence of (O)</td>
<td>Omit and replace all words following “…conviction for” with “city ordinance violations.”</td>
<td>34</td>
</tr>
</tbody>
</table>
Chapter 14.03 - HISTORIC PRESERVATION COMMISSION

Sections:
14.03.010 - Purpose and intent.
14.03.020 - Definitions.
14.03.030 - Creation of a historic preservation commission.
14.03.040 - Recommendation and designation of historic districts and properties.
14.03.050 - Application to preservation commission for certificate of appropriateness.
14.03.060 - Maintenance of historic properties and building and zoning code provisions.
14.03.070 - Penalty provisions.
14.03.080 through 14.03.150 - Reserved.

14.03.010 - Purpose and intent.

The mayor and council of the city of Locust Grove intend for this chapter to protect the historical, cultural and aesthetic heritage of the city and believe the preservation of this heritage is essential to the promotion of the health, prosperity and general welfare of the people.

The mayor and council intend for this chapter to stimulate revitalization of the business districts and historic neighborhoods and to protect and enhance local historic and aesthetic attractions to tourists and thereby promote and stimulate business, as well as to enhance the opportunities for federal or state tax benefits under relevant provisions of federal or state law.

Further, the mayor and council intend for the ordinance codified in this chapter to provide for the designation, protection, preservation and rehabilitation of historic properties and historic districts and enable the city to participate in federal or state programs to do the same.

The mayor and council believe this chapter to be a reasonable method of regulation for the purpose of satisfying the legitimate purposes stated above. Therefore, the mayor and council hereby adopt the ordinance codified in this chapter to establish a uniform procedure for the protection, enhancement, perpetuation and use of places, districts, sites, buildings, structures, objects, and landscape features having a special historical, cultural or aesthetic interest or value, in accordance with the provisions of the ordinance codified in this chapter.

(Ord. 04-09-059 §§ 13, 14 (part))

14.03.020 - Definitions.

As used in this chapter:

"Building" means a structure created to shelter any form of human activity, such as a house, barn, church, hotel or similar structure. Building may refer to a historically related complex such as a courthouse and jail or a house and barn.

"Certificate of appropriateness" means a document evidencing approval by the historic preservation commission of an application to make a material change in the appearance of a designated historic property or of a property located within a designated historic district.
"Exterior architectural features" mean the architectural style, general design and general arrangement of the exterior of a building, structure or object, including but not limited to the kind or texture of the building material and the type and style of all windows, doors, signs and other appurtenant architectural fixtures, features, details or elements relative to the forgoing.

"Exterior environmental features" mean all those aspects of the landscape or the development of a site which affect the historic character of the property.

"Historic district" means a geographically definable area, possessing a significant concentration, linkage, or continuity of sites, buildings, structures or objects united by past events or aesthetically by plan or physical development. A district may also comprise individual elements separated geographically but linked by association or history. A historic district shall further mean an area designated by the city council or the city council and county board of commissioners, jointly, as a historic district pursuant to the criteria established in Section 14.03.040 of this chapter.

"Historic property" means an individual building, structure, site, or object including the adjacent area necessary for the proper appreciation thereof designated by the city council as a historic property pursuant to the criteria established in Section 14.03.040(C) of this chapter.

"Material change in appearance" means a change that will affect either the exterior architectural or environmental features of a historic property or any building, structure, site, object, or landscape feature within a historic district, such as:

1. A reconstruction or alteration of the size, shape or facade of a historic property, including relocation of any doors or windows or removal or alteration of any architectural features, details or elements;
2. Demolition or relocation of a historic structure;
3. Commencement of excavation for construction purposes;
4. A change in the location of advertising visible from the public right-of-way; or
5. The erection, alteration, restoration or removal of any buildings or other structure within a historic property or district, including walls, fences, steps and pavements, or other appurtenant features, except paint alterations.

"Object" means a material thing of functional, aesthetic, cultural, historical or scientific value that may be, by nature or design, movable yet related to a specific setting or environment.

"Site" means the location of a significant event, a prehistoric or historical occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself maintains historical or archaeological value regardless of the value of any existing structure.

"Structure" means a work made up of interdependent and inter-related parts in a definite pattern of organization. Constructed by man, it is often an engineering project large in scale.

(Ord. 04-09-059 §§ 13, 14 (part))

14.03.030 - Creation of a historic preservation commission.

A. Creation of the Commission. There is hereby created a commission whose title shall be "HISTORIC PRESERVATION COMMISSION FOR THE CITY OF LOCUST GROVE"
(hereinafter "Commission").

B. Commission Position Within the City of Locust Grove, Georgia Government. The commission shall be part of the planning functions of the city.

C. Commission Members. Number, appointment, terms and compensation:

1. The commission shall consist of five regular voting members appointed by the mayor and ratified by the city council, and in addition to the five regular voting members, the commission may consist of two ex-officio (non-voting) members appointed by the mayor and ratified by the city council. All regular voting members shall reside in the corporate limits of the city of Locust Grove and shall be persons who have demonstrated special interest, experience or education in history, architecture or the preservation of historic resources. Ex-officio members shall reside either inside of or within five miles of the corporate limits of the city of Locust Grove;

2. To the extent available in the city, at least three of the regular voting members shall be appointed from among professionals in the disciplines of architecture, history, architectural history, planning, archaeology or related professions;

3. Regular voting members shall serve three-year terms. In order to achieve staggered terms, initial appointments shall be: one member for one year; two members for two years; and two members for three years;

4. Ex-officio members shall serve three-year terms.

5. Ex-officio members may only serve as an advisory role to the general voting members of the commission although they may serve on any subcommittee as deemed fit by the commission.

6. Neither regular voting members nor ex-officio members shall receive a salary, although they may be reimbursed for expenses;

7. Both regular voting members and ex-officio members are authorized to serve on more than one authority, board, or commission.

D. Statement of Commission's Power. The historic preservation commission shall be authorized to:

1. Prepare and maintain an inventory of all property within the city having the potential for designation as historic property;

2. Recommend to the city council, specific districts, sites, buildings, structures, or objects to be designated by ordinance as historic properties or historic districts;

3. Review application for certificates of appropriateness, and grant or deny same in accordance with the provisions of this chapter;

4. Recommend to the city council that the designation of any district, site, building, structure or object as a historic property or as a historic district be revoked or removed;

5. Restore or preserve any historic properties acquired by the city;

6. Promote the acquisition by the city of facade easements and conservation
easements, as appropriate, in accordance with the provisions of the Georgia Uniform Conservation Easement Act of 1992 (O.C.G.A., Section 44-10.1 through 5);

7. Conduct educational programs on historic properties located within the city and on general historic preservation activities;

8. Make such investigation and studies of matters relating to historic preservation including consultation with historic preservation experts, the city council or commission itself may, from time to time, deem necessary or appropriate for the purposes of preserving historic resources;

9. Seek out local, state, federal or private funds for historic preservation, and make recommendations to the city council concerning the most appropriate uses of any funds acquired;

10. Submit to the Historic Preservation Division of the Department of Natural Resources a list of historic properties of historic districts designated;

11. Perform historic preservation activities as the official agency of the city's historic preservation program;

12. Employ persons, if necessary, to carry out the responsibilities of the commission;

13. Receive donations, grants, funds, or gifts of historic property and acquire and sell historic properties. The preservation commission shall not obligate county/city without prior consent;

14. Review and make comments to the Historic Preservation Division of the Department of Natural Resources concerning the nomination of properties within its jurisdiction to the National Register of Historic Places; and

15. Participate in private, state and federal historic preservation programs and with the consent of the city council, enter into agreements to do the same.

E. Commission's Power to Adopt Rules and Standards. The preservation commission shall adopt rules and standards for the transaction of its business and for consideration of application for designation of certificates of appropriateness, such as by-laws, removal of membership provision, and design guidelines and criteria. The preservation commission shall have the flexibility to adopt rules and standards without amendment to this chapter. The commission shall provide for the time and place of regular meetings and a method for the calling of special meetings. The commission shall select such officers as it deems appropriate from among its members. A quorum shall consist of a majority of the regular voting members.

F. Conflict of Interest. The commission shall be subject to all conflict of interest laws set forth in Georgia Statutes and in the city charters.

G. Commission's Authority to Receive Funding from Various Sources. The commission shall have the authority to accept donations and shall ensure that these funds do not displace appropriated governmental funds.

H. Records of Commission Meetings. A public record shall be kept of the commission resolution, proceedings and actions.

(Ord. 06-03-023 § 1; Ord. 04-09-059 §§ 13, 14 (part))
14.03.040 - Recommendation and designation of historic districts and properties.

A. Preliminary Research by the Commission.

1. Commission’s Mandate to Conduct a Survey of Local Historical Resources. The commission shall compile and collect information and conduct surveys of historic resources within the city.

2. Commission’s Power to Recommend Districts and Buildings to the City Council for Designation. The commission shall present to the city council recommendations for historic districts and properties.

3. Commission’s Documentation of Proposed Designation. Prior to the commission's recommendation of a historic district or historic property to the city council for designation, the commission shall prepare a report for nomination consisting of:

   a. A physical description;
   
   b. A statement of the historical, cultural, architectural and/or aesthetic significance;
   
   c. A map showing district boundaries and classification (i.e., contributing, noncontributing) of individual properties therein, or showing boundaries of individual historic properties; and
   
   d. Representative photographs.

B. Designation of a Historic District.

1. Criteria for Selection of Historic Districts. A historic district is a geographically definable area, which contains buildings, structures, sites, objects, and landscape features or a combination thereof, which:

   a. Has special character of special historic/aesthetic value or interest;
   
   b. Represents one or more periods, styles or types of architecture typical of one or more eras in the history of the municipality, county, state or region; and
   
   c. Causes such area, by reason of such factors, to constitute a visibly perceptible section of the municipality or county.

2. Boundaries of a Historic District. Boundaries of a historic district shall be included in the separate ordinances designating such districts and shall be shown on the official zoning map of city.

3. Evaluation of Properties Within Historic Districts. Individual properties within historic districts shall be classified as:

   a. Contributing (contributes to the district);
   
   b. Noncontributing (does not contribute to the district as provided for in subsection (B)(1) of this section).

C. Designation of a Historic Property.
1. Criteria for Selection of Historic Properties. A historic property is a building, structure, site, or object; including the adjacent area necessary for the proper appreciation or use thereof, deemed worthy of preservation by reason of value to the nation, county or the city, or the state of Georgia for one of the following reasons:

   a. It is an outstanding example of a structure representative of its era;
   b. It is one of the few remaining examples of a past architectural style;
   c. It is a place or structure associated with an event or persons of historic or cultural significance to county, city, state of Georgia, or the region; or
   d. It is the site of natural or aesthetic interest that is continuing to contribute to the cultural or historical development and heritage of the municipality, county, or region.

D. Requirements for Adopting an Ordinance for the Designation of Historic Districts and Historic Properties.

1. Application for Designation of Historic Districts of Property. Designations may be proposed by the city council, the commission, or:

   a. For historic districts - a historical society, neighborhood association or group of property owners may apply to the commission for designation;
   b. For historic properties - a historical society, neighborhood association or property owner may apply to the commission for designation.

2. Required Components of a Designation Ordinance. Any ordinance designating any property or district as historic shall:

   a. List each property in a proposed historic district and describe the proposed individual historic property;
   b. Set forth the name(s) of the owner(s) of the designated property or properties;
   c. Require that a certificate of appropriateness be obtained from the commission prior to any material change in appearance of the designated property; and
   d. Require that the property or district be shown on the official zoning maps of the city and kept as a public record to provide notice of such designation.

3. Require Public Hearings. The commission and the city council shall hold a public hearing on any proposed ordinance for the designation of any historic district or property in which all property owners are afforded the opportunity to be heard.

Notice of the hearing shall be published in at least three consecutive issues in the principle newspaper of local circulation, and written notice of the hearing shall be mailed by the commission to all owners and occupants of such properties stating their property is likely to be materially affected by possible inclusion in the historic district. All such notices shall be published or mailed not less than ten nor more than twenty days prior to the date set for the public hearing. A notice sent via the United States mail to the last-known owner of the property shown on the city tax digest and a notice sent via attention to the occupant shall constitute legal notification to the owner and occupant under this chapter.
4. Notification of Historic Preservation Division. No less than thirty days prior to making a recommendation on any ordinance designating a property or district as historic, the commission must submit the report required in subsection (A)(3) of this section to the Historic Preservation Division of the Department of Natural Resources.

5. Recommendations on Proposed Designations. A recommendation to affirm, modify or withdraw the proposed ordinance for designation shall be made by the commission within fifteen days following the public hearing and shall be in the form of a resolution to the city council.

6. City Council Actions on the Commission's Recommendation. Following receipt of the commission recommendation, the city council may adopt the ordinance codified in this chapter as proposed, may adopt the ordinance with any amendments they deem necessary, or reject the ordinance.

7. Notification of Adoption of Ordinance for Designation. Within thirty days following the adoption of the ordinance codified in this chapter for designation by the city council, the owners and occupants of each designated historic property, and the owners and occupants of each structure, site or work of art located within a designated historic district, shall be given written notification of such designation by the commission/city council, which notice shall apprise such owners and occupants of the necessity of obtaining a certificate of appropriateness prior to undertaking any material change in appearance of the historic property designated or within the historic district designated. A notice sent via the United States mail to the last known owner of the property shown on the city tax digest and a notice sent via United States mail shall constitute legal notification to the owner and occupant under this chapter.

8. Notification of Other Agencies Regarding Designation. The commission shall notify all necessary agencies within the city of the ordinance for designation.

9. Moratorium on Applications for Alteration or Demolition While Ordinance for Designation is Pending. If an ordinance for designation is being considered, the commission shall have the power to suspend the status of the involved property.

(Ord. 04-09-059 §§ 13, 14 (part))

14.03.050 - Application to preservation commission for certificate of appropriateness.

A. Approval of Material Change in Appearance in Historic Districts or Involving Historic Properties. After the designation by ordinance of a historic property of or a historic district, or of a contributing or noncontributing building, structure, site or object within such historic district, no material change in the appearance of such historic property shall be made or be permitted to be made by the owner or occupant thereof, unless or until the application for a certificate of appropriateness has been submitted to and approved by the commission. A building permit shall not be issued without a certificate of appropriateness.

B. Exemptions. The department of transportation and any contractors, including cities and counties, performing work funded by the department of transportation are exempt from this chapter. The city and county are exempt from the requirement of obtaining certificates of appropriateness; provided, however, that the city or county shall notify the commission forty-five days prior to beginning an undertaking that would otherwise require a certificate of appropriateness and allow the commission an opportunity to comment.
C. Submission of Plans to Commission. An application for a certificate of appropriateness shall be accompanied by drawings, photographs, plans and documentation required by the commission.

D. Interior Alterations. In its review of applications for certificates of appropriateness, the commission shall not consider interior arrangement or use having no effect on exterior architectural features.

E. Technical Advice. The commission shall have the power to seek technical advice from outside its members on any application.

F. Public Hearings on Applications for Certificates of Appropriateness, Notices, and Right to Be Heard. The commission shall hold a public hearing at which each proposed certificate of appropriateness is discussed. Notice of the hearing shall be published in the principal newspaper of local circulation in the city and written notice of the hearing shall be mailed by the commission to all owners and occupants of the subject property. The written and published notice shall be provided in the same manner and time frame as notices are provided for before a public hearing for rezoning. The commission shall give the property owner and/or applicant an opportunity to be heard at the certificate of appropriateness hearing.


1. Commission Action. The commission may approve the certificate of appropriateness as proposed, approve the certificate of appropriateness with any modifications it deems necessary, or reject it.

2. The commission shall approve the application and issue a certificate of appropriateness if it finds that the proposed material change(s) in the appearance would not have a substantial adverse effect on the aesthetic, historic, or architectural significance and value of the historic property or the historic district. In making this determination, the commission shall consider, in addition to any other pertinent factors, the following criteria for each of the following acts:

   a. Reconstruction, Alteration, New Construction or Renovation. The commission shall issue certificates of appropriateness for the above proposed actions if those actions conform in design, scale, building materials, setback and site features, and to the Secretary of Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.

   b. Relocation. A decision by the commission approving or denying a certificate of appropriateness for the relocation of a building, structure, or object shall be guided by:

      i. The historic character and aesthetic interest the building, structure or object contributes to its present setting;

      ii. Whether there are definite plans for the area to be vacated and what the effect of those plans on the character of the surrounding area will be;

      iii. Whether the building, structure or object can be moved without significant damage to its physical integrity;

      iv. Whether the proposed relocation area is compatible with the historical and
architectural character of the building, structure, site or object.

c. Demolition. A decision by the commission approving or denying a certificate of appropriateness for the demolition of buildings, structures, sites, trees judged to be fifty years old or older, or objects shall be guided by:

   i. The historic, scenic or architectural significance of the building, structure, site, tree or object;

   ii. The importance of the building, structure, site, tree, or object to the ambiance of a district;

   iii. The difficulty or the impossibility of reproducing such a building, structure, site, tree, or object because of its design, texture, material, detail, or unique location;

   iv. Whether the building, structure, site, tree or object is one of the last remaining examples of its kind in the neighborhood or the city;

   v. Whether there are definite plans for use of the property if the proposed demolition is carried out, and what the effect of those plans on the character of the surrounding area would be;

   vi. Whether reasonable measures can be taken to save the building, structure, site, tree, or object from collapse;

   vii. Whether the building, structure, site, tree, or object is capable of earning reasonable economic return on its value.

H. Undue Hardship. When, by reason of unusual circumstances, the strict application of any provision of this chapter would result in the exceptional practical difficulty or undue economic hardship upon any owner of a specific property, the commission, in passing upon applications, shall have the power to vary or modify strict provisions, so as to relieve such difficulty or hardship; provided such variances, modifications and interpretations which shall remain in harmony with the general purpose and intent of such provisions, so that the architectural or historical integrity, or character of the property, shall be conserved and substantial justice done. In granting variances, the commission may impose such reasonable and additional stipulations and conditions as will, in its judgment, best fulfill the purpose of this chapter. An undue hardship shall not be a situation of the person's own making.

I. Deadline for Approval or Rejection of Application for Certificate of Appropriateness.

   1. The commission shall approve or reject an application for a certificate of appropriateness within forty-five days after the receipt of a complete and conforming application filed by the owner or occupant of a historic property, or of a building structure, site, or object located within a historic district. Evidence of approval shall be by a certificate of appropriateness issued by the commission. Notice of the issuance or denial of a certificate of appropriateness shall be sent by United States mail to the applicant and all other persons who have requested such notice in writing filed with the commission.

   2. Failure of the commission to act within such forty-five days shall constitute approval, and no other evidence of approval shall be needed.
J. Necessary Action to Be Taken by Commission Upon Rejection of Application for Certificate of Appropriateness.

1. In the event the commission rejects an application, it shall state its reasons for doing so, and shall transmit a record of such actions and reasons, in writing, to the applicant. The commission may suggest alternative courses of action it thinks proper if it disapproves of the application submitted. The applicant, if he/she so desires, may make modifications to the plans and may resubmit the application at any time after doing so.

2. In cases where the application covers a material change in the appearance of a structure which would require the issuance of a building permit, the rejection of the application for a certificate of appropriateness by the commission shall be binding upon the building inspector or other administrative officer charged with issuing building permits and, in such a case, no building permit shall be issued.

K. Requirement of Conformance with Certificate of Appropriateness.

1. All work performed pursuant to an issued certificate of appropriateness shall conform to the requirements of such certificate. In the event work is performed not in accordance with such certificate, the commission shall issue a cease and stoppage order of all work.

2. The commission and the city council shall be authorized to institute any appropriate action or proceeding in a court of competent jurisdiction to prevent any material change in appearance of a designated historic property or historic district, except those changes made in compliance with the provisions of this chapter or to prevent any illegal act or conduct with respect to such historic property or historic district.

L. Certificate of Appropriateness Void if Construction not Commenced. A certificate of appropriateness shall become void unless construction is commenced within six months of date of issuance. Certificates of appropriateness shall be issued for a period of eighteen months and are renewable.

M. Recording an Application for Certificate of Appropriateness. The commission shall keep a public record of all applications for certificates of appropriateness, and of all the commission's proceedings in connection with such application.

N. Acquisition of Property. The commission may, where such action is authorized by the city council and is reasonably necessary or appropriate for the preservation of a unique historic property, enter into negotiations with the owner for the acquisition by gift, purchase, exchange, or otherwise, to the property or any interest therein.

O. Appeals. Any person adversely affected by any determination made by the commission relative to the issuance or denial of a certificate of appropriateness may appeal such determination to the city council. Any such appeal must be filed with the city manager/city planning director within fifteen days after the issuance of the determination pursuant to subsection (I)(1) of this section or, in the case of a failure of the commission to act, within fifteen days of the expiration of the forty-five day period allowed for the commission action under subsection (I)(2) of this section. The city council may approve, modify, or reject the determination made by the commission, if the governing body finds that the commission abused its discretion in reaching its decision. Appeals from decisions of the city council may be taken to the superior court of the county in the manner provided by law for appeals from conviction for city ordinance violations.
14.03.060 - Maintenance of historic properties and building and zoning code provisions.

A. Ordinary maintenance or repair of any exterior architectural or environmental feature in or on a historic property to correct deterioration, decay, or to sustain the existing form, and that does not involve a material change in design, material or outer appearance thereof, does not require a certificate of appropriateness.

B. Failure to Provide Ordinary Maintenance or Repair. Property owners of historic properties or properties within historic districts shall not allow their buildings to deteriorate by failing to provide ordinary maintenance or repair. The commission shall be charged with the following responsibilities regarding deterioration by neglect.

   1. The commission shall monitor the condition of historic properties and existing buildings in historic districts to determine if they are being allowed to deteriorate by neglect. Such conditions as broken windows, doors and exterior openings which allow the elements and vermin to enter, or the deterioration of a building's structural system shall constitute failure to provide ordinary maintenance or repair.

   2. In the event the commission determines a failure to provide ordinary maintenance or repair, the commission will notify the owner of the property and set forth the steps which need to be taken to remedy the situation. The owner of such property will have thirty days in which to do this.

   3. In the event that the condition is not remedied in thirty days, the owner shall be punished as provided in Section 14.03.070 of this chapter. At the direction of the city council, the commission may perform such maintenance or repair as is necessary to prevent deterioration by neglect. The owner of the property shall be liable for the cost of such maintenance and repair performed by the commission.

C. Affirmation of Existing Building and Zoning Costs. Nothing in this chapter shall be constructed as to exempt property owners from complying with existing city/county building and zoning codes, nor prevent any property owner from making any use of this property by other statutes, ordinances or regulations.

14.03.070 - Penalty provisions.

Violations of any provisions of this chapter shall be punished in the same manner as provided for punishment of violations of validly enacted ordinances of the city.

14.03.080 through 14.03.150 - Reserved.
1. **Historic Name of District (see Section 3.B.1):** Locust Grove Historic District

2. **Location of District:** Locust Grove can be accessed from Exit 212 off of Interstate 75, approximately 33 miles southeast of Hartsfield-Jackson Atlanta International Airport. The principal streets in the district are: Arnold, Bowden, Brown, Carter, Cleveland, Club, Combs, Davis Lake, Frances Ward, Grove, Gwen Ellen, Highway 42 (state route), Indian Creek, Jackson, LG Griffin, Peeksville, Ridge, Roberts, Rosser, Shoal Creek, Sims, and Smith.

   City of: Locust Grove
   County: Henry
   Zip Code of the district: 30248
   Approximate distance and direction from county seat: 7.6 mi S/SE

3. **Acreage of district to be nominated (approximately):** 644

4. a. **Total Number of Contributing Resources in district (from Section 2.A. p. 6):** 184
   
b. **Total Number of Noncontributing Resources in district (from Section 2.A. p. 6):** 73

5. **Are a majority of buildings in the district less than 50 years old?** No.

6. **Property Ownership**

   Does a federal agency (ex. U.S. Postal Service, General Services Administration) own property within the district? No.

   Do the property owners within the district support nomination of the district to the National Register? Explain: Yes. The City of Locust Grove reached out to the community through meetings and letters. A “History Night” was held on February 18, 2014 with good attendance and support.

   Have any of the following been informed about the nomination of this district to the National Register? What has been their involvement, if any, in the nomination process? Be as specific as possible.

   Regional Development Center: N/A
   County government: N/A
   City government: City of Locust Grove has been an active participant in nomination process.
   Local historical society or preservation organization: Granted access to municipal archives.
   Neighborhood, homeowners', or civic association: N/A
   Business association: N/A

   **Is the nomination of the district part of a larger formal or informal preservation program in the area?** Explain: The City of Locust Grove is a recent Certified Local Government in Georgia. A local historic preservation ordinance was passed in 2006 and a citizen board was established as a Historic Preservation Commission. The downtown historic district was locally designated in 2010.
7. Sponsor of Nomination (the district sponsor must represent property owners in the district).

Name(s) of local sponsor: Mallory Rich (Main Street Director)
Organization or agency: City of Locust Grove
Mailing Address: 3644 Highway 42
City: Locust Grove State: GA Zip Code: 30248
Telephone—Monday-Friday daytime and/or work: 770-692-2320
E-mail: mrich@locustgrove-ga.gov

8. Form prepared by

Name: Case Studies in Historic Preservation class, Spring 2014, Richard Laub (instructor)
Students: Kerri Chandler, Robert Corona, John-Joseph Jackson, Jessica McCarron, Carla Penque, Amber Rose, Danielle Ross, Clint Tankersley, Christie Thiem, Lisette van Leemput
Title and Organization or Company, if any: Georgia State University, Department of History, Heritage Preservation Program
Mailing Address: P.O. Box 4117
City: Atlanta State: GA Zip Code: 30302-4117
Telephone—Monday-Friday daytime and/or work: 404-413-6365
E-mail: rlaub@gsu.edu (Richard Laub, instructor)
Date: April 2014

What is your relationship to or interest in the district? Class project.

9. Reasons for nominating the district (Explain all that apply)

Recognition (explain): Designation of the Locust Grove Historic District will recognize the historic center of the city in its development as a “railroad strip” community in Henry County.

Grant Assistance (explain; have you inquired as to the availability of grants or received a grant application?): N/A

Tax Incentives (explain; have you inquired about the applicability of tax incentives or received application forms?): Yes. There are several commercial buildings that could be rehabilitated and take advantage of Federal Incentives Tax Credit.

Protection (explain need): N/A
Part of a larger preservation plan (explain): The City of Locust Grove is a recent Certified Local Government in Georgia. A local historic preservation ordinance was passed in 2006 and a citizen board was established as a Historic Preservation Commission. The downtown historic district was locally designated in 2010.

Minority Resource (explain): The nomination will include the African American history of Locust Grove and a large number of buildings associated with the African American community.

Other public interest in this nomination (explain): N/A
SECTION 2
DESCRIPTION

A. Number of Contributing and Noncontributing Resources:

NUMBER OF CONTRIBUTING RESOURCES
Buildings: 181
Structures: 1
Sites: 2
Objects: 0

NUMBER OF NON-CONTRIBUTING RESOURCES
Buildings: 73
Structures: 0
Sites: 0
Objects: 0

B. Description

1. Summary description

Located in the Piedmont region of Georgia less than 35 miles south of downtown Atlanta, Locust Grove is composed of an intact historic commercial district with residential districts that developed during the late 19th century through to the mid-20th century. Situated on a slight rise, Locust Grove was named for a grove of locust trees once located in the center of town. The city’s primary resources lay in agriculture and it grew around the railroad that bisects the city northwest to southeast. Georgia State Highway 42 runs parallel to the railroad lines on the west side of the tracks, while Jackson Street runs parallel to the railroad on the east side. The proposed district encompasses approximately 800 acres and is bound on the north by the Gardner Family Farm, on the east by Davis Lake Road, Bowden Street, and Grove Road and to the south by Shoal Creek Road and the west by Frances Ward Drive.

The terrain is mainly flat with some gentle rolling hills. The landscape features mature pecan, pine, and oak trees, as well as various hedgerows; and, while there are several lots without structures throughout the city, most are filled with residences that range from Queen Anne to Ranch Houses. The majority of historic commercial development (Image 110) is located along Highway 42 with contributing structures that consist mainly of late 19th century to early 20th century attached, one story, commercial buildings. They feature brick facades with storefronts and cornices, some of the storefronts have been altered, however most alterations took place within the period of significance.

Much of the contributing residential district is located on the east side of the railroad line and south of the commercial district. Many of the houses are situated at least 30 feet from the road and feature gravel or cement driveways. The terrain evolves from suburban to slightly rural as the curvilinear streets meander to the north and east of the central commercial district. Locust Grove continued to
develop in the 1990s with the addition of several non-contributing subdivisions as well as large scale retail establishments. Community landmarks include the Locust Grove Institute located at 3644 Highway 42 which was listed on the National Register of Historic Places in 1986 (Image 20), the Old Juke Joint located at 747 Jackson Street built c. 1920 (Image 108), the First Baptist Church located on Highway 42 built c. 1900 (Image 22), and the French Market located at 3840 Highway 42 built c.1900 (Image 114).

2. **Natural terrain**, natural landmarks, geographic features in and around the district:

Situated on a slight hill, Locust Grove is characterized by a mainly flat terrain with small rolling hills, mature trees, and many roads that follow the natural topography of the city. The lot sizes vary, growing larger as they move further from the central commercial district. Many residences have expansive front lawns and feature gravel or cement driveways. Remnants of a large pecan grove (Image 25) mark the landscape as well as green open fields, orchards (Image 2), and drainage gullies.

3. **Distinct parts, areas, or sections of the district**:

The proposed Downtown Locust Grove National Register Historic district includes multiple areas of residential development, a commercial and industrial development, land used for agricultural purposes, and land designated for civic purposes. The residential development areas in the proposed National Register District are split into developmental periods that range from homes constructed during the late nineteenth-century to the mid-twentieth century ranch house type. The commercial and industrial development area runs parallel to the railroad tracks on the west side, and was the trading hub for agricultural and commercial goods. Across the proposed National Register district are groves of pecan and peach trees, with the largest grove located in the north portion of the district. In the north and the south portions of the proposed district are schools that have served the city of Locust Grove during the period of significance.

The oldest residential area in the proposed district is to the southeast of the railroad and runs along Jackson Street and Peeksville Road, and is bordered to the north by Club Drive and to the south by Grove Road.¹ This residential area is cohesive and has few commercial disruptions with exceptions of addresses 747 Jackson Street, 749 Jackson Street (Image 43), and 751 Jackson Street, the latter two of which are non-contributing. The date of construction for the single-family residences that lie along these corridors range in age from the late nineteenth century to the early twentieth-century, with the earliest structure at 900 Jackson Street (Image 70) being built in 1875. The houses that were built along Jackson and Peeksville Road corresponded with the laying of railroad tracks through the downtown area in the 1880s. The railroad, while important for trade and commercial reasons, helped to foster businesses, which in turn led to housing for established residents or for visitors arriving by train.² The lots along Peeksville Road and Jackson Street vary in size. Many of the lots located on Jackson Street are narrow and deep, while lots on Peeksville tend to be shallower, but wider. The Queen Anne Cottage and the Gabled Wing Cottage tend to be the most consistent house types that are found in the southeast area. The residences along Club Drive are post-World War II ranch type houses that were built as a response to the increased housing needed for the expanding middle class family. There are currently no sidewalks or streetlights present and there is no historic record of such streetscaping in the area. The setbacks of each property vary.

¹ See map of highlighted sections within the district
The southwest area of the proposed National Register district is bounded by Bill Gardner Parkway to the north, Shoal Creek Baptist Church at 99 LG Griffin Road (Image 93) to the south, Cleveland Street to the east, and Francis Ward Drive, also known as Indian Creek Road to the south. This portion of the proposed district has a history of being an African American neighborhood south of Indian Creek Road. Indian Creek Road runs North-South on the periphery of the proposed district, but turns into an East-West road as it runs through the center of downtown. The homes south of Indian Creek Road are single-family and lie on lots that are approximately 300’ x 100’. There is a mixture of mid-century ranch type houses along with a row of tin-roof, hipped wing cottages along the south end of the street at 296, 286, and 276 Ridge Street (Image 91). There are few instances of infill along south Ridge Street within recent years at 115 Ridge Street (Image 81). At the far southeast corner of the area, outside of the boundary, there is a wooded space that has been left undeveloped and shows the hilly topography that once occupied the proposed district prior to settlement. Shoal Creek Baptist Church at 99 LG Griffin Road (Image 93), constructed in 1963, occupies the southernmost point of the southwest area and has a cemetery on its grounds. Smith Street and Carter Lane are all laid out in a grid-like pattern and represent later development with the expansion of the downtown area during the years after World War II. The houses along Smith Street and Carter Lane also are single-family; one-story houses set on medium-sized lots measured at 200’ x 200’ (Image 45). Many of houses were built in the ranch type and in many cases, “without heading to the suburbs one had to have a home built within standards of city lots and often the size would have been less than those in the sprawling suburbs.” The Locust Grove M.E. church, currently known as Christian Growth Center Church, sits on the corner of Ridge Street and Indian Creek Road at 60 Ridge Street (Image 54). At the north of the southeast area, there are more civic buildings laid out in irregular lot sizes. The police station and fire station are found at 39, 69, and 79 Frances Ward Drive. 69 and 79 Frances Ward Drive are 1960 ranch type buildings that came under the ownership of the City of Locust Grove in 2005. Frances Ward Drive serves as a boundary to the southeast area and the overall proposed Historic District area. Frances Ward Drive also serves as a boundary to the new housing development that has been built around the 1994 Tanger Outlet. The First Baptist Church and cemetery (Image 21) are located in the northern portion of the southwest area, running from Cleveland Street west to Frances Ward Drive. There are no sidewalks or streetlights in the southwest area, similar to the southeast area.

The north portion of the proposed National Register District consists primarily of houses that were constructed during the post-World War II development period between 1940 and 1960. There are a few houses in this area that were built prior to 1930 that are still extant. The lots for the area are deep and narrow, similar to the lots along Jackson Street, due to the division of lots along the railway. The Gardner farm, located at 3182 and 3192 Georgia Highway 42, is comprised of two large lots inside of the north area of the proposed district (Image 1 and Image 4). The farm sits on over 66 acres and has a peach orchard. Adjacent to the farm is a Pure Oil gas station built c. 1920 and now functions as a farmers market for the Gardner farm (Image 5). The second large lot is at 281 Jackson Street (Image 6). This lot is residential, but has a lot of unfarmed open land. 281 Jackson has one house and what appears to be two outbuildings. The area does not have a residential feel due to Georgia Highway 42 being the main thoroughfare, but there are areas with sidewalks that run in front of the residential houses. There is no lighting along the streets in the north area.

The commercial area of the proposed district lies in the center of the district. The commercial area runs along the west side of Georgia Highway 42 and borders the east side of Cleveland Street. The commercial structures date to the late 19th and early 20th centuries. A majority of the commercial

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3 See map of highlighted sections within the district
5 See map of highlighted sections within the district
6 See map of highlighted sections within the district
buildings along Highway 42 are connected as a commercial row, sharing walls. The buildings within the commercial row are all brick and incorporate intricate brickwork into the upper façades of the buildings (Image 110). A few storefronts still have cast iron columns and tile entryways like 3847 Highway 42 (Image 109). All of the commercial lots on Highway 42 are very small at 90’ x 15’ and consistent in size. The buildings and the fenced sidewalk are elevated from Highway 42 for safety (Image 110). This elevated sidewalk was added in the past ten years. All of the commercial buildings along Highway 42 can also be accessed from the rear at Cleveland Street, which is a mixture of commercial and industrial structures. Many of the commercial buildings have converted uses such as the former auto shop at 3904 Highway 42, which is now a beauty shop (Image 111). On the corner of Cleveland Street and Carter Lane, there is an early 20th century industrial building that has been converted into a SouthPoint Fellowship Center at 170 Cleveland Avenue (Image 113). Streetlamps that line the sidewalk were installed recently and do not add to the historic character of the building. In addition to available parking behind the commercial buildings on Cleveland Street, parking has been made available across Highway 42 for visitors to the commercial area. The former post office at 3918 Highway 42 (Image 58) and industrial factory building at 3940 Highway 42 (Image 57) still stands at the corner of Indian Creek Road and Highway 42. All of the streets within the commercial area are paved in asphalt and are accessible from Highway 42. Going further south on Highway 42, between L.G. Griffin Road and Indian Creek Road, the sidewalks narrow and the streetscape is not as walkable for pedestrians. There is a modern strip mall that is at the south end of the commercial district, south of Indian Creek Road.

Green space and agricultural land within the proposed National Register District are comprised of the orchard on the Gardner Farm at 3182 and 3192 Georgia Highway 42 (Image 2). The farm produces and sells peaches. The peach orchard is visible from Highway 42 and is on the same property as the Gardner farmhouse and outbuildings. There is a pecan grove located off of Jackson Street in a lot between 747 and 749 Jackson Street (Image 106). There is not active harvesting that takes place with the pecans, but there is a concentration of trees within the lot that are not being used. There is a small park on the corner of Cleveland Ave and Indian Creek Road at 186 Indian Creek Road (Image 55). The park serves as a small community green space with benches. There is a cemetery to the west of the former Locust Grove First Baptist Church at 10 Cleveland Street (Image 21). The cemetery sits on a hilly topography and has graves that date to the late 19th century. This First Baptist Church, constructed in 1912, served the community for worship services as part of the founding of the community under its original name of Providence Indian Creek Church. The church still operates out of a newly constructed, non-contributing building that adjoins the historic church. A second African American cemetery is located adjacent to Shoal Creek Baptist Church and has since expanded since the demolition of Shoal Creek School, previously located at the front of Shoal Creek Baptist Church, between the 1930s and 1940s (Image 94).

There is one former school, Locust Grove Institute, within the proposed district, and one current school, Locust Grove Elementary. Locust Grove Institute (LGI) is located on the corner of Highway 42 and Bill Gardner Parkway at 3644 Highway 42. The former school comprises the entire corner and is accessible via Bill Gardner Parkway or by Highway 42 (Image 20). LGI, constructed in 1892, was founded by the Providence Indian Creek Baptist Church prior to the founding of the city. LGI served as the elementary and grammar school for white students in the Henry County School District until

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9 Donetta Brown Interview.
1964. After 1964, the school was available to all students until it closed in 1982. It currently serves as Locust Grove City Hall and was listed in the National Register of Historic Places in 1986. There are long driveways leading up to the former school, but no sidewalks. The lot for the former school is an irregular shape, with the intrusion of the lot for the fire station from Frances Ward Drive to the west. Locust Grove Elementary, which still functions as a school, is located at 95 L.G. Griffin Road and was historically the African American school, built in 1955. African American schools built in the 1950s in various rural communities across the state are identified as equalization schools in a response to the court ruling of “Separate but equal”. Locust Grove Elementary has a large parking lot facing L.G. Griffin Road and is setback far from the road (Image 92). The school does not have sidewalks on L.G. Griffin Road or on Shoal Creek Road, but there is a walkway on campus, which is typical for Equalization Schools of the time. There are streetlights in the parking lot. Locust Grove Elementary abuts Shoal Creek Baptist Church to the north.

4. **Pattern of land subdivision:**

**Street Layout**

The street patterns of the proposed district are predominately curvilinear with a small grid-like area immediately west of the commercial district. The curvilinear roads are a result of the placement of the railroad tracks that diagonally curve throughout the downtown area. Prior to the construction of the East Tennessee, Virginia, and Georgia Railroad (ETV&G), Locust Grove was a small village. After 1882 when the ETV&G Railroad was completed, the population and construction of the downtown grew. ETV&G originated in Tennessee in 1869 and was the product of the consolidation of the East Tennessee and Georgia Railroad with the East Tennessee and Virginia Railroad. From 1880-1881 ETV&G purchased the Georgia Southern Railroad and ran a line from Dalton, Georgia to Alabama. ETV&G also bought a rail line that ran from Macon, Georgia to Brunswick, Georgia in 1881. Because the two aforementioned lines were not connected to each other, the ETV&G built a rail line running from Atlanta to Macon in 1882, which included the town of Locust Grove. The early commercial and residential developments of the downtown area expanded parallel to the rail lines. Highway 42, along with Jackson Street, runs north-south throughout the district and runs parallel to the rail lines. Highway 42 runs from Atlanta to Byron, Georgia and crosses the following counties: Dekalb, Fulton, Clayton, Henry, Butts, Monroe, Crawford, and Peach. The earliest development in the proposed district was located along these thoroughfares because of the easy accessibility between Atlanta and Macon. Due to the location and positioning of the tracks, the earliest developed lots are often irregular shapes. The smaller residential roads such as Smith Street, Carter Lane, Ridge Street, Roberts Road, and Club Drive also follow an organic form stemming from the commercial center of downtown Locust Grove.

**Residential District**

The proposed Locust Grove District includes three distinct residential districts that are differentiated by house style and type, landscape, and lot size: north residential corridor, southeast corridor, and southwest corridor.  

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11 Ibid.
13 Ibid.
14 Ibid.
16 See Map of 1926 GDOT highways
17 See map with highlighted sections within the district
The North Corridor is bound by Hwy 42 on the east, Bill Gardner Expressway on the south, and Gardner Family Farm to the north. It progresses from suburban to rural as it moves northwest away from the commercial district. The generous lots are mostly single family residences that have large setbacks from the street; architectural types include gabled wing houses and cottages, bungalows, American Small houses and mid twentieth century ranch houses, these house types suggest that the corridor has experienced development between c. 1890 through mid-20th century. Marked by the Gardner family farm (Image 4), the Northwest Corridor features a former Pure Oil gas station (Image 5) and several peach orchards (Image 2).

The primary streets in the Southeast Corridor are Jackson Street which runs parallel to the railroad tracks on the west; Peeksville Road on the north perpendicular to the railroad; and Maddox street on the south. This corridor displays an assorted range of types including hipped wing cottages, mid twentieth century ranches, and new south cottages. The predominate house style is Queen Anne.

Given the architecture types and styles, it appears that this area is home to some of the early residential development in Locust Grove, expanding further east as the city grew. Lot size and shape vary according to development years, however on average the houses are set back about 30 feet from the road. There are no sidewalks, and landscape consists of mostly mature deciduous and coniferous trees.

The Southwest Corridor encompasses Cleveland Street, Shoal Creek Road, and Ridge Street. It is directly south of the commercial district. It features mainly gabled wing cottages and Queen Anne houses; there is also an intact single pen house as well as a saddlebag house in this district. There are several industrial buildings and former cotton warehouses in this corridor as well. The lot sizes are small and grouped close together. Landscape is sparse and consists mostly of mature oak and pine trees. Given the architectural type prevalent in this corridor, it can be surmised that this corridor grew in tandem with the commercial district. The Southwest Corridor was also primarily the African Americana portion of Locust Grove with settlements along Ridge Street, south of Indian Creek Road.

Commercial Layout

Encompassing an area of nearly 39 acres, the Locust Grove historic commercial area extends along Highway 42 from Claude Gray Drive to the North down to LG Griffin Road to the South. This narrow commercial corridor runs parallel along the west side of the active railroad that runs through Locust Grove. The commercial area developed in tandem with the railroad and the agricultural industries that thrived in Locust Grove. Most of the structures in the commercial district date between 1900 and 1945 and are one-story commercial block buildings, with the exception of one two-story commercial block building and the wood-framed Juke Joint on Jackson Street on the east side of the tracks (Image 108).

The commercial area consists of approximately twenty buildings constructed out of brick and masonry that border the west side of Highway 42 opposite the railroad line. The majority of the structures are constructed in row fashion with common walls between each property, a building type known as Multiple Retail (Image 110). Brick is the most common building material. Ornamentation is limited to simple detailing (Image 117), cobbled brickwork (Image 107), and rusticated concrete block along the upper facades of the commercial buildings (Image 99). Facades are commonly divided into two parts: the ground level storefront with a single entrance and display windows, and the upper façade. Prevailing architectural features include recessed entrances, flat arches, and cast iron columns (Image 109).

18 Georgia State University Preservation Planning Class. “Locust Grove Design Guidelines.”
Although a busy roadway inhibits pedestrian traffic, visitors have access to the main commercial district through sidewalks and raised walkways. The raised walkway is a feature created by the cutting and paving of Highway 42 in the late 1930s (Image 110). The commercial row is set back from the street and placed directly on the sidewalk. The setting is dotted with brick pavers and street furniture, including street lamps, benches, and trash receptacles, which are new aspects of twenty-first century efforts by the city to improve the commercial district’s streetscape (Image 101). Vehicular access to the commercial district is available through street-side parking, parking lots to the rear of the commercial row, and parking across the street alongside the railroad and the viewing platform accessed by crosswalk.

Recent streetscape improvements, such as sidewalk renovations and added green space, have made the commercial district a more attractive environment to pedestrians and potential retailers alike. The landscaping, however, does not attempt to replicate the historic landscaping of the commercial area. Historically, the commercial area was connected to the railroad by a slow unpaved grade that led down to the tracks. This grade was leveled during the cutting and paving of Highway 42 in the late 1930s so that the southern end of the commercial area is now several feet above the paved road. The northern portion of the commercial area remains flush with Highway 42 and a concrete and brick walkway has been laid out in front of the multiple retail buildings to create space between the shop fronts and the street. This paved walkway continues along the entirety of the multiple retail strip (Image 96). Towards the southern end of the commercial area, the walkway begins to rise above street level in order to stay flush with the storefront entrances. This elevated walkway is reinforced by a brick retaining wall and metal guardrails have been installed for pedestrian safety (Image 110). Benches, lampposts, and trash receptacles were added to accompany the paved walkway. Green space that was not present historically was also incorporated into the commercial area during the modern landscaping efforts. These areas include the Mayor’s Walk Park which creates a break in the multiple retail buildings where an alleyway once existed (Image 104). The decision to replace the alley was motivated by pedestrian safety, the alleviation of traffic danger, and to discourage parking in the small alley.

Despite a change in the landscape design of the historic commercial area, the Locust Grove commercial area has remained visually cohesive and has retained the majority of its historic integrity.

5. **Arrangement or placement of buildings and structures on lots within the district**

The houses of the proposed Locust Grove Historic District vary in their street frontage. The houses in the southeast portion of the district along Jackson Street have irregular lot sizes due to the parallel running tracks. The laying of the tracks created an irregular shape for the growth of the city around it. A majority of the lots on Jackson Street are narrow and deep with large yards (Image 66). The land lots along Peeksville Road also are irregular sizes, but tend to be shallower and wider. This lot pattern continues until Peeksville Road meets Club Drive to the east at 224 Peeksville Road. The buildings in the commercial block share walls and are very small at 90’ x 15’.

The homes south of Indian Creek Road, in the southwest portion of the district, are single-family and lie on lots that are approximately 300’x 100’. The houses in this portion of the district are primarily a mix of ranch houses, gable-wing cottages, and non-contributing mobile homes. The lots for these houses are fairly consistent in size and are deep and narrow. There are few instances of infill along the south end of Ridge Street within the past two decades. Also in the southwest area, Smith Street and Carter Lane make up a small grid-like pattern that represents the later expansion of the downtown area. North of Carter Lane there are more civic buildings and buildings on larger, irregular-sized lots.
The north portion of the proposed National Register District consists primarily of houses that were constructed during the development period between 1940 and 1960. The lots for the area are deep and narrow, similar to the lots along Jackson Street, with the exception of 281 Davis Lake Road (Image 6), which encompasses a large area of land. This portion of the proposed district lacks the residential feel due to the State Highway and increase in agricultural/open land as opposed to housing.

The entire proposed district is particularly dense in the areas surrounding Highway 42 and the railroad. This could be contributed in part to the fact that Highway 42 and the railroad were main thoroughfares in and out of town before Interstate 75 was built in the 1950s. The houses that line these thoroughfares face the road and the railroad. The denser areas of the district are located towards the center of the district and larger lots with multiple buildings are located along the periphery of the proposed boundary. The southwest portion of the district, in relation to the other portions, is denser with houses close together and very few large lots. African Americans were heavily concentrated in the southwest portion of the district where there are small lots, compared to the white residents’ houses on Jackson Street, with houses closer together.

6. **Architectural characteristics of the district**:

The range and variety of architectural types found within the residential districts of Locust Grove display the developmental growth of the city. Examples of popular architectural styles date from the late nineteenth century to the end of the historic district’s period of significance in 1966. Types range from the modest single pen, to the asymmetrical massing of the Queen Anne House, to the horizontally spreading Ranch House. The majority of Locust Grove’s earlier residences are wood framed houses with brick pier foundations. Residences of the mid-twentieth century are often brick with concrete foundations. Descriptions of Locust Grove’s architectural types are derived from publications of the Georgia Department of Natural Resources Historic Preservation Division: *House Types in Georgia* and *Georgia’s Living Places: Historic Houses in Their Landscaped Settings.*

**Single Pen** houses are small one-room houses that are typically square or rectangle with a single entrance and an exterior chimney to the side of the house. Single pen residences were popular mainly in rural areas of North Georgia between 1850 and 1900. Many single pen houses were often expanded as additions were made to the one-room house. Locust Grove’s historic district has one remaining wood framed single pen residence located at 87 Roberts Road (Image 86).

**Double Pen** houses consist of two rooms which are typically square and are often identified by two doors on the front façade. Chimneys may be located on either one or both ends of the house. Double pen houses usually have a gabled roof with the gables on the sides of the house. These houses were usually constructed for agricultural or industrial workers between the 1870s and 1930s. Only a few double pen houses are located in Locust Grove, including 910 Jackson Street (Image 71) and 150 Arnold Street (Image 42), both built in 1920.

**Hall Parlor** houses consist of two unequal rooms with an entry into the larger of the rooms. These houses are typically gabled and are heated by one or two exterior end-chimneys. This house type was popular in Georgia from the late nineteenth century into the first three decades of the twentieth century and was often constructed for industrial and agricultural workers. The only example of hall parlor

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house in Locust Grove dates to the later period of this type’s popularity and is located at 107 Bowden Street (Image 15).

Saddlebag houses derive their name from the distinctive central chimney flanked by two rooms. Locust Grove has only one example of a saddlebag house but it has been significantly altered. The saddlebag house is located at 70 Arnold Street and was built in 1920 (Image 41).

Central Hall houses are two rooms wide and one room deep with a central hall or passage way dividing the rooms. Central Hall houses typically have a side-gabled roof with exterior chimneys located at the ends of the house. Locust Grove has only two Central Hall houses, one of which is the Gardner Family farm house built circa 1875 (Image 1) and the second is located at 276 Cleveland Street built in 1930 (Image 82).

An I-House consists of a central hallway or passageway between two rooms. It is distinguished from other types with central hallways by being only one room deep and two stories tall. These houses typically have a side-gabled roof with exterior chimneys on both ends. This construction type was popular in Georgia between the 1840s and 1890s. Only one example of an I-House exists in historic Locust Grove. The I-House located at 114 Club Drive (Image 28) was constructed in 1900, later incorporating multiple additions.

Gabled Wing Cottage was a popular house type in Georgia between the 1880s and 1910s and is a type frequently seen in the residential districts of Locust Grove. The gable wing cottage is a one-story house that creates a distinctive “L” shape with a front facing and side-facing gable. The Gabled Wing Cottage type is typically wood-frame construction and often incorporates various stylistic elements. Gabled Wing Cottages are concentrated along Jackson Street and Ridge Street, and were built between 1875 and 1930. Some examples include 878 Jackson Street (Image 67), 900 Jackson Street (Image 70), 3156 Highway 42 (Image 3), 27 Smith Street (Image 44), and 52 Ridge Street (Image 53). Many of Locust Grove’s residential areas include a uniquely modified version of the house type in which the roof is hipped rather than gabled. A few examples of this Hipped Wing Cottage include 110 Ridge Street (Image 80), 286 Ridge Street (Image 89), and 296 Ridge Street (Image 90).

The Georgian Cottage is a one-story house type that was built for the longest period of time in Georgia. The floor plan consists of a central hallway with a pair of rooms on either side. The configuration is square or nearly square and the roof is often hipped. The chimney location is the most identifying characteristic, as they are usually symmetrically placed between each pair of rooms. The floor plan can be incorporated into a two-story building, becoming a Georgian House. Only a few examples of Georgian Cottages and Georgian Houses are found in Locust Grove dating between 1887 and 1910, and can be found at 569 Jackson Street (Image 24), 661 Jackson Street (Image 40), and 960 Jackson Street (Image 75).

Queen Anne Cottages were popular one-story residences in both urban and rural areas in Georgia. Queen Anne Houses are two-story Queen Anne Cottages with identical characteristics except for the height. General characteristics of Queen Anne types are an asymmetrical floor plan with central massing and projecting front and side gables. The roofs are often pyramidal or hipped with chimneys located to the interior. The Queen Anne Cottage and House types in Locust Grove date between 1893 and 1925 and are concentrated in the older parts of the district. They are some of the most abundant house types in the district. Some examples of Queen Anne Cottages in Locust Grove include 70 Bowden Street (Image 17), 38 Combs Street (Image 30), 781 Jackson Street (Image 59), 810 Jackson Street (Image 60), 863 Jackson Street (Image 64), 32 Peeksville Road (Image 36), 105 Peeksville Road (Image 32), and 102 Ridge Street (Image 78). Queen Anne Houses in Locust Grove include 3590 Highway 42 (Image 13), 435 Jackson Street (Image 16), and 63 Peeksville Road (Image 34).
New South Cottage was a popular house type built between the 1890s and 1920s during a period of great economic growth in the South. It resembles a Queen Anne Cottage but is distinctive with its emphasis on symmetry and a central hallway. The New South Cottage also has a central massing with either a hipped or pyramidal roof with interior chimneys. The central hall is flanked on either side by pairs of rooms with one side of the house projecting forward; often visible from the exterior of the house by two front facing gables or a front facing gable and a gable that faces the back of the house. There are only a couple examples of New South Cottages in Locust Grove, dating between 1925 and 1930: 917 Jackson Street (Image 72) and 95 Peeksville Road (Image 33).

The Bungalow house form features long, irregular floor plans, but are rectangular in shape with the narrow side of the house typically facing the street. Low-pitched roofs with wide overhangs and integrated porches are common. The Bungalow house type peaked in popularity between 1900 and the 1930s but does not appear very often in Locust Grove. Locust Grove’s Bungalows fall between the 1920s and 1940s and include 3570 Highway 42 (Image 12), and 37 Peeksville Road (Image 35).

The American Small House began to make its way into Georgia’s residential architectural types by the 1930s. The homes were often fairly small, single- to two-story homes with four to six rooms. After World War II, small frame and brick American Small Houses introduced a forward facing gable and a small covered porch. Roofs are typically gabled with no eaves but are occasionally hipped. Exterior materials usually include weatherboard, shingles, brick, and stone. Locust Grove has only one American Small House located at 57 Brown Avenue (Image 8) as the contemporary ranch type house was much more popular in the area.

Ranch type houses became popular nationally and in Georgia after World War II. Some Ranch houses echo the low profile of the Craftsman bungalows and wide overhanging eaves and hip roofs of the Prairie style. Some elements of the Ranch house include asymmetrical facades, a spreading, horizontal orientation, minimal ornamentation, and often an added carport. The Ranch type houses are abundant in Locust Grove and are often found in areas of newer development dating from the 1950s to the 1970s. Some examples include 209 Bowden Street (Image 14), 93 Brown Avenue (Image 7), 74 Club Drive, 3528 Highway 42 (Image 10), 3536 Highway 42 (Image 11), 81 Indian Creek Road (Image 52), 107 Indian Creek Road (Image 51), 127 Indian Creek Road (Image 50), 943 Jackson Street (Image 74), 107 Roberts Road (Image 87), 125 Roberts Road (Image 88), 88 Smith Street (Image 47), 106 Smith Street (Image 48), and 116 Smith Street (Image 49).

House Styles in the Residential Districts of Locust Grove

The residential areas of Locust Grove also feature several architectural styles popular from the late nineteenth century into the first decades of the twentieth century. Typical of rural areas, many residences lack any particular academic style and those that do not, maintain simplistic and modest versions of popular academic styles. Descriptions of Locust Grove’s architectural styles are derived from Virginia and Lee McAlester’s *A Field Guide to American Houses* and the Georgia Department of Natural Resources Historic Preservation Division’s *Georgia’s Living Places: Historic Houses in Their Landscaped Settings.*

Queen Anne style houses feature an irregular plan and an irregular massing of building and roof forms, usually featuring a dominant, front-facing gable. Queen Anne-style houses have one or more porches,

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that usually wrap-around, with turned or decorative posts. Decorative detailing, bay windows, varying window sizes and shapes, and patterning with shingles to avoid smooth-walled appearance are common features of the Queen Anne style. Locust Grove houses adorned in the Queen Anne style are most often found on the Queen Anne Cottage and House types. Examples include 435 Jackson Street (Image 16), 527 Jackson Street (Image 23), 931 Jackson Street (Image 73), 32 Peeksville Road (Image 36), and 63 Peeksville Road (Image 34), which feature modest aspects of the Queen Anne style, including shingled facades and trim along wrapped porches.

The Folk Victorian style was very popular in Georgia and borrowed stylistic elements from the Queen Anne and Italianate styles that were transferred to more traditional house forms. The Folk Victorian style is usually found in the form of decorative elements applied to a gabled-ell or central hallway house, which is the case in Locust Grove. These decorative details include turned or jigsawn woodwork such as brackets, spindle work, and porch posts located on porches, gables, and around window and door openings. Examples of the Folk Victorian style in Locust Grove can be seen at 845 Jackson Street (Image 62), 858 Jackson Street (Image 65), and 3590 Highway 42 (Image 13).

Craftsman Style houses are characterized by a prominent and steeply pitched gable or jerkin head roof with wide, overhanging eaves. Exposed structural elements such as ridge beams, truss work, rafter tails, and knee braces are common aspects of the style. The main body of a Craftsman style house is typically wood framed and is often shingle or brick. Stone, brick or concrete block is used for Craftsman foundations. Examples of the Craftsman style in Locust Grove include 37 Peeksville Road (Image 35).

Building Types in the Commercial District of Locust Grove

Descriptions of Locust Grove’s commercial architectural types are derived from Richard Longstreth’s *The Buildings of Main Street: A Guide to American Commercial Architecture.*23

One-Part Commercial Blocks, which are free standing or built alongside identical commercial structures (these attached buildings are known as Multiple Retail) (Image 110). This commercial building type is a single-story building consisting of a storefront and an upper wall with a flat or sloping roof with parapets. Locust Grove’s historic storefronts are designed to display merchandise and to light the interior, with large display windows (Image 115). Entrances have glass and wood doors, either recessed or flush with the sidewalk (Image 99). Even though one-part commercial block buildings are single-story, they have a small upper façade between the storefront and the roofline. Often, these upper façades have a full-width rectangular panel, historically the location for signage (Image 97). These panels, as well as the cornice at the roofline, may have decorative detailing such as brick corbelling (Image 117).

Locust Grove has a single Two-Part Commercial Block located amongst the one-part commercial blocks at 3840 Highway 42 (Image 114). A two-part commercial block is distinguished by its division of the façade into two distinct sections: the ground floor and one or more upper floors. The ground floor is similar to the one-part commercial block containing a storefront, while the upper facade features regularly spaced windows that often indicate office space. The cornice at the roofline of the building may have decorative detailing such as brick corbelling.

Adjacent to Locust Grove’s historic commercial area are several historic industrial and warehouse structures. These warehouses are brick with flat, sloped, or low-pitched gabled roofs with evenly

spaced small multi-paned windows. The warehouses, like the strip of historic multiple retail buildings, were constructed on the west side of the railroad tracks in order to accommodate the Locust Grove commercial area and to have easy access to the railroad. Examples include the warehouses at 3940 Highway 42 (Image 57) and 230 Cleveland Street (Image 56), both built in 1912 and located just south of the commercial strip. The warehouse constructed at 250 Cleveland Street was built in 1951. And the warehouse located to the west directly behind the commercial strip at 170 Cleveland Street was constructed in 1906 (Image 113).

7. **Detailed description of all community landmark buildings:**

**The Railroad**

The Railroad that runs through Locust Grove was constructed in 1882. The rail line that runs through Locust Grove is the East Tennessee, Virginia, and Georgia Railroad. ETV&G originated in Tennessee in 1869 and was the product of the consolidation of the East Tennessee and Georgia Railroad with the East Tennessee and Virginia Railroad.\(^{24}\) From 1880-1881 ETV&G purchased the Georgia Southern Railroad and ran a line from Dalton, Georgia to Alabama.\(^{25}\) ETV&G also bought a rail line that ran from Macon, Georgia to Brunswick, Georgia in 1881.\(^{26}\) Because the two lines were not connected to each other, the ETV&G built a rail line running from Atlanta to Macon in 1882, which included the town of Locust Grove. By 1894, ETV&G merged with Richmond and Danville Railroad Rail to form Southern Railway. Southern Railway ultimately became what we known now as Norfolk Southern Railway.

**Locust Grove Institute (LGI):**

The LGI is the most historically important building in Locust Grove. Over its one hundred and twenty years of existence, LGI has often served as the economic and cultural center of the town. Founded in 1894 by the Providence Indian Creek Baptist Church the LGI was initially housed in a no longer existent large wooden building for the first few years of operation. With increases in demand and renown?? the preparatory school soon expanded adding two large dormitories, a grand all-brick administrative building, and several smaller support buildings. The large administrative building is the only portion of the school that survives to the present day. This building is of utmost significance due to it serving as one of the last buildings designed by James W. Golucke, a Georgia architect known for his courthouses and educational facilities. The two-story structure is in the Neoclassical style and remains nearly unchanged from its original form, save for the one-story addition to the rear of the LGI added in 1951-1952 and the changing of window frames from wood to metal in the 1970’s. The building still contains a largely unchanged auditorium from the period of construction on the second story which adds to the historic character of the building.

The school continued to grow in importance for its high level of education, being one of the first Southern schools to receive accreditation by the Association of Secondary Schools and Colleges. As this expansion occurred, the town a natural influx of tertiary business and jobs arose to service the school students and faculty. With the rise in public schools in the area and across the country, the school closed in 1929 in the face of diminishing numbers of enrolled students. The LGI continued however to function as a school for several decades before newer facilities were built.

The LGI now serves as Locust Grove city hall and hosts a broad range of community functions and town events in several meeting areas and the upstairs former school auditorium which retains its

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\(^{24}\) Storey, “East Tennessee, Virginia, and Georgia Railroad History.” Rail Georgia.

\(^{25}\) Ibid.

\(^{26}\) Ibid.
historic design and equipment. Due to its significant contributions to the broad fabric of history as well as serving as an excellent example of early 20th century higher education facilities in the South, the building was nominated to the National Register of Historic Places in 1986.27

Barber shop/”Juke Joint”
Located directly across the train tracks from the historic downtown business district at 747 Jackson Street (Image 108) this currently vacant building is the last remnant of a northern pocket of the historic African-American district that once thrived in the area. The structure sits alone alongside the road with a vast field behind it which once was occupied by several buildings, identified by members of the community as being single-pen or shotgun houses. This remaining building served as the de facto community center and meeting place for the African American community and according to reports shifted functions depending on the time of day.

Shoal Creek Baptist Church
Shoal Creek Baptist Church was founded in 1866 and is located towards the south end of the proposed district at 99 L.G. Griffin Road (Image 93). Shoal Creek was founded in Brush harbor on the creek by 10 women who were excommunicated. 28 The church serves as a pillar in the African American community and served as the community meeting place for social events, Sunday school, and church service. From 1930-32, Martin Luther King Sr. served as a guest preacher at Shoal Creek Baptist Church. The church was renovated in 1964 to the church that is present today. The church was expanded in the 1970s to include an annex to fit the congregation. Shoal Creek Baptist has an adjoining cemetery that has expanded to include the empty land next to the church leading up to L.G. Griffin road. The church is located in the midst of the African American community by the Equalization school, and residential houses along south Ridge Street29.

Locust Grove Elementary
Locust Grove Elementary, built in 1955, is located on the corner of Shoal Creek Road and L.G. Griffin Road at 95 L.G. Griffin Road (Image 92). Locust Grove Elementary was one of hundreds of schools built across the south as Equalization schools. These schools were built for African American students in an effort to maintain educational facilities that were separate from white students. Funding for these schools was established through a program implemented by Governor Talmadge called ‘Minimum Foundation Program for Education’.30 These schools served as sources of pride for the African American Community because it was seen as their own. Many of the teachers held some of the highest-paying jobs for African Americans in rural communities.31 There were over 500 Equalization schools built for African Americans across the state of Georgia. By 1970, education had been desegregated across the state and many of the modern schools were closed and left vacant only after a few years of use. Locust Grove Elementary is one of three Equalization schools that are still extant in Henry County and is still being used as an educational facility for all students.

Locust Grove Baptist Church
Built in 1917, this two-story brick church features Italianate elements and was expanded as the church grew in size to include an additional wing which currently serves as the community center. Growth of the congregation

28 Donetta Brown Interview.
29 Ibid.
31 Ibid.
necessitated a move to a nearby location in 2008. The building was used for a period as event space but the need for interior renovations has left the majority of the building largely unused for the past several years.

**Christian Growth Center**

Originally serving as the Locust Grove Methodist Episcopalian meeting place, the church sits on the corner of Ridge Street and Indian Creek Road with little setback from the road (Image 54). The building has been known as the Christian Growth Center since 1977 when Greg Pope became the pastor, a position he holds to this day.  

**Locust Grove Cemetery**

With land deeds formalized in 1878, the land that houses the Locust Grove Cemetery has come to serve as a final resting place for several generations of residents. Originally serving the congregation of Locust Grove Baptist Church, this public cemetery currently contains over 1,600 graves. The cemetery itself is on a gently rolling, open expanse of land which features many large family lots as well as smaller individual lots (Image 21). Headstones and personalized ornamentation of all kinds can be seen throughout the cemetery, reflecting the individual character of each person or family.

**Recent Landmarks Additions: Non-contributing to the Historic District:**

Opened in January 2014 the train viewing platform located in the downtown historic district of Locust Grove caters to avid train enthusiasts who have frequented the area for decades and serves as a reminder to the public that this mode of transportation is the reason behind Locust Grove’s very existence. Located on the site of the town’s former train station the structure is a well executed design that promotes the town’s history (Image 105).

Another recent addition is Mayor’s Park, which runs between two of the groups of historic businesses on HWY 42 (Image 104). Previously a side street was in this area but due to safety and feasibility concerns, the area was elevated and turned into a pedestrian connection to parking lots behind the historic shopping district and the main walk of the downtown area.

8. **Landscape characteristics of the district:**

**Pecan Groves:**

Substantial areas pecan groves are located in various areas throughout the city limits of Locust Grove with the most predominant ones being located on Jackson Street, Club Drive and the neighboring roads which surround it (Image 25). Additional groves can be found in several areas in the northernmost edges of the town, side by side with a short-variety of peach trees. These fields are maintained by individuals of some of the earliest families to settle in Locust Grove (Image 2).

**Streetscapes:**

One main streetscape dominates in the downtown historic district and runs roughly from 3831 to 3940 HWY 42 (Image 116). All of the buildings in this strip are equidistant to the road and provide a seamless view of the street front area as well (Image 110). Streetscapes on the rest of HWY 42 to the north and south of the downtown area feature buildings placed back from the street and a sidewalk on some portions (Image 85). Residential area streetscapes vary but large front yards with houses separated from the streets by trees or tall shrubbery are the most common (Image 19). Some older residential areas such as Jackson Street feature small stretches of sidewalks that were never connected to one another, though they are uncommon in most areas outside the downtown commercial area.

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Open Fields:
Since there is little to no evidence of directed street plantings in Locust Grove many street corners and other public areas are large grassy open fields (Image 9). Plots that were historically used for farming but are no longer used for this purpose are significant contributors to this feature (Image 106). Many of these areas are graded and could easily be utilized for either new construction, which would be non-contributing, or community facilities such as parks.

Wooded areas:
In addition to loosely surrounding the perimeter of the Locust Grove city limits, wooded areas are still a prominent natural feature in many of the residential areas. Trees serve as a buffer for many houses on main roads such as HWY 42 and the pattern is replicated in residential areas on Jackson street and Rose Lane (Image 63). The most common trees seen in the area are oak, pine and pecan. In many of these same areas mature shrubbery is also present, defining lines of sight and contributing greatly to the overall streetscapes.

9. **Physical features of historic transportation routes:**

The primary transportation methods used within the Locust Grove National Register district were the railroad and the automobile. Cutting diagonally through the city and running parallel to Georgia Highway 42 was the East Tennessee, Virginia, and Georgia Railroad (ETV&G). After mergers, the track lines are now primarily operated by Norfolk Southern and CSX railroads. Historically, the rail lines provided easy transport for the agricultural goods that were being grown and the train depot was located just east of the tracks in the center of the district. Today, the depot is no longer extant, but there is a newly constructed, non-contributing, train viewing platform in its place, completed in January 2014 (Image 105). The tracks, laid in the 1880s, are at-grade with the surrounding streets and are surrounded by rocks and gravel. Georgia Highway 42 is to the east and Jackson Street is to the west of the railroad tracks.

Georgia Highway 42 is the main thoroughfare that connects Locust Grove to McDonough, Georgia to the north and Jackson, Georgia to the south. Highway 42 is a heavily travelled, two-lane main road going both north and south, with only one traffic light at the intersection of Bill Gardner Parkway added recently. The State Route is paved and does not have sidewalks running alongside it, once outside of the commercial strip. The sidewalks along the road by the commercial district are partially elevated with rails so that pedestrians and storefronts are out of the way of traffic. Highway 42, also known as U.S. Highway 23, was constructed as part of the United States movement to create a more standardized system of roads. Highway 23 runs north-south and originally terminated in Ohio. The road was extended through Atlanta in the 1930s. In addition to serving as a connector to northern states such as Ohio and Michigan, the Highway served as the primary automobile access road to the city, prior to the construction of the Interstate-75 to the west of the proposed district in the mid-1950s after the passing of the Federal Aid Highway Act of 1956. Towards the center of the proposed National Register District, Highway 42 has lined commercial buildings on one side and the CSX railroad tracks on the other side. All of the railroad tracks are at grade throughout the city and are not elevated by overpass or bridge.

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33 Storey, “East Tennessee, Virginia & Georgia Railroad History” Rail Georgia.
34 Ibid.
36 Ibid.
Peeksville Road is another heavily travelled road that runs east of the railroad tracks away from the center of the proposed National Register district. Peeksville Road is a two-lane road that runs from the downtown commercial center to the residential area east of the tracks. The road is paved with asphalt, lined with residential structures on either side, and there are no sidewalks (Image 31). A drainage ditch runs on either side of the road which creates a slope in the topography of the yards that front the road.

Jackson Street runs parallel to the railroad tracks in the proposed National Register District and is lined with residential housing to the east. There are no sidewalks along Jackson and the automobile traffic is at a minimum. Historically, Jackson Street accessed a small gathering of early twentieth-century commercial buildings across from the tracks, but today the only remaining building is the Juke Joint (Image 108).

Indian Creek Road runs along the southwest boundary line of the proposed district. The road is not heavily travelled, but serves as an access road to Carter Lane, Smith Street and Gwen Ellen Street. Moving north, Indian Creek Road turns into Frances Ward Drive. Frances Ward Drive runs north until it reaches Bill Gardner Parkway, passing the Locust Grove police department, fire station, and cemetery. Indian Creek Road is a two-lane road and does not have sidewalks. The road topography is slightly hilly, creating few blind spots for automobile traffic.

Bill Gardner Parkway runs east-west and feeds traffic from Interstate-75 into the proposed National Register District. Bill Gardner is a four-lane, heavily travelled asphalt road that ends at a dead-end going west once you reach the railroad tracks. There are sidewalks that abut the Parkway on either side of the street. Locust Grove Institute is located to the south of Bill Gardner Parkway at the intersection of Highway 42. The commercial businesses on the Parkway have construction dates post-period of significance for the proposed National Register District.

In 1944 the Federal Highway act was started, which created a national interstate system that spanned the entire country. From 1954 to 1956, $175 million was issued to fund the interstate system. In Georgia, specifically, interstate planning began in 1940. Interstate 75 was planned as the longest interstate to run north-south throughout the state at 355 miles. I-75 opened completely in 1977. I-75 runs through Locust Grove to the west and provides easy access to the Tanger Outlet. The interstate displaced many residences during its construction and cut off a portion of the Gardner Farm at 3182 Highway 42 to the west.

10. **Archaeological potential, if known or reliably inferred:**

There is no archaeological potential associated with this site.

11. **Exceptions to the general rule and/or historic anomalies:**

N/A

12. **A description of representative noncontributing properties within the district:**

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The majority of properties within the proposed Locust Grove historic district contribute to the
character of the district. The majority of the non-contributing properties within the proposed district
include commercial and residential structures that fall outside the district’s period of significance, as
well as modern infill construction. The train viewing platform, constructed in January 2014, is of
newer construction and also is non-contributing. Another non-contributing property is Mayors’ Walk
Park which was constructed in the place of historic commercial building that is no longer extant. The
park was constructed in 2008. Other examples of non-contributing properties include historic
properties that no longer maintain their historic integrity due to the construction of additions and
significant alterations to the structure and its façades.

Arnold Street: 100, 109, 115
Bowden Street: 38 (Image 18), 67
Carter Lane: 81, 84, 97, 107
Cleveland Avenue: 90 (Image 37), 117, 144 (Image 39), 186, 205 (Image 83), 350 (Image 84)
Club Drive: 23, 72 (Image 27), 99, 103, 107, 141, 155
Combs Street: 34, 49
Davis Lake Road: 173
LG Griffin: 62
Grove Road: 63
Highway 42: 3380, 3758, 3778, 3796, 3830, 3998, 3976-3994, 4042, 4080
Jackson Street: 159, 165, 321, 407, 749, 751, 815, 835 (Image 61), 890 (Image 69), 893 (Image 68)
Ridge Street: 102, 111, 112, 114, 115 (Image 81), 116, 168, 217, 222, 85-105 (Image 77 and 79)
Roberts Road: 37, 40, 45, 50, 4120, 4146
Smith Street: 75 (Image 46), 87, 89, 275
Francis Ward Drive: 35

13. Boundary Description

13a. Briefly describe and justify the proposed boundaries of the district being nominated:

The Locust Grove proposed district boundary straddles Highway 42. The north boundary of the district
begins at Gardner Farm and continues south to include the properties directly on Highway 42 to the
west, until Bill Gardner Parkway. Beginning at Bill Gardner Parkway, the district continues south
down Highway 42, but expands to the west reaching Frances Ward Drive. The district boundary moves
south down Frances Ward Drive until it meets Indian Creek Road. The boundary to the west of
Highway 42 ends to the south at Shoal Creek Road and Roberts Road, so that the district includes the
properties on Ridge Street, L.G. Griffin Road, and a few properties on the south side of Shoal Creek
Road and Roberts Road.40

The district east of Highway 42 begins to the north with 227 Davis Lake Road. This northeast
boundary continues south along Highway 42 much like the western part of the district. The northeast
boundary of the district extends east until 209 Bowden Street. The southeast boundary of the district
extends east until Club Drive meets Peeksville Road. The boundary further extends south until it
reaches the intersection of Jackson Street and Grove Road, with the exception of 943 Jackson Street,
which is included in the district.41

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40 See map with proposed district boundaries
41 See map with proposed district boundaries
13b. Explain the choice of boundaries according to one or more of the following rationales.

Explain all that apply:

The boundaries were established to include properties built within the period of significance from 1875-1966. The boundaries limit the inclusion of non-contributing properties that do not have sufficient historic significance. The district’s boundaries are largely determined by the presence of modern subdivisions. Examples of these subdivisions can be found to the east on Grove Road (Image 76), Peeksville Road (Image 29), and Francis Ward Drive (Image 95). The entirety of the proposed district is located within the city limits of Locust Grove. The north boundary of the proposed district was determined because of presence of a large warehouse just to the north of the Gardner Farm. Around the warehouse there is empty land and wooded area. The southern boundary of the district terminates at the city limits. Boundaries of the district are most influenced by an overall change of historic character outside of the district due to new construction. New construction includes the Tanger Outlet Mall and Interstate 75 to the west, as well as modern subdivisions that bound the district on every side.

13c. If applicable, discuss alternative boundaries or uncertain boundaries and identify areas where assistance in defining boundaries is needed:

N/A

13d. Describe how the area outside the district boundaries is generally different than the area within the district and include representative photographs:

New residential development outside the proposed district is comprised largely of subdivisions completed within the last several decades. The site, setting, and scale of new subdivisions differ greatly from the historic residential areas of the proposed district. Differences include lot size, set back, and building proportions, types, and styles. Other differences include building materials, age, as well as proportions, types and styles. The newer subdivisions are platted in curvilinear forms and differ from the land pattern within the proposed district. Large-scale commercial development, including the Tanger Outlet Mall and development along Bill Gardner Parkway also differ greatly from the historic commercial area of the proposed district. Around the warehouse outside of the north boundary there is empty land and wooded area. To the east of the proposed boundary, there are non-contiguous homes that fit the period of significance but cannot be tied to the proposed district because of their location. In addition, there are a serious number of newer, suburban, housing developments that are found further east just outside the proposed district boundary surrounding Peeksville Road. The boundary to the southeast stops with Shoal Creek Baptist church and does not go further. On the other side of the southeast boundary, there are heavy wooded areas and suburban subdivisions that were constructed outside of the period of significance primarily as a result of the Tanger outlet development of 1994. Outside of the west boundary is are more houses that were constructed outside of the period of significance. The municipal boundary compared to the proposed district boundary extends farther west across Interstate 75. The municipal boundary also continues north until the outskirts of McDonough, Georgia.
SECTION 3
HISTORY

A. Summary of Historical Facts

1. Original owner(s) or developer(s) of the district, if applicable:

The original inhabitants of the area were the Creek Indians. The territory was acquired by the state of Georgia through a treaty with the Creek Indians signed on January 8, 1821. Through the authority of a state law passed on May 15, 1821, the land in Henry County was surveyed and divided into 202½-acre land lots, which were distributed by a land lottery.42

One of the first settlers was William Carroll, whose house would later become a post office. Later, this was sold to William Kimball, who also operated a tavern on the property. Kimball eventually moved to Louisiana and sold the property to George P. Combs, Jr., who operated a blacksmith shop there together with Alexander Cleveland.43

2. Subsequent developers of the district, if applicable:

The following were some of the early settlers of Locust Grove. Several streets in Locust Grove are named after these “founding fathers,” and many of their descendants currently reside in the area.

Archibald Brown
Archibald Brown was born December 19, 1821 and died on January 23, 1891. He was a Confederate Veteran and a civic-minded local business leader in Locust Grove. His son and grandsons continued his tradition of being civic-minded businessmen. His son, Robert C. Brown, married Carrie Knott and they raised their family in one of the more elaborate houses in Locust Grove. Robert served as one of the first councilmen when the town of Locust Grove was incorporated in 1898 (Image 118). Robert Brown’s daughter, Georgia Brown, built a two-story home across the railroad tracks from the Locust Grove institute. She married into another founding Locust Grove family when she married Andy Grafton Combs, a relative of G. P. Combs, who also served as one of the first councilmen of Locust Grove. Three of Georgia and Andy’s four children were talented career musicians.44

Alexander Cleveland
Alexander Cleveland’s father, Jacob Cleveland, migrated from Ireland to Virginia and is listed in the Henry county census in 1830. The tax digest indicates the family owned four slaves and 202 ½ acres of land on lot 176. Alexander Cleveland married Nancy Davis and they lived and died in Locust Grove. They were members of the Baptist Church for 54 years and raised 11 children. The Cleveland family was well known throughout western Georgian as being fond of family reunions, where up to 65 Clevelanders were known to attend.45

Thomas Colvin

Thomas Colvin was born in South Carolina in 1810. After he married, he settled in Locust Grove with his wife Sarah. Two other members of the Colvin family joined him, probably his brothers, Jackson and Nathan Colvin. The Colvin’s were instrumental in the development of the Locust Grove economy when Bill Colvin and R. F. Smith operated the first steam gin in 1874.

George P. Combs
George P. Combs was born to English immigrants who both died in the voyage to America. George was still a young child and was placed in an orphanage in Charleston, South Carolina where he was raised. He served as one of the first councilmen when the town of Locust Grove was incorporated in 1898. One of Mr. Comb’s sons, Andy Grafton Combs, was a Confederate Soldier and died at the Battle of Kennesaw Mountain in 1864.

Samuel Gardner
Samuel Gardner was born in South Carolina in 1800 and settled in Locust Grove with his wife Pheraby. They raised five children, all born in Locust Grove: Samuel W. Gardner, b. 1929; Ezkiel M Gardner, b.1833; S.E Gardner, b.1938; Lucinda T Gardner, b. 1840; and William C Gardner, b. 1844. J. L. Gardner, a relative of Samuel Gardner, served as one of the first councilmen when the town of Locust Grove was incorporated in 1898. For five generations, the Gardner family has worked and raised crops on the family farm, called Gardner Farm, located at 3192 Highway 42 South in Locust Grove. The main crop grown currently grown at the Gardner Farm is peaches. The Gardners also grow and sell other fruits, including blueberries, blackberries and nectarines, in addition to vegetables, throughout the summer growing season. William “Bill” Meeks Gardner, who died on Sept. 19, 2010, was a longtime Henry County businessman and was the first chairman of the county’s Board of Commissioners, elected county wide, from 1992-1996. He followed in the family agricultural tradition and owned a peach farm for many years as well as a store called Gardner Office Supply. Hampton-Locust Grove Road was renamed after him in, when it became Bill Gardner Parkway in 1997. This road helps connect Locust Grove with Hampton and crosses I-75 just west of Locust Grove.

Thomas Price
Like many of the other early settlers of Locust Grove, Thomas Price was also from South Carolina. The current mayor, Robert Price, shares the Price surname, indicating a lineage stretching back to the original founders of Locust Grove. Mayor Price served as a councilman for four years prior to being elected mayor. Mayor Price was born and raised in Locust Grove, and has been married to his wife, Barbara, for 32 years. His grandfather, T.W. Price, Sr., was born in Locust Grove in 1849 and his father Clarence Price was born in Locust Grove in 1910. Mayor Price was a key player in the sale of the Locust Grove Conference Center to the county. The city sold the center for almost $2 million and relieved Locust Grove of some of its debt. He would like to have the courtroom renovated, and he

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46 Rainer, Henry County Georgia: The Mother of Counties, 246.
48 Rainer, Henry County Georgia: The Mother of Counties, 246.
49 Ibid.
53 Rainer, Henry County Georgia: The Mother of Counties, 91.
plans to have a lighted walking trail built in Locust Grove, similar to the one that it is located at the Griffin Airport. Price is also focusing on attracting new business to the city’s downtown area.54

3. **In general, the original use(s) of properties in the district** (give dates):

The town had a mix of commercial, residential and industrial use of properties. Due to its reliance on the railroad, Locust Grove became a major distribution center for peaches, cotton and other agricultural products.55

4. **In general, the subsequent use(s) of properties in the district** (give dates):

With the advent of the automobile, Highway 42, and, eventually, the construction of I-75 in 1969, the importance of agricultural declined, and the local economy, therefore, shifted from relying on agriculture to commercial enterprises. In addition, Locust Grove has become an ideal residential location for those looking to commute to Atlanta or to nearby larger cities such as McDonough and Hampton.

5. **In general, current use(s) of the properties**:

The railroads continue to play a vital part of the town, with an average of 55 trains passing through Locust Grove every day. Locust Grove has shifted its emphasis to a thriving retail economy.56 The Main Street program promotes business development in the historic downtown district balancing the development of the Tanger Outlet Mall on the western side of the town.

6. **Architects, engineers, builders, contractors, landscape architects, gardeners, and/or other artisans and craftsmen associated with the design of the development or historic resources within the district**:

The architect behind the Locust Grove Institute is James Wingfield Golucke. He was a prolific architect in Georgia, who was best known for the courthouses he designed throughout the state. Specific examples of his other works are the Henry County courthouse in McDonough and the DeKalb County courthouse in Decatur.57

7. **Date(s) of development and source(s) used to determine date**:

The map parcels and construction dates of the buildings were obtained from the City of Locust Grove, while further resources regarding the construction dates and information of properties within the district were gathered from the Henry County Tax Assessor’s Office web site. With this information and the historical resources utilized in writing the developmental history of Locust Grove, it can be determined that development started in 1821 when land in Henry County was surveyed into 202½ acre land lots and drawn by lottery. Only a few residential and commercial buildings constructed between 1875 and 1895 remain today, the oldest being Samuel Gardner’s house dating back to 1875. According

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56 Reaves, *Historic Henry County,* 33.
to the history and construction dates of buildings in Locust Grove, the city didn’t begin to experience significant growth until the 1900s, after the establishment of the railroad in the 1880s. Therefore, there is a large amount of residential and commercial properties that were built during the early 20th century; the highest concentration being between 1920 and 1930. Since then, the district has grown at a steady rate, with occasional increases in construction activity during the years between 1950 and 1966, as well as the years between 1992 and 1998.

8. **Significant persons associated with the district;** summary or brief account for their significance; dates of association with the district or a property or properties within the district:

**Reverend Martin Luther King, Sr.**
Reverend Martin Luther King, Sr. ministered at Shoal Creek Baptist Church for two years during the 1930s. Although his time in Locust Grove was brief, the association with the King family legacy is a noteworthy aspect of Locust Grove African American History. The Shoal Creek Baptist Church still exists today; it is located at 176 L G Griffin Rd (Image 93).

**James Weldon Johnson**
James Weldon Johnson taught at the Unity Grove School, the local Rosenwald School three miles outside of Locust Grove. Johnson was an early pioneer for African Americans. He was a scholar, songwriter, politician, diplomat, author, educator and lawyer. In fact, he was the first African-American to be admitted to the Florida Bar after Reconstruction. James Weldon Johnson was also a significant leader in the NAACP and his association with the Unity Grove School is a source of local pride.

**Mrs. Claude Gray**
The first women’s club in Locust Grove was named *The Locust Grove Civic League,* it was organized circa 1913. Mrs. Gray served as the first president until the Civic League federated in 1917 and its name was changed to *The Locust Grove Woman’s Club.*

**Saralouise "Sadie" Baker Robertson**
Sadie and her husband, George, established Robertson Furniture Company in 1946, and she played an active part in the Locust Grove community. Sadie opened the first "Teen Center" on Main Street and organized the first P.T.A. at Henry County High School. In addition, she was part of many boards of local clubs, such as the Henry County Medical Center Auxiliary and Leadership Class of Henry County. She served as president of Henry County Historical Society during which time the "Brown House" was donated. In recognition of her efforts, she was the first woman to be elected to the Locust Grove City Council, and later became Locust Grove Woman of the Year in 1988.

9. **Significant events or activities associated with the district,** if different from routine historical functions; summary or brief account of their significance; dates of these events or activities:

On June 2, 1882, the Henry County Weekly reported the arrival of the Georgia Southern Railroad to Locust Grove. The arrival was met by approximately four hundred spectators. Railroad managers

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camped in town and made announcements of passenger service to begin soon. The event was a result of a quickly evolving regional railroad system. In 1880-81, the East Tennessee Virginia & Georgia Railroad (ETV&G) purchased the Georgia Southern Railroad, extending it from Dalton to Selma, Alabama. In 1881, ETV&G bought the Macon and Brunswick Railroad, a 174-mile road between Macon and Brunswick. To connect these widely separated lines, ETV&G built its “Atlanta Division” from Rome to Atlanta to Macon, a distance of 158 miles, completed in 1882.

The first telephone arrived March 27th of 1908 to Locust Grove; the company that installed this phone was McDonough Telephone Co. The phone line ran from Stockbridge to Jackson and consisted of a simple pay station with one phone. It was installed in the store of M.P. Sowell, which by the 1940s became the residence of Mr. J.C. Madden. The location of the small brick phone exchange building that originally housed the community dial system still exists; it is located at 120 Highway 42, just north of the contiguous 1900s commercial buildings (Image 38).

The first water pipeline was commissioned by John Williams, the manager of Southern Cotton Oil mill, and it ran from Davis Springs to the Southern Cotton Oil mill, however, the date of this achievement is unknown. Also at an unknown time, but prior to 1910, J.T. Davis, owner of Davis Springs, utilized the spring on his farm (location unknown) to lay down pipe that would enable water to flow to the city of Locust Grove. After this limited installation of one pipe, in February of 1910, the city granted permission to J.T. Davis to lay more pipelines, but with certain limitations and regulations. In 1932, M.M. Brown ran Locust Grove’s first public waterworks until 1946.

Dr. J. G. Smith of McDonough on August 9, 1920 helped bring electricity to the streets and homes of the city. The hydro-electric plant, which powered the city, was positioned on the Cotton Indian Creek River, nine miles east of the city of McDonough. Dr. Smith later sold the plant to Mr. Preston Arkwright on June 14, 1926.

Another important development in the evolving quality of life in Locust Grove is the paving of Highway 42. On December 12, 1927, the improvement enhanced travel from McDonough to Locust Grove and then to Towaliga River, a branch of the Ocmulgee River located southeast of the city near Forsyth. The paving of Highway 42 also helped improve travel between Locust Grove and Griffin.

B. Name of the District
Locust Grove Historic District

C. History of the District

1820s-1880s

Locust Grove, which is part of Henry County, is located on what was once Creek Indian territory. The unincorporated Locust Grove community began in the early 1820s as a rural frontier village dependent on an agricultural economy. The town acquired the land through a treaty with the Creek Indians, signed January 8, 1821. This land was surveyed into 202½ acre land lots and drawn by lottery, with a grant fee of $19.00 per land lot. It is believed that the town name originated from a beautiful grove of flowering locust trees surrounding the home of William Carroll, who owned a store and established the first post office. By the 1850s, the village grew to include a tavern, store, blacksmith shop, shoe shop, school and churches. In 1870, the first store was built on Main Street, which is now Highway 42.

Rainer, Henry County Georgia: The Mother of Counties, 91.

Storey, “East Tennessee, Virginia, and Georgia Railroad History.” Rail Georgia.
Unfortunately, none of these early structures survived. The oldest existing commercial and residential buildings in Locust Grove date from the late 19th and early 20th centuries. Some of the early settlers of Locust Grove include Archibald Brown, Sarah and W.H. Castellaw, Alexander Cleveland, Thomas Colvin, George P. Combs, Samuel Gardner, and Thomas Price. These names ring familiar in Locust Grove as they share a lineage with many of current residents of the town.\textsuperscript{63}

An important source of information about the early residents of the town comes from the Locust Grove Cemetery and the adjacent church. According to excerpts from the church minutes, as noted in \textit{History of First Baptist Church, Locust Grove, Georgia – Keeping House for God}, Indian Creek church was constituted in 1825 by members of the Baptist order in the fork of Towaliga and Indian Creek. In 1862, the church congregation moved to a site just north of the present Locust Grove Cemetery during the pastorate of Rev. Kimball. On February 2, 1878, an indenture was made between Archibald Brown and members of Indian Creek Church in which Brown deeded two acres of land to be used as a place of worship. Brown gave this land in consideration of the affection he had for Indian Creek Church. In April of 1878, William H. Smith gave Indian Creek Church another three acres of land in the northeast corner and three fourths of an acre wherein the graveyard is located for the proper use benefit for church burial purposes.\textsuperscript{64} Accounts from Howell Gardner claim the original cemetery was running out of lots to sell.

John L. Gardner, who owned the land west along the new railroad on Cleveland Street, along with his two older brothers Manny and Samuel G. Gardner, and their father, Samuel W. Gardner, operated a store in the commercial strip that was built in the 1880's along the new railroad on Cleveland Street. In 1890, they expanded their business holdings to include Gardner's Hardware Store.

John inherited the store and under his ownership it prospered. Manny Gardner, after his wife died, used to sleep in the upstairs of this store as the night watchman. John Gardner also owned the property across the tracks where Mr. Otis Upchurch and Purnie lived. He planted the pecan trees that remain there today. On that same property was a factory that built coffins called Holsombach Furniture and Undertaking Company.\textsuperscript{65} John Gardner kept a hearse and horses in a barn behind the store so that when a person would pass away, he would sell a lot from the cemetery section of his land and provide the coffin and hearse service.

\textbf{1880s – 1920s}

The Locust Grove community experienced limited growth until the rail line connecting Rome and Macon of the East Tennessee, Virginia, and Georgia Railroad was completed in 1882. On June 2, 1882 the Henry County Weekly reported the arrival of the Georgia Southern Railroad in Locust Grove. The arrival was met by approximately four hundred spectators. Railroad management camped in town and made announcements of passenger service to begin soon.\textsuperscript{66} The event was a result of a quickly evolving regional railroad system. In 1880-81, the East Tennessee Virginia & Georgia Railroad (ETV&G) purchased the Georgia Southern Railroad, extending it from Dalton to Selma, Alabama. In 1881 it bought the Macon and Brunswick Railroad, a 174-mile road between Macon and Brunswick. To connect these widely separated lines, ETV&G built its “Atlanta Division” from Rome to Atlanta to Macon, a distance of 158 miles, completed in 1882.\textsuperscript{67}

\textsuperscript{63} Rainer, \textit{Henry County Georgia: The Mother of Counties}, 1, 11, 90-91.
\textsuperscript{64} Author unknown, \textit{Locust Grove Cemetery History}, 2011.
\textsuperscript{65} (Miss) Clifford Williams & (Mrs.) J.C. Arnall, \textit{History of Locust Grove, Georgia}. Locust Grove: City of Locust Grove, 1948.
\textsuperscript{66} Rainer, \textit{Henry County Georgia: The Mother of Counties}, 91.
\textsuperscript{67} Storey, “East Tennessee, Virginia, and Georgia Railroad History.” Rail Georgia.
This rail line filled a gap between Macon and Rome via Atlanta. It resulted in the establishment of numerous railroad towns, including Locust Grove, which was chartered on December 20, 1893. The original city limits extended one quarter mile in every direction from the train depot in the center of town. The city consisted of one mayor and five council members. The first mayor was M. P. Sowell. The first appointed city council members were G.P. Combs, C.M. Mahone, J.L. Gardner, R. C. Brown and W.H. Peek. The first city clerk was C. W. Williams.68

Before the railroad arrived in town, Archibald Brown in 1870 was already well under way in helping the town to develop its commercial area; he ran a general store, a blacksmith shop, a wood shop, and a shoe shop just east of the present downtown area. However, after the coming of the railroad in 1882, more stores and warehouses began to spring up along the strip of area that lay west of the new railroad line. J. B. Dickson was actually the first person to build a store on what was then Main Street but today is known as Highway 42 (non-extant). The first cotton warehouse was built by George Schaeffer in 1882, which then became later the Merchants and Planters Warehouse. In 1883, Archibald Brown built a concrete storehouse on the Main Street with a blacksmith shop on the rear of the lot. He also built a public gin using a new 10 horsepower steam engine. Despite the fact that the store suffered fire damage twice, the walls of the building remained standing and it later housed the Leslie-George Pharmacy. A year after Arch Brown moved from his house originally about a half mile east of town, it was remodeled and became the home of Dr. E. G. Colvin.69

In addition Locust Grove’s three cotton gins, several warehouses, and stores, residential structures were built on the east of the railroad and commercial downtown district. The residential and commercial districts are still presently divided by the railroad. The commercial center emerged as a secondary trade area, as the Locust Grove train stop was between the Henry County seat of McDonough and the Butts County seat of Jackson. Locust Grove was a major rail distribution center for peaches, cotton, and other agricultural products.70

Harrison Speer, a local entrepreneur, kept a store in his residence, and he was also the first to operate a public gin in the town, which was powered by horses. Bill Colvin and R. F. Smith operated the first steam gin in 1874.71 In 1889, Sylvanus Baxter Kimball, with local capital, organized and erected the Farmers Cotton Oil Company. Mr. Kimball was a long time member of the Henry County Board of Education and the Locust Grove Baptist Church.72 The Farmers Cotton Oil Company was sold to the Southern Cotton Oil Company and later operated by the Henry County Gin Company.73 Cottonseed oil was produced in cottonseed oil mills, and it was an important commodity for the purpose of illumination and as a substitute for olive oil. In 1880 there were no cotton seed oil mills in Georgia, however, by 1890 there were 17 cotton seed oil mills producing products valued at $1,670,196 in annual revenue. One of these notable mills listed in the computation of economic statistics for the time period is Farmers Cotton Oil Mfg. Co., Locust Grove. GA.; it was owned and operated by A.G. Combs.74

A milestone development in this era was the establishment of one of Locust Grove's most distinguished landmarks, the Locust Grove Institute (LGI). It was established by Providence Indian

69 Williams & Arnall. History of Locust Grove, Georgia
71 Griffin, "History of Locust Grove."
72 Rainer, Henry County Georgia: The Mother of Counties, 228.
73 Ibid.
74 Obediah B. Stevens, Georgia. Dept. of Agriculture, Robert F. Wright. Georgia, Historical and Industrial, (Atlanta, GA: Franklin Printing, 1901), 349-351.
Creek Baptist Church, later known as the Locust Grove First Baptist Church and Mercer University. The first building opened on November 1, 1894, with only thirteen students and two instructors and in a year grew to eighty-five students. LGI continued to grow rapidly and several houses in the community were used as dormitories to house students including the Combs-McKnight-Morfoot House. Classes at LGI were only offered to white students in compliance with the difficult era of racial segregation.\textsuperscript{75}

The Locust Grove Institute served an important purpose by providing college preparatory classes and was one of the first schools in Georgia to be accredited by the Association of Schools and Colleges of the Southern States. The curriculum stressed learning in all facets of life, but its primary goal was building character. The academic building was constructed in 1904 for a total cost of $14,000.\textsuperscript{76} The architect/engineer who oversaw construction of the building was James W. Golucke. Golucke’s career as an architect began in the mid-1890s and lasted until his untimely death in 1907. He designed at least 27 courthouses in Georgia and four in Alabama, and was considered a genius in his field.\textsuperscript{77} The original building was destroyed by fire in 1906 and was repurposed as a military training program academy in 1918. A notable graduate was Dwight Laing Rogers, a Democrat who served in the Florida House of Representatives from 1930-1938 and represented Florida as member of the U.S. House from 1945 until his death in 1954.

Fires occurred frequently in Locust Grove in this period. During this late 1800 to early 1900 period there were 33 fires in the town. Some of the properties destroyed included The Gin House of the Southern Cotton Oil Company, the Old Methodist Church used as a home by Tom Barnett, and the African American Merchants and Planters Warehouse. Other notable fire tragedies include the Gin owned by A.G. Combs, Mr. Hiram Colvin’s house, Mr. R. C. Brown’s old home and store, which was even was burned twice, The Bank of Locust Grove, and the aforementioned Locust Grove Institute wooden building, and the adjacent boys dormitory.\textsuperscript{78}

Another building that caught fire was the Locust Grove Hotel on June 13, 1904. The hotel began operation in the 1890s, when it was then originally called the Mitchell House and Dr. and Mrs. T. J. Mitchell opened the hotel and ran it for the next four years. They rented the house from Bill Combs but moved back to their home in exactly four years. Mr. and Mrs. Willis Moore were the second tenants to live in the hotel in 1900. The building was rebuilt at an unknown time in which Mr. and Mr. T.J. Upchurch were the next to live in the hotel. Mr. Upchurch died March 1, 1918 and Mrs. Upchurch and her daughter Mrs. Dobson ran the hotel briefly after Mr. Upchurch died. Mr. Filimjim ran it, then the Farrows both briefly until Mr. and Mrs. Lon Smith moved in 1920 and Mrs. Smith stayed there until her death, approximately 17 years. Mr. Smith stayed about three years longer and then the building became a private residence until sometime in the 1940s; it is no longer extant.\textsuperscript{79}

Despite some of the early fires that plagued Locust Grove residents, the city continued to grow and by 1900, it had a population of 254.\textsuperscript{80} During the early 1900s there were 18 homes occupied by white residents. The distinction was a common qualifier in the segregated South.\textsuperscript{81} One notable home is the home of R. C. Brown built circa 1912 (Image 118). This photo of Mr. R.C. Brown’s home shows the smoke stack of the local cotton gin in the background. Growers harvested and ginned cotton locally.

\textsuperscript{75} Mills, “Historic District Recommendation Report,” 4
\textsuperscript{76} Ibid.
\textsuperscript{77} Caldwell, The Courthouse And The Depot, 577.
\textsuperscript{78} Williams & Arnall. History of Locust Grove, Georgia.
\textsuperscript{79} Ibid.
\textsuperscript{80} U.S. Census Bureau, Thirteenth census of the United States, 1910 Population by counties and minor civil divisions, 1910, 1900, 1890. (Washington: Govt. Print. Off., 1912), 79.
\textsuperscript{81} Ibid.
Cotton was generally the cash crop for farmers in the Locust Grove area and agriculture continued to be a main economic diver until the decline of 1966.

There was a steam engine housed in the building which helped to operate the state of the art cotton gin. It was always a big topic of conversation to see who brought the first harvest of cotton in. Not only does the photo of Brown’s home show the smoke stack of the cotton gin, but the water tower in the photo indicates a period in Locust Grove development before municipal water service was available. The house is on what would later become Highway 42. The homeowner, R.C. Brown, ran the gin but contrary to the photo caption he did not run a lumber business. He ran the gin located at 120 Cleveland Street. The Browns, who had been in area since its early settlement, were a successful family. Brown was one of three gin operators in Locust Grove. Southern Cotton operated a gin on Jackson Street and the third was at 250 Cleveland run by Hugh Price.82

The first telephone arrived March 27th of 1908 to Locust Grove; the company that installed the first phone was McDonough Telephone Co. The phone line ran from Stockbridge to Jackson and consisted of a simple pay station, one phone, and it had been installed in the store of M.P. Sowell which by the 1940s was property and residence of Mr. J.C. Madden.83 Later, the town council, which consisted of Mayor H.H. Brown and clerk C.H. Castellaw, allowed the switching of hands of the telephone service from McDonough Telephone Co. to Southern Bell and Telephone Company Southern. The company then erected, ran, and maintained a public telephone and telegraph until 1940 in which it became the community dial system. The phone exchange building that originally housed the community dial system still exists; it is located at 120 Highway 42, just north of the contiguous 1900s commercial buildings (Image 38).84

J.T. Davis, affectionately called “Uncle Johnnie” by locals, often generously supplied water. He had an abundant spring on his farm that never ceased to flow. During droughts, people came to this spring even from adjoining counties to haul water in barrels. He had technical engineering training and he had an ambitious vision: he wanted to use the roadways and streets to pipe water to town. With no modern machinery to dig ditches, he used a mule, a small plow, pick and shovel to lay the pipe. Soon, water in an abundant supply was brought to town by this one pipe. Although the exact date of the construction of this single pipe into town, it was some time prior to 1910.85

In February 1910, permission was given to Mr. J.T. Davis to lay additional pipelines for water in the town of Locust Grove, with certain limitations and regulations. A tank was built near the cemetery to supply the town with water. Mr. Davis built watering troughs at convenient places for horses and mules. Six hydrants were installed and bathrooms were added to many homes.86

Soon after, in June 1914, a committee was formed to install gaslights in various parts of town. E.S. Combs ran a line from his home to the business street and this street was also lighted. Gas was used until June 1918, at which time the committee added six oil lamps to light the street. They looked like lanterns on posts and were not very bright. E.S. Combs hired J.H. Knott to climb a stepladder early every evening to light every street lamp at a salary of $30 per month.87

Historically, the African American community of Locust Grove made the Shoal Creek area their home; this area is delineated by Smith Street, Cleveland Street, L.G. Griffin Road, Shoal Creek Road, and

83 Williams & Arnall, History of Locust Grove, Georgia, 6.
84 Ibid, 4.
85 Ibid
86 Ibid.
87 Ibid.
Indian Creek Road. The early African American community was built around the Shoal Creek Baptist Church, which was founded in 1866. The congregation exists today and the current building is located at 176 L G Griffin Rd (Image 93). The church served as the heart of the African American community for decades. For an unknown period of time, the church consisted only of ten ladies and children, but eventually others joined and an official wooden structure was built c.1900 to hold service for worshipers. The church was eventually renovated during 1963 to 1966; it was bricked and an addition was added to the front. The adjacent Shoal Creek cemetery is indicative of a long lineage of African American history with several grave markers indicating a number of residents were likely born into slavery. Another area with a concentration of African American Locust Grove residents is Flatbush. This area is located to the east of the commercial downtown section and the railroad tracks, and is situated at Jackson Street and Arnold Street.

1920s-1945

In 1900, Locust Grove has a population of 254 and by 1920, it had doubled in population to 539. The city limits by this time were extended so that they began at the Southern Railroad depot located along Main Street, which is now Highway 42, just north of Smith Street, and stretched about three-fourths of a mile north to Brown Ave. and three-fourths of a mile south to Sims Rd. Also, the boundary of the city expanded about one half a mile east to what is today Louise Way and one fourth mile west to the end of Smith Street. Industry and commerce were thriving in the city of Locust Grove by the 1920s. The reason for such economic and population growth was due to the city advancing its public services. Examples of the advancement of public services were the installment of electricity and water utilities. The first water pipe line was commissioned by Mr. John Williams, the manager of Southern Cotton Oil mill, and it ran from Davis Springs to the Southern Cotton Oil mill, however, the date of this achievement is unknown. What is clear is that the feat was accomplished by way of plowing a ditch with a mule and pumping the water into a large well. John Williams was not the only individual who assisted in producing water for the city. There was also J.T. Davis, who some time prior to 1910 utilized the spring on his farm to lay down pipe that would enable water to flow to the city. The city granted permission in February 1910 to J.T. Davis to lay additional pipelines, but with certain limitations and regulations. He later sold his spring and farmland in 1932 to M.M. Brown who then ran Locust Grove’s first public waterworks until 1946. Afterwards the spring, along with one acre of farm land, was ceded to the city. J.B. McCary Engineering Company was given a contract in March 14, 1946 in which they proceeded to build a more modern water system for the city utilizing the existing spring on the farm.

In December 12, 1927, talks were underway with the State Highway Board of Georgia, the city of Locust Grove, and Henry County about the possible construction of a highway through downtown Locust Grove. Afterward, it was finally agreed upon by all three parties that a highway would serve the city well. The laying of the pavement for Highway 42 began at the city of McDonough and stopped at the Locust Grove city limits. In the process of the paving of route 42, much of the city came together in order to spare the trees that were planted by J.R. Williams for the town. This was because they were in path of the project, which meant they would have to be uprooted. In 1939 the State Aid Project, No. Post Road 275 Permit, from Locust Grove to the Towaliga River was signed. R.H. Brown, the city

88 Virgil Sims,, "Shoal Creek Baptist Church History, 1866-1970," Georgia Baptist History Depository, Special Collections, Jack Tarver Library, Mercer University, Macon, Georgia - Reel 633.
90 Virgil, "Shoal Creek Baptist Church History, 1866-1970."
91 U.S. Census Bureau, Thirteenth census of the United States, 79.
92 Williams & Arnall, History of Locust Grove, 2-3.
93 Ibid., 7-8.
mayor and council, gave the further necessary right of way for construction through their town. Highway 42 was completed in that same year; it ran down from McDonough to the Towaliga River, which is a branch of the Ocmulgee River located south east of the city near Forsyth; this helped improve travel between Locust Grove and Griffin.\textsuperscript{94}

Dr. Claude Gray ran the Locust Grove Institute until 1928 when he was replaced by Mr. W.W. Williams, who then served the school until it closed in 1930. The school’s property was then given back to the Locust Grove Baptist Church, while the boys and girls dormitories were sold and the main building soon became the Locust Grove Public School. Both the Great Depression and the introduction of public schools in Henry County led to the demise of LGI in May of 1930. The school remained empty until 1936 when the academic building served as a public elementary school for the city.\textsuperscript{95}

An important event occurred during this era for the African American community in Locust Grove. During the 1930s, Reverend Martin Luther King, Sr., father of civil rights icon Martin Luther King, Jr., ministered Shoal Creek Baptist Church for two years.\textsuperscript{96} Parishioners of Shoal Creek Baptist Church are very proud of their church’s association with Reverend King.

There were also numerous events in this period that changed the history of women both nationwide and on a smaller scale. In the years leading up to the 1920s, women organized clubs for the general purpose of receiving mutual counsel and helpfulness and that their united influence and service might promote education, civic advancement, and social and moral advancement in the community, county and state. About the time the women began to organize clubs in Henry County, they were fighting for their right to vote, however, it was not until August 26, 1920, that the Women in Georgia won the ratification of the suffrage amendment. The first organized women clubs in Georgia were called Civic Leagues and Civic Clubs.\textsuperscript{97}

Before and during the First World War, Civic Club activities were patriotic; later their interests turned to social and literary aspects and about 1940, Garden Clubs were formed. The first records found on the history of the organization of clubs in Henry County are abstracted and briefed from the centennial history. The first women’s club in Locust Grove was called the Locust Grove Civic League. The club was organized in 1914, according to club records, and was created as a result of a union prayer meeting of the Baptist and Methodist Missionary Societies for the purpose of Civic improvement. Mrs. Claude Gray was first president and served until the Civic League federated in 1917, when its name was changed to Locust Grove Woman’s Club. Mrs. John Gardner became president and was succeeded by Mrs. John S. Brown.\textsuperscript{98}

The Civic Club fulfilled its patriotic duties during World War I by entering into all the activities to which the women were called. The Locust Grove Woman’s Club has been active continuously since its organization; it has never disbanded. The Club currently meets monthly on the Thursday after the third Sunday at 3pm, the same time it has always met. The ladies have a clubhouse, but the hostesses often entertain in their homes. The Club’s annual programs are inspired by current events and timely subjects.\textsuperscript{99}

There was a Historical Pageant Parade on Saturday, May 14, 1921 at 9am at the Assembly Ground on Keys Ferry Road. Along with the Locust Grove Institute Band and Battalion, several women’s clubs

\textsuperscript{94} Williams & Arnall, \textit{History of Locust Grove, Georgia}, 4.
\textsuperscript{96} Roark,, “MLK Legacy includes Henry County.” \textit{The Henry County Times}.
\textsuperscript{97} Rainer, \textit{Henry County Georgia: The Mother of Counties},309
\textsuperscript{98} Ibid.
\textsuperscript{99} Rainer, \textit{Henry County Georgia: The Mother of Counties},309.
and groups with women members participated, including the Locust Grove Red Cross, “The Greatest Mother in the World,” and The Woman’s Club. This parade was nearly 2 miles long, and each float represented a certain time period in Locust Grove’s history.100

A notable member of the Locust Grove Women’s Club was Mrs. Bernice Gardner Brown, who died in 2006. Mrs. Brown was born on May 17, 1916 in Locust Grove. She was the daughter of the late Lula Elizabeth Gaillard and Samuel Howell Gardner. As a member of the Locust Grove First Baptist Church since 1929, she served in all areas of the church. She received her teaching certificate from Georgia State College for Women in Milledgeville, and received her teacher’s degree from Bessie Tift College in Forsyth and her Master's Degree from UGA. She served as president of the Locust Grove Women’s Club 1942-1943, 1946-1948 and 1972-1976 and an active member of the club for years. She was honored as Locust Grove Historian and Citizen of the Year and she was a member of the Retired Teachers' Association, Bridge Club, Delta Kappa Gamma, and Hospital Auxiliary. She was also the first teacher in Henry County for Special Education. She was instrumental in the efforts that led to the Locust Grove Institute Building nomination to the National Register and in the conservation treatment of the steeple damages.101

1945-Present

By 1948, the city of Locust Grove was still a small bustling agriculture and railroad town; it had 28 businesses in operation, 26 were white and two were African-American, and many of them were from the late 19th and early 20th century. An important employer of Locust Grove residents was Robertson Furniture, which was established in August 31, 1946. They produced an upholstered line of chrome furniture for doctors, hotels, and lawyers’ offices.102

The number of businesses in Locust Grove by the 1940s demonstrated that the city was not only a thriving commercial town but that it was also moving away from agricultural towards retail. From the 1920s onwards, the various uses that the stores underwent signified the transition occurring in the town as it continued to develop and expand its boundaries.

The only known two African-American businesses during 1948 were located on Jackson Street across the railroad tracks from the commercial strip and the train depot (non-extant). Of these buildings, only one remains: it is referred to by locals as the Juke Joint, and is located at 747 Jackson Street (Image 108). According to Locust Grove resident Donetta Brown, Tom Watkins owned this business, however, at the time it was not a juke joint but a barbershop. Tom Watkins was also the owner and driver of a bus that transported students to and from the Shoal Creek Baptist School.103

In a small town like Locust Grove, segregation might have been less visible than in the city, where there are more facilities to segregate. This perspective was shared by Mr. James Rosser, an African American man born in Locust Grove in 1943. He stated that there were indeed segregated shops and other facilities, but due to the neighborly character of the town, everybody treated him with respect. He worked at a construction company and mentioned he had never experienced problems with being contracted despite being African-American.104

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100 Rainer, Henry County Georgia: The Mother of Counties, 322-323.
102 Larry Adams, “Robertson’s Furniture Recipe for Success”. Wood and Wood Types. August 1, 1997
103 Donetta Brown interview.
104 James Rosser interview, Locust Grove, Georgia. February 18, 2014.
An African-American school was built next to Shoal Creek Baptist Church around 1954, for grades one through nine, it was called Shoal Creek School. The playground that entertained the children during recess is now the church’s parking lot.\(^{105}\) Today, the school is still in use and is known as Locust Grove Elementary School.

An earlier school, built in the 1930s as a Ronsewald School, also played a significant role in the history of African Americans in Locust Grove. Although it lies outside of the district, the historic Unity Grove School house still exists; it is located about three and a half miles northwest of the city, nestled in the woods at LeGuin Mill Road, in the southern part of Henry County. The two-room, wood-framed schoolhouse was built c. 1930s and was established as a Rosenwald School—an educational venue for African Americans in the late nineteenth and early twentieth century. The Rosenwald School building served to educate black students in Locust Grove from the early 1930s to approximately 1954. According to Henry County Schools, a Unity Grove School building was in existence since 1891, but was replaced by a Rosenwald School building several years later; however, the date of this event is unknown. Warren Holder, a lifelong Locust Grove resident believes that the school received support from nearby Unity Grove Church. He added that one of the most significant facts of the Unity Grove School is that James Weldon Johnson taught there but there is no definite date from the records for when this occurred. Johnson was an early pioneer for African Americans, a scholar, songwriter, politician, diplomat, author, educator and lawyer, and the first African-American to be admitted to the Florida bar after Reconstruction. James Weldon Johnson was a significant leader in the NAACP and his association with the Unity Grove School is a source of local pride.\(^{106}\)

In 1953, Locust Grove became part of the Georgia Power Better Homes Program. This program was started in 1944 and was the product of Charles A. Collier, who was at that time vice president in charge of sales of the Georgia Power company.\(^{107}\) He was concerned about the lack of industrial progress and run-down conditions of smaller towns in Georgia. He claimed there were two reasons for the malfunctioning of small towns. One was that the land had lost its fertility because of monotonous crop growing and the other was the lack of value adding through manufacturing in the small towns. His remedy was to improve the towns at a local level and clean them up in order to make them an attractive place to live.\(^{108}\) The program was so popular that by 1948, the company decided to turn it into a contest where a town could become a “champion.” In 1953, Locust Grove competed and was awarded a “Certificate of Achievement,” which had no further prize attached.\(^{109}\) The details of what Locust Grove achieved in 1953 to merit this recognition are unknown.

Another development that had a high impact on the commercial face of the town was the construction of Interstate 75, which opened October 15, 1969. In the 1950s, the Interstate program was started under President Eisenhower. This particular plan for I-75 was announced in 1962, and construction had finished seven years later.\(^{110}\) According to Robert Price, who became mayor in 2012, the interstate changed the face of Locust Grove.\(^{111}\) Because the town was now better accessible, it brought in more residents. In addition, the construction of the interstate caused a decrease in farmland that drove produce prices up. This catalyzed a change in the local economy, shifting from agriculture to commerce. This movement went hand in hand with the postwar deindustrialization, after which the national economy as a whole changed from a dependency on the primary and secondary sectors

\(^{105}\) Donetta Brown interview.

\(^{106}\) Robinson, “Historic School to be Studied For Preservation,” The Henry County Times.


\(^{108}\) Ibid.


\(^{110}\) Reaves, Historic Henry County. 33.

\(^{111}\) Robert Price interview, Locust Grove, Georgia. February 18, 2014.
(agriculture and industry) to tertiary sector dominance. The commercialization process had already
started in 1969, when the Interstate had attracted several roadside restaurants and hotels.112

As a response to this rapid development and change in economy, Mayor Charles P. McCarter set up a
“Comprehensive Community Sketch Plan” in 1973, discussing future growth and developing new
industries.113 Farmland in Henry County in general had dropped from 177,093 acres to 107,507
between the 1940s and 1960s and had often made way for the timber industry, with catered to the local
Robertson Furniture Company and the Penn Pulpwood Company in McDonough.114

Interestingly, the railroads that had made Locust Grove were now seen as a hindrance to further
growth. Concerns arose on the development of the Central Business district because it was bisected by
the railroad tracks. Furthermore, the report encouraged mixed-use development of commercial and
light industrial developments in the CBD.115

Due to this growth and increased attention, Locust Grove became aware of the importance of the
historic resources they had. In 1983, the municipality purchased the Locust Grove Institute, which had
served as a public elementary school since 1936. There were already small changes made to the
building in the 1950s. A one-story brick addition was made in 1951-1952 to the rear of the historic
school building for a lunchroom. At the same time, the main stairway was changed and fire escapes
were added. The octagonal cupola above the portico was struck by lightning in the 1970s and had to be
removed. In addition, the wood-framed windows were replaced by metal-framed ones.

After numerous renovations and the rehabilitation of the structure, the interior was modified to house
various city government offices, presently known as the Locust Grove Municipal Complex. The LGI
building was listed in the National Register of Historic Places on September 4, 1986. The diversity of
functions of the building during its existence, ranging from educational to religious and now civil,
made clear the local significance of the building. Substantial parts of the institute, such as the
auditorium, retain much of their historic character, allowing the structure to serve a vital role in the
interpretation of Locust Grove’s past (Image 20). As the timber industry waned and the Atlanta metropolitan area grew rapidly in the 1990s, Locust
Grove became a “bedroom community,” where the vast majority of its residents worked in or near
Atlanta.116 Like most towns on the periphery of the Atlanta metropolitan area, Locust Grove began to
experience suburban-scale development in the late 1990s that continued into the first decade of the 21st
century. The town boundaries grew more than 400% between 2000 and 2011: from 2.2 square miles to
nearly 11 square miles.117 Accordingly, the city’s population doubled in that same period; from only
2,322 in 2000 to nearly 5,657 in 2012. As a result, Locust Grove has begun a transition from a rural
bedroom community to an expanding suburban city. This also brought along an influx of younger
people.118 The growth of Locust Grove is welcomed by most of the residents, as the population growth
brings in more job opportunities and city improvements.119

112 Reaves, *Historic Henry County*, 33.
114 Ibid.
115 Ibid.
117 Ibid.
Locust Grove currently offers a growing selection of retail, dining, lodging, and business opportunities. An important step in expanding what the city could offer is the Tanger Outlet Mall, which also serves as the western boundary of the historic area of town. The mall is located in Locust Grove since 1994, which was then only the second outlet center opened by the company in the state. A first expansion to the outlet added 48,000 sq. feet of additional retail space and with recent expansion activity that began in 2011, it will continue to play an important role in attracting visitors and opening job opportunities.\footnote{Bonnie Hammock interview, Locust Grove, Georgia, February 18, 2014}

SECTION 4

SIGNIFICANCE

A. Areas of Significance

Architecture
Commerce
Community planning and development

B. Statements of Significance

Period of Significance:

1875 (earliest extant residential property) - 1966

Significant Dates:

1882: Railroad tracks completed between Rome and Macon
1883: Locust Grove indicated as stop on Eastern TN, VA & GA Railway route
1893: Town of Locust Grove incorporated
1894: Locust Grove Institute opens its doors to students

Statement of significance (areas of significance):

The Locust Grove Historic District is significant under Criteria A and C at the local level in the areas of architecture, commerce, and community planning and development. The district is significant in the area of architecture for its collection of historic commercial, residential, industrial, and community landmark buildings representing several architectural styles and building types popular in Georgia from the mid-nineteenth to the mid-twentieth century. The district is significant in the area of commerce because its downtown business district was a primary location for the buying, selling, and transportation of goods and services for the city of Locust Grove and surrounding communities. Locust Grove developed as a trade area in between the Henry County seat of McDonough and the Butts County seat of Jackson. The Locust Grove Historic District is significant in the area of community planning and development for its intact town plan. The district includes the community’s historic commercial, residential, industrial, and community landmark buildings and structures as they developed from the 1870s through the late 1960s. Locust Grove maintains integrity as a small suburban community in north Georgia, approximately 36 miles southeast of Atlanta.

The district is significant in the area of architecture for its collection of historic commercial, residential, and community landmark buildings representing several architectural styles and building types popular in Georgia from the mid-nineteenth century to the mid-twentieth century. Significant architectural styles represented by the residential resources within the district include Queen Anne, Folk Victorian, Craftsman, International (former U.S. post office building, now privately owned), and single- and multi-story Commercial. Most residential properties have no academic style but can be identified by type. House types well represented within the district include hall-parlor, gabled wing cottage, pyramid cottage, Queen Anne cottage, New South cottage, bungalow, American small house, ranch house, Queen Anne house, and gabled wing house. Also within the district is an intact single pen. These architectural styles and house types have been identified as important in the
architecture of Georgia in *Georgia’s Living Places: Historic Houses in Their Landscaped Settings*, a statewide context.

Commercial buildings in the historic core include many freestanding and attached single-story structures and one multi-story structure with characteristic features such as large glass windows, recessed entrances, brick corbeling decoration, and mostly brick construction materials with stone, metal, and wood details. Single-story commercial buildings are Locust Grove’s most character-defining element, with one large two-story building in the center of the business district, built in 1906. Most of the single-story buildings were constructed between 1900 and 1930, some with Italianate detail. On the east side of the railroad tracks is a unique wood frame gable commercial building with a large parapeted front gable to display signage. Built around 1890-1930, it is the only one of its kind in Locust Grove, believed to be important as a gathering place for the African American community.

The Locust Grove Historic District also contains architecturally significant community landmark buildings including Locust Grove Institute (listed on the National Register in 1986), First Baptist Church of Locust Grove (constructed in 1916), and Shoal Creek Baptist Church (constructed in 1963). The former U.S. post office at 3918 Highway 42 was constructed in 1963 and is Locust Grove’s only commercial building in the International style. A former cotton warehouse constructed in 1912 and located at 3940 Highway 42, is a good example of a typical industrial structure built during the early twentieth century.

The district is significant in the area of commerce because its downtown business district was a primary location for the buying and selling of goods and services for the city of Locust Grove and surrounding unincorporated communities. Due to its prominent location along the Eastern Tennessee, Virginia & Georgia Railroad, Locust Grove thrived as locals and residents from less commercialized areas came to town to stock up on goods from downtown merchants. Locust Grove’s downtown still sees a variety of commerce today with its shops, pharmacy, restaurant, and professional offices. The intact historic commercial buildings are representative of all types of commerce that contributed to the town’s economy throughout its history.

Starting in the 1880s, new railroad construction throughout Henry County and a major investment in the cultivation of cotton brought the area back to life after decades of stagnation following the Civil War. Shortly after the area known as Locust Grove became a stop on the railroad, the growing community became a major rail distribution point for cotton, peaches, and other farm products. Raw cotton was shipped to Locust Grove, where it would be processed by at a local cotton gin and be shipped out to be used for fabrics and other dry goods. The warehouse containing this cotton gin is still standing to this day. Peaches and pecans grown by local Locust Grove farmers were packaged and shipped out on the railroad, and several peach and pecan orchards remain today within the district.

The Locust Grove Historic District is significant in the area of community planning and development for its intact town plan. The plan is a good example of one of the major types defined by Darlene Roth in her statewide context *Georgia Community Development and Morphology of Community Types* (1989). Locust Grove fits the description of a "railroad strip" town where the tracks run through the middle of town and the main street and associated commercial development parallels the tracks and is oriented toward them. According to Roth, this is the most common form of railroad town found in Georgia. Locust Grove experienced its initial growth from the railroad, followed by a steady outward expansion. Within the historic district, Locust Grove has retained the core of the basic street pattern laid out originally. Locust Grove’s early main street runs parallel to the railroad with commercial development on the east side of the railroad. Locust Grove was founded with the development of the Eastern Tennessee, Virginia & Georgia Railroad from Rome to Macon through Atlanta. Locust Grove was situated on an important transportation route for hauling freight between these cities and beyond,
making the railroad vital to Locust Grove’s agriculture-based economy.

**National Register Criteria:**

The Locust Grove Historic District is eligible for listing in the National Register of Historic Places under **Criterion A** at the local level of significance in the areas of commerce and community planning & development for its role as a rail distribution center for farm products in Henry County.

The Locust Grove Historic District is eligible for listing under **Criterion C** at the local level of significance in the area of architecture for its intact collection of historic commercial, residential, industrial, and community landmark buildings constructed from the 1870s through the mid-1960s.

**Period of significance (justification):**

The period of significance for the Locust Grove Historic District begins in 1875 to include the earliest extant residential property in the city, the farmhouse on the Gardner Farm at 3182 Highway 42. Locust Grove developed as a “railroad strip” community and a distribution point of farm products in Henry County, operating in this manner for several years before it was officially incorporated as a town in 1893. The end of the period of significance is 1966, which marked a decline in agriculture in the area, as well as a point at which the community changed due to the construction and completion of Interstate 75 in 1969.

**Contributing/Non-contributing resources (explanation, if necessary):**

The majority of the properties in the Locust Grove Historic District are contributing and maintain historic integrity. Resources considered to be non-contributing to the district either were built outside the period of significance or were considerably altered.

There are 184 contributing resources, mostly residential and commercial, including 2 sites and 1 structure. The contributing sites include 2 cemeteries: Shoal Creek Baptist Church Cemetery and Locust Grove City Cemetery. The railroad line is the 1 contributing structure. There are 73 non-contributing resources.

**C. Exceptions**

N/A
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