

PRIVATE MANAGEMENT OF CULTURAL LANDSCAPES: CHALLENGES AT LAKE  
WINFIELD SCOTT RECREATION AREA

by

MARY C. SCALES ENGLISH

(Under the Direction of Eric A. MacDonald)

ABSTRACT

Lake Winfield Scott Recreation Area was constructed by the Civilian Conservation Corps between 1935 and 1942. This thesis evaluates the developmental history, the importance of constructed features as they relate to the natural environment, and highlights the role of private management at this federally-owned recreation site. Analysis considers the potential costs and benefits of the private-public management model, known as a concession or special-use agreement, to determine the efficacy of such management when preserving and conserving cultural landscapes. Ultimately, the goal of this thesis is to provide a substantive analysis of cultural landscape management of sites like Lake Winfield Scott. Through the private-public concessionaire model of management, this cultural landscape has persisted for nearly 80 years. As the political climate surrounding public lands continues to shift, perhaps alterations to the management structure of public lands is in order.

INDEX WORDS: Civilian Conservation Corps, New Deal, cultural landscape, privatization, Forest Service, recreation, concession-based management, historic preservation, conservation

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MARY C. SCALES ENGLISH

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MARY C. SCALES ENGLISH

Major Professor:	Eric A. MacDonald
Committee:	Cari L. Goetcheus
	Rebecca E. Bruce-Vaughers
	Robert J. Speakman

Electronic Version Approved:

Suzanne Barbour  
Dean of the Graduate School  
The University of Georgia  
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## DEDICATION

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## CHAPTER 1

### INTRODUCTION

Lake Winfield Scott Recreation Area, located within the Chattahoochee National Forest in Union County, Georgia, is a cultural landscape constructed during the New Deal Era (1933-1942). This thesis will discuss the occupational history of the site, the current conditions of natural and cultural resources, and provide an assessment of management practices applied to the cultural landscape since the park opened in 1938. While the United States Forest Service has managed this site in the past, the implementation of a concession-based model of management is currently being utilized. The effectiveness of this management structure will be evaluated to determine its usefulness at complex recreation sites such as Lake Winfield Scott. Analysis considers the potential costs and benefits of a concessionaire-based management model through a lens grounded in preservation and conservation of historic cultural landscapes.

#### Historical Context

##### *New Deal Recreation Areas in US National Forests: History and Preservation Concerns*

During the New Deal Era, the creation of new recreation space became a key focus of programs implemented to put unemployed Americans back to work during the Great Depression. Construction of recreation sites began prior to the rise of widespread programmatic initiatives during the New Deal, but homogenous design was implemented throughout the nation in national parks, national forests, and state parks. Federal programs such as the Civilian Conservation Corps (CCC) and Works Progress Administration (WPA) were tasked with the construction of

these designed landscapes. During this time, landscape architects employed through the National Park Service were assigned to specific regions and forests throughout North America. Each design fit the needs of a specific site based on topography, surrounding environment, and readily available native materials for construction. These sites served a greater call from the Franklin D. Roosevelt presidency to get Americans outdoors.

Through the creation of recreation spaces throughout the United States, Roosevelt's goal of getting Americans back into nature became a reality. National Forest recreation sites are traditionally situated in areas considered rural and/or remote. Despite the increased urbanization of much of North America, national forest recreation sites remained "off the beaten path" in many respects. Leaving the urban center and getting back to nature in these recreational areas was one focus of NPS and Forest Service creating recreation areas. Other justifications are associated with putting unemployed Americans back to work during the Great Depression, and working toward goals of landscape conservation during the New Deal. Most recreation areas can be identified by their amenities which include: trails, water features (lakes or streams), structures and/or buildings for group or day-use, and spatial organization that fits with the surrounding natural landscape. Landscape features are maintained for public use unless safety or hazards are a concern. Built features range from small picnic tables and fire pits to larger pavilions constructed of locally sourced stone and timber.

Under the criteria for listing on the National Register of Historic Places, the construction of these recreation areas during the New Deal Era qualifies them for consideration under the National Historic Preservation Act of 1966. Under these guidelines, cultural landscapes like Lake Winfield Scott Recreation Area may be considered for listing to the National Register of Historic Places. Evaluation of the significance, e.g. exemplary design and construction, connection to an

important historical person, and integrity (does the historical landscape maintain its character, materials, or organization) are integral parts of seeking listing in the National Register of Historic Places (NRHP). Contemporaneous examples of similar cultural landscapes that have been listed in the NRHP include Oconee State Park Historic District and Table Rock State Park Historic District located in northwest South Carolina. These two recreation sites were constructed with local labor through the Civilian Conservation Corps (CCC) program with native materials, as specified by the superintendents who oversaw the implementation of design. Closer to Lake Winfield Scott, Hard Labor Creek State Park and Vogel State Park are also discussed in Chapters 2 and 5.

One area of thought concerning why recreation cultural landscapes are not widely known, may be connected to preservation initiatives and challenges. As with all natural and cultural resources, preservation and conservation challenges are directly associated with maintenance and management. Dependent upon the climatic changes, wood and stone degrade at various rates and can cause significant failure to resources. Regions with higher precipitation averages experience issues of rot and deterioration due to the infiltration of water into the constructed materials. Sites located in more arid climates are likely to experience ultraviolet degradation. Additional concerns arise with the number and duration of visitor-use days. Preservation and conservation challenges are not universal across North America. It can be suggested that successful management of cultural landscapes are dependent upon the creation of site-specific plans of action.

At Lake Winfield Scott, and within the national forests, the use of concession-based management, or as a means of managing cultural landscapes, has experienced success and failure. Since 1950, the use of concessionaire-based management has been implemented at

recreation spaces throughout the national parks and national forests. Concessionaires, third-party companies, lease the rights to manage and operate profit-making amenities on federal lands. This permitting process is authorized under the Granger-Thye Act of 1950, and allows the creation of contractual agreements to manage public lands and recreational infrastructure. Not all concessionaires are appropriately equipped or trained to maintain natural and cultural resources in a manner that fits within the guidelines, policies, and law applicable to federally-owned lands and recreational facilities. This failure to standardize preservation and conservation policy with concessionaire-based management carries the potential to exacerbate existing problems with historical cultural landscape management.

#### *Cultural Landscape Preservation at Lake Winfield Scott*

Prior to the creation of the Lake Winfield Scott Recreation Area, local families farmed the mountainous land and utilized its natural resources. Constructed during the New Deal Era, Lake Winfield Scott Recreation Area is located in a rural town, Suches, comprised of nearly 900 year-round residents in Union County, Georgia (Fig. 1.1). Through CCC labor provided from Camp Woody (FS-1 Battalion 1404), Lake Winfield Scott has served the region as a recreation space for the public since 1938. The constructed stone and earthen dam created an 18-acre lake. Surrounding the lake, three day-use shelters, a bathhouse, and numerous picnic and camping pads were available for use by the public at nominal fee rates. Following the loss of many workers to World War II, it was not until 1942 that Lake Winfield Scott was fully completed and open for year-round access by the public.

Situated at the base of Slaughter and Blood Mountains, the natural landscape provided for the creation of a recreational area as were often utilized by New Deal era programming under the Department of Agriculture. Terraced ridges constructed by the CCC created spaces upon which

the rough-cut stone and timber structures were situated (Fig. 1.2). Three mountain-fed streams drain into the lake and create a natural habitat for numerous species of regional flora and fauna. Of the original structures created, only the bathhouse, a single rehabilitated day-use shelter, the dam, stone terraces, and picnic and camping pads remain.



Figure 1.1. *Located in North Georgia, Union County resides in the Southern Appalachian Region of the Blue Ridge Mountain range. The orange inset rectangle shows the general location of Lake Winfield Scott Recreation Area within Union County. (Map source, ESRI online mapping software, created by M. Scales English.)*

These features serve to exemplify the significance and integrity of this cultural landscape, and remain the central focus of this thesis. In addition, a large pavilion was constructed between 1955 and 1960 by a concessionaire, and will be considered as well. Weekend visitors and summer residents for social gatherings utilized the pavilion regularly until the mid-1990s. Although not constructed within the same period of development, this pavilion fits with the character of construction typical of recreation sites in national forests.





Figure 1.2. *Ground-level view looking south at the base of terrace one within the swimming area beach. The third terrace is located to the left, above terrace 2 and is not visually present in this photograph. (Photo source, M. Scales English.)*

Lake Winfield Scott maintains its historic character and exemplifies New Deal era design despite some features destroyed or removed over time. Extant natural and cultural resources that contribute to the significance of this cultural landscape have been well managed over time. Inherent challenges associated with climatic changes of the region, as well as threats of overuse without stewardship, and management mishaps by both the USFS and concessionaires contribute to the challenges of future land uses. Seasonal variation in temperature, precipitation, and visitor-use days dictate the degree of management necessary to meet the needs of the public and maintain the historical resources across the site. If climatic changes impact the number of visitors, either increasing or decreasing, managers adjust maintenance schedules appropriately. This approach has served the site well in recent years, but there have been significant set-backs to the operability of the site – specifically between 1960 and 1973. During that period, neglectful actions toward sanitation systems, including sewer and septic lines, resulted in the park being

closed. Despite these management challenges, and since 2009, the cultural landscape of Lake Winfield Scott Recreation Area has been returned to a level of consistent management and operability for this study and for consideration in listing in the NRHP.

As mentioned in the previous section, authorization to permit concessionaire management of this recreation space was bestowed under the Granger-Thye Act of 1950. Lake Winfield Scott Recreation Area was managed by the USFS from 1933 to 1955. From 1955 to 1973, a private company, Jones, Akins, & Smith, Inc. (JAS), managed the site through a concessionaire special-use permit. Early termination of their thirty-year lease was necessary because the sanitary infrastructure of the recreation area was neglected and began to fail. Sanitation issues not only created safety hazards for the natural environment, but the built environment experienced degradation because of widespread neglect to park resources. Lake Winfield Scott Recreation Area was closed from 1973 to 1975 for an extensive overhaul of sanitation systems and park infrastructure. Management returned to the hands of the USFS until the early 2000s when concessionaires were once again able to apply for special-use permits. Currently, the Cradle of Forestry in America Interpretation Association (CFAIA) holds a five-year special-use permit for the management of natural and cultural resources at Lake Winfield Scott. Early problems like those associated with the JAS management of Lake Winfield Scott Recreation Area are a continued concern when concession-based management is implemented at cultural landscapes. Lack of adherence to policies and practices outlined by the USFS, coupled with environmental challenges, and non-professionalized management may result in the loss of this cultural landscape as a source for public recreation.

## Research Questions

Cultural landscapes are inherently difficult to manage because of their duality by existing both as natural and built environments. Thus, an integrative approach to cultural landscape management must be adopted to secure prehistoric, historic, and natural resources. This thesis addresses, *how and why this place is important, how the cultural landscape has changed over time because of management practices, and what future management and preservation actions (federal or concession-based) can be taken to ensure this recreation landscape remains available for generations to come.* It is the goal of this thesis to evaluate the effectiveness of concessionaire management at Lake Winfield Scott by answering the questions above. Further, the conclusions of this research will inform professional practice in landscape management within and beyond the United States Forest Service, and highlight the importance of preserving cultural resources for public engagement, stewardship, and policy management.

To address the usefulness of concessionaires in managing this cultural landscape, the history of the landscape as well as its significance will be analyzed to support considerations of significance and integrity under the NHPA and its guidelines. This will aid in the evaluation of USFS and concessionaire management practices, and will directly relate to the challenges of preservation and conservation since the management has changed over time.

Current preservation initiatives began in 2009 with the rehabilitation of the bathhouse and the creation of new infrastructure, as required by the Civil Rights Acts of 1957 and 1960, and the Americans with Disabilities Act (ADA) of 1990. Access to all remaining facilities were made available during this time, and rehabilitation to the standing day-use shelter was also conducted. As part of on-going efforts by the USFS to interpret this historic cultural landscape, plaques were added at the entrance to the stairs descending from the parking lot and at the bathhouse.

Information about the construction of the park by CCC labor is the focus, but a brief history includes prior land uses and how the landscape was shaped during the New Deal era. Since 2009, efforts to maintain the rehabilitated structures and other cultural resources across the landscape have facilitated future preservation and conservation work.

### Methods and Sources

This thesis presents a broad application of methods including landscape analysis, archival research, and a practical approach to managing complex historic cultural landscapes. Lake Winfield Scott was selected as a New Deal recreation landscape case study because it exhibits the following attributes that qualify it as a suitable site: (1) it is a good example of public-private management partnerships, (2) information, data, and access to the site are readily available, and (3) the historic significance of Lake Winfield Scott is connected to understanding the application of this management model where preservation and conservation are goals. This multi-modal case study approach will employ review of literature, the use of interviews with past and current managers, both private (cessionaires) and public (USFS employees), analysis of field observations, and the synthesis of compiled archival data. Past concessionaires and current managers have established a thorough record of site history, recreation amenities, and management summaries, as well as maintaining thorough records of preservation and conservation efforts. These data will be used in conjunction with field survey based on cultural landscape reporting standards to illustrate and evaluate the use of concessionaires in management of recreation cultural landscapes.

### Review of Secondary Literature

Within this case study, three foundational bodies of literature have been considered: (1) cultural landscape preservation; (2) development of New Deal recreation areas, their design,

construction, and legacy; and (3) USFS management of recreation areas, specifically evaluating the concessionaire-based model of management. These categories of literature were researched in order to identify key knowledge and concepts that contribute to understanding Lake Winfield Scott Recreation Area and its historical context. Cultural landscape thought provides an understanding of landscape diversity, concepts of place and identity, and how the discipline has evolved over time. Survey conducted in this thesis followed modern standards and guidelines, presented in the literature collected and analyzed in this chapter. New Deal literature is broadly applied to this case study to show regional and national trends of resource construction, as well as the implementation of standardized design and construction. The historical evolution and application of concessionaire management, and the subsequent relationships forged through public-private partnerships, are specifically relevant to Lake Winfield Scott Recreation Area.

### Archival Research

Evaluation of archival photographs and documents was utilized to observe documented changes at the study site. Newspaper clippings, special-use-permits, and agency letters were analyzed for specific information relating to the operations and problems that arose at Lake Winfield Scott in the past. The Blue Ridge Ranger District's office, located in Blairsville, GA houses numerous boxes and folders containing information directly related to Lake Winfield Scott dating back to its date of construction. Their collection includes information and documents retained by the district ranger since 1938, as well as a full history and summation of concessionaire leases. Photographs showing the physical changes at the site were also available for study in the district office. Within the collections of the National Archives and Records Administration in Morrow, Georgia and College Park, Maryland, design and construction specifications were available for comparison as well. Collections associated with CCC structures

and sites like Lake Winfield Scott are located within records associated with both the National Park Service (Records Group 79.4.2 and 79.4.5) and the United States Forest Service (Records Group 95.4.7 and 95.9.8). These data were used to confirm my assumptions that similar designs among regional recreation areas were likely made through standardized design guidelines. This was later confirmed by the evaluation of literature associated with New Deal era recreation structures. Further, this compiled research was utilized to produce Period Plans – plans showing spatial organization of the Lake Winfield Scott Recreation Area at three time periods – 1933 to 1955 and 1955-1973.<sup>1</sup>

### Cultural Landscape Documentation

Documentation practices implemented at the site were based on Part I, section b of the *Guide to Cultural Landscape Reports*.<sup>2</sup> From July 2<sup>nd</sup> to July 8<sup>th</sup>, 2016, the author conducted a walking survey of known resources located at Lake Winfield Scott Recreation Area. Prior to visiting the site, light detection and radar (LiDAR) was processed to identify potential areas of interest. Air-based LiDAR utilizes laser scans of the Earth's surfaces to create points of information associated with features across a landscape. Trees, houses, and underlying features that have been removed from the landscape are sometimes visible when these data are processed appropriately.<sup>3</sup> During the survey, the lake's water level had dropped dramatically due to a faulty drain. Thus, resources typically submerged in the lake became visible. Photographs and reference points, associated with cultural landscape resources and features, were taken with a global positioning system (GPS). Further, the collected survey data was completed for evaluation

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<sup>1</sup> Robert R. Page, Cathy A. Gilbert, and Susan A. Dolan, *Guide to Cultural Landscape Reports*, Department of the Interior, (Washington, DC 1996), 54.

<sup>2</sup> Page et al, *Guide*, 56.

<sup>3</sup> "Lidar Explained," *In The Scan: LiDAR News*, (2015), accessed on November 5, 2016, <http://blog.lidarnews.com/lidar-explained/>.

and working with interviewees. Over the course of four weekends in September, October, and November 2016, additional GPS locations and photographic documentation of resources previously undetectable when foliage was especially dense were also gathered. Each day of survey produced data, e.g. buildings and structures, vegetation, remnant features of removed or destroyed resources, and viewsheds, for completing an existing conditions map using geographic information system (GIS) and Adobe CC Suite renderings. In October, documentation of submerged resources were compiled and added to the growing list of cultural resources spread across the site. The discovery of two 1940s-era boats was added to the list of cultural resources extant to the recreation area.

### Interviews

Interviews were conducted with past and current managers within the United States Forest Service. Interviews with the earliest rangers, still living, to have interacted and actively participated in management, would undoubtedly provide information undocumented in the institutional memory of the USFS. Interview questions focus on management challenges associated specifically with Lake Winfield Scott Recreation Area, as well as the implementation of concessionaire-management at similar sites. Following approval from the Institutional Review Board (IRB) at the University of Georgia, the first set of walking interviews were conducted with two retired USFS rangers on September 15, 2016 at Lake Winfield Scott. Initially, the intent was to interview at least eight to ten individuals between the two managing agencies. No formal interview was conducted with the Cradle of Forestry due to the limited duration of their stay at Lake Winfield Scott, but six current or retired forest rangers were interviewed in total. In addition to two retirees, four active rangers were also interviewed. Both retired rangers have a long history with both utilizing and managing this cultural landscape since the 1950s. The

current rangers operating out of the Blue Ridge Ranger District Office, specialize in areas associated with programming, recreation area management, archaeology, and special-use permitting.

Discrepancies arose between early accounts of concessionaire management practices and justification for moving away from special-use permits from 1975 to the early 2000s. Retired Rangers 1 and 2 corroborated numerous known locations of resources no longer on the site, and addressed the movement away from concession-based management in 1973. Two areas of the site were identified by the retired rangers: (1) a group camping site that also served as a baseball and activity field was visited, photographed, and GPS located, and (2) a full description of a little-known New Deal era care-takers cabin was also revealed. There are no photographs or USFS documents that discuss this resource. However, investigation of United States Geologic Survey quadrangle maps from 1935 and 1938 show this cabin in their suggested location. This resource was subsequently added to the 1933 to 1955 Period Plan and list of resources located within the site. Four additional interviews were utilized to support or challenge conclusions drawn from other data sources. The specifics of these interviews will be addressed in Chapter 6, but budgetary challenges, infrastructure issues, and programming changes directly influence the management style utilized at sites like Lake Winfield Scott Recreation Area. Lastly, interviews were used to better understand attitudes regarding the importance of Lake Winfield Scott Recreation Area as a recreation area and cultural landscape.

## Synopsis

### *Chapter 2 – Literature Review*

Chapter 2 reviews literature concerning cultural landscapes, specifically Lake Winfield Scott, how it has changed over time, and the management practices by the USFS and



concessionaires. Studies of American cultural landscapes began during the nineteenth century. Growth of the discipline rose rapidly in the geography community throughout much of the 1930s and 1940s. The 1960s and 1970s brought increased attention to the cultural landscape community and resulted in significant work including Lowenthal.<sup>4</sup> The application of cultural landscape thought to cultural resources and their preservation came to the forefront during the 1980s and sustained notoriety throughout the 1990s.<sup>5</sup> Rapid growth is perhaps most indirectly related to the passing of numerous cultural resource laws that dictate the actions of federal and state agencies regarding the responsibility and actions to be taken concerning prehistoric and historic resources.<sup>6</sup> Whatever the catalyst, the decades that followed the passing of the National Historic Preservation Act and the Archaeological Resources Protection Act produced substantial data for thousands of cultural landscapes and their importance to understanding human activity. The study of cultural landscapes, apart from often being solely focused on the built or extant environment, provides an insight into human culture, as a broad expression of values and practice.<sup>7</sup>

One cannot speak about Lake Winfield Scott without discussing the development of New Deal recreation spaces as a process in the changing ideology of the 1930s and 1940s. New Deal era recreation landscape design guidelines play a significant role in understanding the development history and pattern of resources at sites like Lake Winfield Scott Recreation Area.

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<sup>4</sup> David Lowenthal, "Age and Artifact: Dilemmas of Appreciation," in *The Interpretation of Ordinary Landscapes*, ed. D.W. Meinig, (New York: Oxford University Press, 1979).

<sup>5</sup> U.S. Department of Interior, National Park Service, *Cultural Landscapes: Rural Historic Districts in the National Park System*, by Robert Z. Melnick, Daniel Spoon, and Emma Jane Saxe, National Park Service, Park Historic Architecture Division, (Washington, DC, 1984).

<sup>6</sup> National Park Service, *Federal Historic Preservation Laws, Regulations, and Orders*, U.S. Department of the Interior, (Washington, DC 2017), Accessed on October 15, 2016, <https://www.nps.gov/subjects/historicpreservation/laws.htm>

<sup>7</sup> Amanda Rees, "Cultural Landscape Preservation and Federal Land Management: The Forest Service as Case Study," (MA thesis, University of Wyoming, 1992), 2.

Literature associated with the design, implementation, and maintenance of recreation structures under the auspices of the NPS and USFS inform the narrative of cultural landscape changes. There is more to the historic narrative regarding where Lake Winfield Scott is located than simply the New Deal designed landscape. Manifestations of social and economic ideological shifts can be inferred by studying the seminal works of New Deal scholars.

Additional review of the trends and shifts in development during this period will be used to highlight how and why Lake Winfield Scott was created, why it is situated in a rural community, and its role in understanding broad changes during a time of great economic and sociological struggle. Characteristics of New Deal recreational sites will be discussed as well, and will connect those broad patterns of construction to this site. Lake Winfield Scott, despite its remote location, has provided outdoor recreation opportunities since 1938. It is an important place within the community and for those that often travel annually to part-take in camping, swimming, fishing, hiking, and picnicking at 80-year old facilities.

Furthermore, the management model at Lake Winfield Scott will also be addressed in Chapter 2. Concessionaire management is not a new concept within the National Forests. For some years, the use of private companies to manage and conduct day-to-day operations at recreation areas has shown both positive and negative effects. This section will present literature, although limited, concerning the effectiveness of concessionaire-based management at cultural landscapes and recreation areas within the National Forest. Concessionaire management is, much like the cultural landscape itself, a complex concept, and often exists in a type of duality. This model inherently creates a public-private partnership driven by economic interest. Cultural landscapes are diverse and require a non-traditional approach to management. As you will see, not everyone feels that public-private management arrangements are good or necessary in the

National Forest. However, based on the limited availability of data, nothing could be further from the truth, at least at Lake Winfield Scott.

### *Chapter 3 – Narrative History*

This chapter details the acquisition of nearly 300 acres of land in the early twentieth century by the United States Forest Service, and the subsequent development and construction of Lake Winfield Scott Recreation Area by the Civilian Conservation Corps. In addition to the historic built environment, this chapter will address the prehistoric occupation likely to have occurred at the site and region prior to 1550 A.D.. Further, land-uses and the evolution of this complex cultural landscape from the 1930s to 1970s will reveal the expression of social changes across the region and trends across the nation. This evolution and creation of the current conditions of Lake Winfield Scott are directly connected with the remote location of the park, economic factors in the early 1930s that drove public works projects, and the widespread creation of public recreation spaces throughout much of the United States under Franklin D. Roosevelt. Although this chapter will focus on the historical development of Lake Winfield Scott, it is necessary to evaluate regional and national trends in the creation of recreation sites.

This comprehensive narrative history will specifically address the historic physical characteristics, attributes, features, and materials that contribute to the significance of this cultural landscape, including New Deal Era and JAS era resources. Also, this chapter will utilize period plans, created to illustrate the spatial organization of the landscape and its changes through time. This chapter aims to provide a clear picture of comparison with the existing conditions when evaluating the historical integrity of the cultural landscape in Chapter 5.

#### *Chapter 4 – Existing Conditions and Resource Survey*

Extant features of the Lake Winfield Scott Recreation Area are presented in this chapter. Building upon the information gathered during documentation of existing conditions, cultural resources across the landscape will be discussed. Reference to archaeological components submerged beneath the lake, and those seasonally visible across the landscape will be presented as well. In addition to defining the site boundary, this chapter includes land use practices, vegetation, circulation, and structures – all portions of the *Cultural Landscape Reporting* guidelines. Accessibility to amenities across the landscape and areas of management will also be addressed. This chapter will also include an existing conditions map for the preparation of a comparative analysis in Chapter 5. Lastly, a condition assessment of the contributing resources will be outlined briefly as they relate to the period of significance and associated integrity.

#### *Chapter 5 – Analysis*

The USFS has determined Lake Winfield Scott Recreation Area to be eligible for nomination to the National Register. A goal of this thesis is to present information necessary to complete a national register assessment for submission to the National Register of Historic Places listings. Chapter 5 is a comparative analysis of known historic resources outlined in Chapter 3 and extant features described in Chapter 4. Further, this analysis will outline significance and integrity of extant resources and provide justification for listing in the National Register of Historic Places. Chapter 5 will address the character defining features present at the site and determine their integrity, as well as conclude with a statement of significance that includes management zones to be defined within this chapter. Although resources are evaluated independently of one another, they are also evaluated in total as a cultural landscape. This

analysis of significance and integrity, and the delineation of management zones, may aid in the long-term management, as well as preservation and conservation of Lake Winfield Scott.

### *Chapter 6 – Management Evaluation*

For a large portion of its history, Lake Winfield Scott Recreation Area has been managed and operated by a concessionaire. This chapter addresses the use of concessionaire-based management, challenges and successes associated with this approach, and the future application of this model to cultural landscapes. Early concessionaires such as JAS, created an extensive built environment and added amenities to the cultural landscape. Unfortunately, neglected infrastructure created biohazards for natural resources, together with degradation of constructed features, resulting in closure of the park for nearly two years beginning in 1973. During the closure, USFS worked to restore the lake and surrounding sewer systems to optimal operability such that neglected systems no longer posed an issue to public safety. Between 1975 and 2002, the use of volunteer labor, funded by grants through the Department of Agriculture and in conjunction with the USFS, Lake Winfield Scott saw increased visitation and lowered incidents of neglect. Defunding of these volunteer programs resulted in a return to concessionaire-based management at Lake Winfield Scott early in the 21<sup>st</sup> century. Current management practices include the exclusive management of natural and cultural resources by the Cradle of Forestry, a private business. USFS responsibilities include overseeing initiatives carried-out by the concessionaire and ensuring the integrity of this historic cultural landscape is maintained. Although the use of concessionaires is not a ubiquitous practice in the management of recreation areas throughout the Chattahoochee National Forest, this chapter evaluates and presents a case in support of this model.

Based on the synthesis of management over time, an analysis of management practices in relation to extant resources is presented in Chapter 6. Discussion of laws, policies, regulations, and functional requirements will be outlined as they apply to Lake Winfield Scott Recreation Area as Federal landscapes. Safety, hazardous materials, and programmatic accessibility is also addressed in this chapter and will aid in the determination of the overall effectiveness of the concessionaire model of management in maintaining the significance and integrity of Lake Winfield Scott's historic landscape resources.

### *Chapter 7 – Conclusions and Recommendations*

Much of this chapter focuses on summarizing the results of the above-mentioned analysis of Lake Winfield Scott Recreation Area. In addition to presenting this synthesis, Chapter 7 addresses the application of preservation and conservation practices that have been implemented at Lake Winfield Scott by the USFS and its concessionaires. Further, by applying preservation and conservation principles to cultural landscapes, just as they are applied to buildings and structures, the future of historic cultural landscapes can be assured. Necessary management and planning is required for the long-term use of these cultural landscapes. This section will further highlight the policies and management structures (concessionaires) utilized at Lake Winfield Scott that ensures the protection and accessibility of the historic landscape.

Recreation areas like Lake Winfield Scott may benefit from the concession-based model of management. This chapter will also identify attributes that may qualify or identify other historic recreation landscapes to be managed in a similar manner. Future work at Lake Winfield Scott Recreation Area should focus on developing and interpreting prehistoric resources, continued management of natural and cultural resources dating back to the 1930s, and engaging with the public in a manner that fosters stewardship. Ultimately, this complex historic cultural

landscapes is susceptible to over-use and mismanagement; outlining and planning for future needs and management will lead to successfully securing its role as an historic public landscape. It must be acknowledged, however, that laws, policies, guidelines, and practice do not always function in tandem.

## CHAPTER 2

### LITERATURE REVIEW

Within this chapter, there are three bodies of literature utilized to connect investigation, evaluation, and conclusions. These bodies of literature are outlined and discussed in relation to the development of this thesis. They are used to address questions concerning the study site and its role in understanding preservation and conservation of recreation landscapes. Section one addresses the development of cultural landscape theory and application of principles throughout time. A second section focuses on the design and creation of New Deal recreation landscapes, and mechanisms at work during that time which facilitated a shift in social and political ideologies. Section three reviews literature about management practices and the implementation of cultural landscape preservation in the United States National Forest, including the concession-based management model as authorized by the Granger-Thye Act of 1950. When I began evaluating the bodies of literature concerning historic recreation cultural landscapes within the national forests, I was surprised to discover that although these resources have persisted for decades, there is no substantial research regarding the use of concessionaire-based management in the preservation and conservation of cultural resources/landscapes. Aside from the literature addressed thus far, additional work is focused on the use of concessionaires in offsetting the cost of maintenance and ensuring recreation area access for public use.

Further, this thesis does not seek to define ‘cultural landscape’ in a new manner, but instead will utilize the definition provided by the National Park Service: “a geographic area, including both cultural and natural resources..., associated with a historic event, activity, or



person or exhibiting other cultural or aesthetic values.”<sup>8</sup> In addition, I will utilize extensive literature to highlight the complexities associated with cultural landscapes such as Lake Winfield Scott Recreation Area and its various characteristics and features. A broad review of this literature will aid in the development of subsequent chapters and related questions concerning how and why Lake Winfield Scott Recreation Area is important, how the cultural landscape has changed over time because of management practices, and what role concession-based management may have in future preservation and conservation efforts.

### Section One – Cultural Landscapes and the Literature that Supports Them

Cultural landscapes such as Lake Winfield Scott Recreation Area are examples of human activity within the natural environment. Beginning in the nineteenth century, geographers studied and produced literature concerning cultural landscapes, their meanings and role in understanding the interactions between humans and the natural environment were central concepts in early writings. Sauer suggested this interaction is a manifestation of culture.<sup>9</sup> Bryan perpetuated the notion of cultural manifestation and further argued that modifications to the natural environment were objects of expression and the results of expression were cultural landscapes.<sup>10</sup> Sauer further suggests that changes and human interactions are associated with points in time, and can give rise to the concept of ‘periods.’<sup>11</sup> This notion is especially helpful when we begin thinking of periods of significance in subsequent chapters. Additional literature central to the duality of cultural and natural intersections arise from Bratton. It is through this work in 1937 that

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<sup>8</sup> U.S. Department of Interior, National Park Service, *Brief 36: Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes*, by Charles A. Birnbaum, National Park Service, (Washington, DC, 1994), Accessed on January 5, 2017, <https://www.nps.gov/tps/how-to-preserve/briefs/36-cultural-landscapes.htm>.

<sup>9</sup> Carl Sauer, “The Morphology of Landscape,” in *Land and Life: A Selection From the Writings of Carl Ortwin Sauer*, Ed. John Leighly, (Berkeley: University of California Press, 1969).

<sup>10</sup> P.W. Bryan, “The Cultural Landscape,” *Geography*, 16 (4), (1931), 273.

<sup>11</sup> Sauer, “Morphology of Landscape,” 321.

compelling investigation of natural and cultural environments occur in tandem.<sup>12</sup> Although Bratton calls for a social-science approach to understanding landscapes, these early works notably lack the utilization of cultural landscapes as inferring understanding of human activity, not just recognizing its existence.

The creation of cultural landscapes is important to understanding how Lake Winfield Scott Recreation Area developed. Decades after Sauer and Bryan, the rise of researchers such as J.B. Jackson, D.W. Meinig, Peirce Lewis, and David Lowenthal produced substantial literature in the development of thought regarding natural-cultural relationships and landscape studies. Jackson's work focused on concepts associated with vernacular landscapes and their legibility.<sup>13</sup> Jackson also claimed that 'political landscapes', created by government hands, cannot be informal or vernacular.<sup>14</sup> This thesis suggests that the creation of cultural landscapes like Lake Winfield Scott are the result of an attempt to create vernacular structures on a political landscape. Rees suggests a similar notion toward cultural landscapes, in that they often tread a fine-line of vernacular and political, and their combination is due consideration.<sup>15</sup> Lewis, as well as Meinig advanced Jackson's notions of "reading the landscape" and criticized thinking about cultural landscapes as historical records and not as 'cultural artifacts'.<sup>16</sup> After 25 years of studying

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<sup>12</sup> Sam T. Bratton, "Some Social Aspects of Geography," *The Southwestern Social Science Quarterly*, 18 (2), (1937): 159.

<sup>13</sup> J.B. Jackson, "The Order of a Landscape," in *Interpretation of Ordinary Landscapes – Geographical Essays*, ed. D.W. Meinig, (New York, Oxford University Press, 1979): 153-163.

<sup>14</sup> J.B. Jackson, *Discovering the Vernacular Landscape*, (New Haven, Yale University Press, 1984), 150.

<sup>15</sup> Amanda Rees, "Cultural Landscape Preservation and Federal Land Management: The Forest Service as Case Study" (MA thesis, University of Wyoming, 1992).

<sup>16</sup> Peirce F. Lewis, "Axioms for Reading the Landscape: Some Guides to the American Scene," in *The Interpretation of Ordinary Landscapes – Geographical Essays*, ed. D.W. Meinig, (New York: Oxford University Press, 1979), 11-32; D. W. Meinig, "The Continuous Shaping of America: A Prospectus for Geographers and Historians," *The American Historical Review*, 83 (5), (1978).

[cultural] landscapes, Jackson admitted that his persistence to understand and explain the landscape remained out of reach.<sup>17</sup> Lowenthal's work directly connects the past to the present, in both research and preservation. In this study, his work is used to inform the choices centered around the creation of the cultural landscape, as it can be seen as homage to past architectural style and cultural changes.<sup>18</sup>

A distinction between environment and landscape arose from the above works, and led to the distinctions made by Tuan and Tishler. Acknowledging distinctions between environment and landscape, Yi-Fu Tuan suggests human psychology plays a role in perception, care, and interaction with resources.<sup>19</sup> Tishler's work proposed, like Lowenthal and Tuan, that an innate need for 'escape' connects us to cultural landscapes.<sup>20</sup> Humans are drawn to the natural environment because of an innate desire to experience nature. Perceptions, need, and other social processes are directly connected to the development of preservation policies and literature. Landscape and environment may be viewed as distinctive entities, but the natural and cultural components of cultural landscapes seem to tie these concepts together in tangible ways. Lowenthal suggests that the ruins of the past present on the landscape reveals both the natural and cultural components of human activity at a given time and place.<sup>21</sup> The 1970s, at least for preservation directives and the consideration of cultural landscapes, set the stage for modern

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<sup>17</sup> Jackson, "Order of a Landscape," 153.

<sup>18</sup> David Lowenthal, "Past Time, Present Place: Landscape and Memory," *Geographical Review*, 65 (1), (1975): 9; David Lowenthal, "Art and Artifact: Dilemmas of Appreciation," in *The Interpretation of Ordinary Landscapes – Geographical Essays*, ed. D.W. Meinig, (New York, Oxford University Press, 1979), 103-128.

<sup>19</sup> Yi-Fu Tuan, "Thought and Landscape: The Eye and the Mind's Eye," in *The Interpretation of Ordinary Landscapes – Geographical Essays*, ed. D.W. Meinig, (New York: Oxford University Press, 1979), 100.

<sup>20</sup> Lowenthal, "Past Time," 115; William H. Tishler, "The Landscape: An Emerging Historic Preservation Resource," *Bulletin of the Association for Preservation Technology*, 11 (4), (1979).

<sup>21</sup> Lowenthal, "Past Time," 10.

policies and practices. Tishler suggested this was due to the professionalization of fields such as landscape architecture. Perhaps as social changes are apparent across cultural landscapes, so too shifts in theoretical and professional practices occur as well.

Further, Meinig developed insights from landscape studies in his 1978 and 1979 works. He posed two questions: (1) why cultural patterns emerge, and (2) how do they spread.<sup>22</sup> Both Meinig's 1978 and 1979 works focus on the researchers and their understandings in recognizing patterns, and interpreting meaning. In 1979, he concluded that landscapes are many things – often the very essence of what lens we chose to evaluate it by.<sup>23</sup> This is relevant in how Lake Winfield Scott is evaluated throughout this study.

Contemporary 1970s thought in the anthropological community developed from early geography concepts. Rowntree and Conkey suggested that cultural landscapes are a function of human symbolism.<sup>24</sup> This mode of thinking is not so different from that of Meinig in his seminal work, and attempts to close the gap on environmental symbols and the creation of cultural landscapes.<sup>25</sup> Additionally, symbols, or cultural manifestations if you will, contain information about the activity and human influence at a specific point in time. This is an important acknowledgment in developing an understanding of how and why built components are connected to the natural environment. Spatial organization and areas of interest may also be identified in studying these cultural manifestations.<sup>26</sup> At Lake Winfield Scott, this concept of

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<sup>22</sup> D.W. Meinig, "Symbolic Landscapes," in *The Interpretation of Ordinary Landscapes*, ed. D.W. Meinig, (New York: Oxford University Press, 1979).

<sup>23</sup> Ibid.

<sup>24</sup> Lester B. Rowntree and Margaret W. Conkey, "Symbolism and the Cultural Landscape," *Annals of the Association of American Geographers*, 70 (4), (1980).

<sup>25</sup> Rowntree and Conkey, "Symbolism," 459.

<sup>26</sup> Ibid., 461.

evaluating human impacts through spatial arrangement, is also useful in understanding cultural landscape changes and alterations temporally.

Following the 1970s and the development of cultural connections to natural environments, Melnick and Wagner proposed the development of preservation education programs in 1979 to address the growing attention cultural landscapes received in prior years.<sup>27</sup> In the 1980s, cultural landscape preservation and management theory was taken to new heights. Modern thinking on the importance and place of cultural landscapes within preservation arose in *Cultural Landscapes: Rural Historic Districts in the National Park System*.<sup>28</sup> This document influenced the methods of approaching and documenting cultural landscapes to match contemporary investigations of other historic resources under the National Historic Preservation Act of 1966. *Cultural Resource Management Guideline: Bulletin 28* has been revised three times since 1985. Cultural landscape report guidelines were included in the third rendition of Bulletin 28.<sup>29</sup> In 1987 and 1988, bulletins 18, 30, and the *NPS Management Policies* were updated to include cultural landscapes and vernacular resources.<sup>30</sup> As part of the impetus to include historic landscapes, the Washington, D.C. office implemented the Historic Landscape Initiative in 1988 to:

Develop and disseminate uniform standards relating to the allowable treatments of historic landscapes that meet the National Register criteria and to adopt these

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<sup>27</sup> Robert Melnick and Richard Wagner, "Preservation Education: Guidelines and Implementation of a Program," *Bulletin of the Association of Preservation Technology*, 11 (2), (1979).

<sup>28</sup> Robert Z. Melnick, Daniel Spohn, and Emma Jane Saxe, *Cultural Landscapes: Rural Historic Districts in the National Park System*, United States Department of Interior, Park Historic Architecture Division, (Washington, DC, 1984).

<sup>29</sup> Robert R. Page, Cathy A. Gilbert, and Susan A. Dolan, *A Guide to Cultural Landscape Reports: Contents, Process, and Techniques*, United States Department of Interior, National Park Service, (Washington, DC, 1998), 10-11.

<sup>30</sup> Ibid.

standards within the NPS and as guidance for federal, state, and local governments and the private sector.<sup>31</sup>

Although methods of documenting and evaluating cultural landscapes began to be standardized during the 1980s, additional work throughout the 1990s brought us to the modern standards that are now utilized across the nation.

Considerable documentation and revisions were developed between 1992 and 1998, and these became the standards by which historic resources, including cultural landscapes, are surveyed, documented, reported, and nominated for listing in the National Register of Historic Places. Among the National Park Service literature previously discussed, Rees' work in the National Forest Service informed the application of cultural landscape evaluation and treatments within an that government agency.<sup>32</sup> Treatment standards, management guidelines, and inventory frameworks were implemented and made available for use within the USFS by 1997.<sup>33</sup> It was in 1998 that a procedural and practical information guide was published for creating cultural landscape reports, and technical cultural landscape management literature was completed.<sup>34</sup> These foundational documents inform the study of Lake Winfield Scott.

Following the establishment of standards and guidelines, scholars continued their efforts to maintain these cultural resources. Notably, works collected in *Preserving Cultural Landscapes in America* outlined the specialized areas of research and practice defined by the NPS in previous years.<sup>35</sup> In this book, Alanen and Melnick highlighted areas relevant to their current challenges

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<sup>31</sup> Page et al., *Guide to Cultural Landscape Reports*, 11.

<sup>32</sup> Rees, "Cultural Landscape Preservation," 20-27.

<sup>33</sup> Page et al., *Guide to Cultural Landscape Reports*, 11.

<sup>34</sup> *Ibid.*

<sup>35</sup> Arnold R. Alanen and Robert Z. Melnick, *Preserving Cultural Landscapes in America*, ed. Arnold R. Alanen and Robert Z. Melnick, (Baltimore: The Johns Hopkins University Press, 2000), 7-8.

associated with cultural landscape preservation.<sup>36</sup> A large portion of this book is dedicated to nuances of cultural landscapes when associated with cityscapes and urban areas. However, Richard Francaviglia's chapter regarding 'heritage landscapes' is especially relevant to this thesis. Whether the Forest Service intended for Lake Winfield Scott Recreation Area to fall under this umbrella of cultural landscape, by interpreting the site to visitors, it has become part of heritage tourism.<sup>37</sup> The connection between tourism and cultural landscape accessibility is further discussed by Porter and Tarrant in their evaluation of tourism in Southern Appalachia.<sup>38</sup> The complexities of cultural landscapes and varied histories present Alanen and Melnick outline that challenges are either associated with repetitive scholarly endeavor, generic preservation challenges, or specific practices at cultural landscapes.<sup>39</sup> Ultimately, the dynamic nature of cultural landscapes cannot be preserved, conserved, rehabilitated, or restored through traditional historic preservation.

## Section Two – New Deal Recreational Landscapes in the National Forest

During the 1990s, literature and research evolved concerning cultural landscapes, including those designed during the New Deal era (1933-1942). New Deal literature concerning the design of recreation landscapes began as technical reports for directing development in national parks and forests, but evolved in the academe to be a more robust evaluation of the impact, role, and future of these resources decades later. This section focuses on the designed elements of recreation landscapes developed by the National Park Service, with special attention

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<sup>36</sup> Alanen and Melnick, *Preserving Cultural Landscapes*, 9.

<sup>37</sup> Ibid.

<sup>38</sup> Rob Porter and Michael A. Tarrant, "A Case Study of Environmental Justice and Federal Tourism Sites in Southern Appalachia: A GIS Application." *Journal of Travel Research* 40, (2001): 27-40.

<sup>39</sup> Alanen and Melnick, *Preserving Cultural Landscapes*, 16-20.

paid to the Civilian Conservation Corps program that created sites such as Lake Winfield Scott Recreation Area on national forest lands.

Having worked tirelessly to uncover the intention and implementation of design components within the National Park Service and National Forest, this research has proven quite the challenge. Although not the first work associated with this body of literature, I came across the 1988 article by Bonnie Stepenoff. As an archivist, she evaluated archival data to determine the breadth of knowledge maintained in records associated with the development of design components within national parks and forests. Her goal was to identify ‘park architecture’ for the purpose of implementing preservation and conservation practices at New Deal-era recreation cultural landscapes. Ultimately, she utilized the design guidelines from the early 1930s, in conjunction with NPS treatment guidelines, to suggest a best-practices model for preservation of cultural landscapes in park architecture.<sup>40</sup> Through her work, Stepenoff identified early works of professionals such as Harold L. Ickes, Albert H. Good, S.B. Show, and John H. Sieker. With exception of Sieker, their works were utilized nation-wide in the creation of recreational landscapes within the National Parks and National Forests.

Technical reports have provided substantial information for attempting to uncover the history of Lake Winfield Scott’s original design, since much of the archival information is missing or non-existent. I have found both Ickes and Good’s work revealing of early sentiments associated with the development of recreation landscapes. Their efforts, in *Park Structures and Facilities* and *Park and Recreation Structures*, to rouse the reader’s interest in park architecture is enchanting. Although Ickes disdains the use of ‘rustic’ as a means of describing New Deal structures developed throughout the early twentieth century, his acknowledgement that no other

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<sup>40</sup> Bonnie Stepenoff, “Archives and Historic Preservation: The Case of the CCC,” *The Midwestern Archivist*, 13 (2), (1988):77.



term is as descriptive or suitable remains encouraging.<sup>41</sup> Good, almost combatively stated the need for structures within natural areas to be necessary.<sup>42</sup> Ickes' and Good's attitudes regarding the cultural landscape are not directly addressed, but awareness of the natural and cultural components of early development are detailed in early reports. Also during the 1930s, S.B. Show produced guidelines for cohesive architectural development in national forests. Show's work served as a reference for construction or improvement of existing recreation and campground spaces.<sup>43</sup> Show gave little explanation or justification of designs in this document, as it served more as a 'pattern book' to be used in the selection and design of recreational structures (e.g. campgrounds, bathhouses, picnic areas, etc.).<sup>44</sup>

Critiques of New Deal architecture and the creation of recreation landscapes developed following WWII. In 1957, Sieker argued that the constructed recreational landscapes of the National Forests were well-planned, necessary, and facilitated public use. Regarding policy, Sieker's thoughts mimicked those of Good and Ickes, stating that facilities should be scaled appropriately to the surrounding natural environment.<sup>45</sup> Additional critique, developed in the 1980s, about rustic architecture and the manner in which it developed under NPS and Forest

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<sup>41</sup> Harold L. Ickes, "Park Structures and Facilities (Apologia)" in *National Park Service: Park Structures and Facilities*, United States Department of Interior, (Washington, DC, 1935).

<sup>42</sup> Albert H. Good, "Park and Recreation Structures (Apologia)," in *National Park Service: Park and Recreation Structures*, United States Department of Interior, (Washington, DC, 1938).

<sup>43</sup> S.B. Show, *Camp Ground Improvement Manual*, United States Department of Agriculture: Forest Service Region 5, (San Francisco, 1933).

<sup>44</sup> Pattern books were often used by architects to select desirable attributes in the design of residential structures. Moreover, this method was implemented in order to highlight 'high-style' Classical architecture forms derived from Ancient Rome and Greece. See [https://www.classicist.org/workspace/pdf/4\\_HabitatPB\\_Architecture.pdf](https://www.classicist.org/workspace/pdf/4_HabitatPB_Architecture.pdf).

<sup>45</sup> John H. Sieker, "Recreation on The National Forest," *The annals of the American Academy of Political and Social Science*, 313 (1957): 126-127.

Service hands is extensively discussed in *The Public Landscape of the New Deal*.<sup>46</sup> Cutler's synthesis of literature dating between the 1950s and 1970s, suggested that the government's attempt to set a type and style of architecture began prior to the rise of New Deal construction.<sup>47</sup> She states that the rise of a cohesive architecture type and style to be used in natural environments, in rural settings, "reflects the purposefulness of an architecture in service to a cause."<sup>48</sup> The importance of this causality is relevant to the determination of eligibility of Lake Winfield Scott Recreation Area, and similar sites, to be listed in the National Register.

Although Cutler suggested that the 'cause' of widespread recreation development arose from ideological shifts about public need, Donald Rothblatt stated quite the opposite. His work concluded that New Deal recreation landscapes were created in order to put unemployed Americans back to work, not to create spaces that would require extensive management into the future.<sup>49</sup> Like Cutler, Tweed's 1989 work provided a substantial history of the developmental patterns within the national forest arena, and supports the notion of shifting sociological and economic needs during the New Deal.<sup>50</sup> This work blends earlier notions suggested by Rothblatt to have been solely focused on economic need with Cutler's thoughts on public use. At Lake Winfield Scott Recreation Area, Tweed's work is especially useful in revealing the differences in site development size throughout National Forests. Lake Winfield Scott, namely the CCC program that constructed the recreation area, is both a testament to large-scale trends in the USFS and small-scale needs to employ young adults during the economic depression.

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<sup>46</sup> Phoebe Cutler, *The Public Landscape of the New Deal*, (New Haven: Yale University Press, 1985), 78-80.

<sup>47</sup> Ibid.

<sup>48</sup> Cutler, *Public Landscape of the New Deal*, 79.

<sup>49</sup> Donald N. Rothblatt, *Regional Planning: The Appalachian Experience*, (Lexington, Heath Lexington Books, 1971), 24-25.

<sup>50</sup> William C. Tweed, *A History of Outdoor Recreation Development in National Forests 1891-1942*, United States Department of Agriculture, Forest Service (Washington, DC, 1989).

Additional literature produced during the mid to late-1990s highlighted the connections between ideological shifts in the New Deal era, and reinforced Cutler's notions of public need for recreation areas being bound to development. Namely, Leighninger applauds the role of Franklin D. Roosevelt in creating both jobs for employing millions of people and public spaces for public enjoyment. Leighninger also suggests that these actions were taken by Roosevelt with knowledge and intent to change the way in which the public engaged with nature.<sup>51</sup> Shary Berg highlighted the CCC structures in Massachusetts, and presented a model for identifying, preserving, and interpreting cultural landscapes constructed during the New Deal era. This award-winning model connected the past to the present and set a precedent for long-term preservation of recreation cultural landscapes like Lake Winfield Scott.<sup>52</sup> Further, Berg's work described materials used, which were locally-sourced and constructed by skilled craftsmen, which has become a central focus in preservation and conservation techniques.<sup>53</sup> Berg's work is a testament to the on-going challenges associated with CCC-era resource preservation and conservation. Scholars and practitioners alike continuously work to understand and interpret these cultural landscapes for future generations, regardless of a resource's political, economic, or social implications.

Berg's work is imperative to understanding the role of New Deal programs and the built-environment as being part of its natural surroundings. Few critiques of New Deal programs and their long-term effects are more clearly stated than in David M. Kennedy's essay *What the New*

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<sup>51</sup> Robert D. Leighninger, "Cultural Infrastructure: The Legacy of New Deal Public Spaces," *Journal of Architectural Education*, 49 (4), (1996): 226, 229.

<sup>52</sup> Shary Page Berg, "Civilian Conservation Corps Initiative: Cultural Resources in Massachusetts Forests and Parks," *APT Bulletin*, 31 (4), (2000). The CCC Initiative was received recognition by the Vernacular Architecture Forum of North America and received the Paul E. Buchanan Award for Excellence in Fieldwork, Interpretation and Public Services in 1999.

<sup>53</sup> *Ibid.*, 52.

*Deal Did*. Economically speaking, Kennedy lamented the notion of a revival in the working class during the New Deal period, and suggested that only with the onset of WWII did federal spending revitalize the economy.<sup>54</sup> This is a relevant assessment of a traumatic period for most of the region surrounding Lake Winfield Scott. Kennedy admitted, however, that despite the visible structures created by those employed by the New Deal programs, few lasting effects of this era remain except in regulations.<sup>55</sup> Kennedy also emphasized that during this period, federal agencies adopted more inclusive policies of inclusion for both women and black Americans. In particular, Ickes placed advisers for “Negro affairs” within the Department of the Interior and began sharing a narrative of black CCC camps.<sup>56</sup> Of course, it was perhaps ironic that these policies were connected to landscapes that were almost exclusively segregated throughout the American South.

Kennedy’s focus on broader-scale is contradicted by earlier scholars who evaluated Forest Service and NPS policies concerning the New Deal. Deborah Che attempted to examine policy changes concerning rural development in the years after WWII. Her work connected trends of change within society that shift focus from forest-dependent communities to rural areas where recreation opportunities expanded and residential development increased, leading to population growth.<sup>57</sup> Although her work did not address New Deal landscapes, the policies she addressed directly connected to communities like Suches, where Lake Winfield Scott is located. Shifts in policy, specifically with the Multiple Use-Sustained Yield Act of 1960, resulted in

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<sup>54</sup> David M. Kennedy, “What the New Deal Did,” *Political Science Quarterly*, 124 (2), (2009): 252.

<sup>55</sup> *Ibid.*, 253-259.

<sup>56</sup> *Ibid.*, 266.

<sup>57</sup> Deborah Che, “The New Economy and the Forest: Rural Development in the Post-Industrial Spaces of the Rural Alleghenies,” *Social Science Quarterly*, 84 (4), (2003): 964.

management changes and led to neglect or altering the focus of preservation and conservation.<sup>58</sup>

Following WWII, little attention remained on the creation and management of cultural landscapes, but instead the diversified management practices potentially led to neglected landscapes. The potential in undoing significant growth through the CCC-era is stated by Maher:

Like all Corps camps across the country, ... it left behind a radically altered natural landscape, ... not only of stone foundations, dirt paths, and open fields, ... but also a transformed forest, extensive hiking trails, and numerous campgrounds and picnic areas that tens of thousands of Americans used after World War II.<sup>59</sup>

Che and Maher offer insight into the effects of policies and visitors on designed landscapes constructed during the New Deal era as these cultural landscapes became destinations for urban families.<sup>60</sup> Real concerns of site management persisted following the termination of CCC programs, which Che and Maher addressed at length.

Amanda Coleman argues that designed recreational spaces created by unemployed Americans in rural areas during the CCC-era was imperative to increased consumption and getting visitors into nature. The altered Southern Appalachian landscape became a destination and driver in the larger economy.<sup>61</sup> Unfortunately, as Coleman highlights, the socioeconomic status of workers and the community where these cultural landscapes are situated did not facilitate economic growth.<sup>62</sup> In theory, designing recreation landscapes would promote

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<sup>58</sup> *Ibid.*, 966. Investigation of historic budgets reveal similar conclusions; recreation budgets were cut significantly between 1970 and 1990, and money was redistributed to timber harvests and natural resources over cultural.

<sup>59</sup> Neil M. Maher, *Nature's New Deal: The Civilian Conservation Corps and the Roots of the American Environmental Movement*, (New York: Oxford University Press, 2008), 212.

<sup>60</sup> *Ibid.*, 13.

<sup>61</sup> Amanda Coleman, "Rehabilitating the Region: The New Deal, Gender, and the Remaking of the Rural South," *Southeastern Geographer*, 50 (2), (2010).

<sup>62</sup> *Ibid.*, 201.

economic growth, but Coleman finds this far-reaching in a region and community that remains isolated from markets that drive tourism and growth.

Rural communities containing these historic cultural landscapes present challenges to preservation and conservation. As a result, research by scholars to determine effective preservation and conservation practices is imperative. Like Berg, Komara set-out to establish a broad understanding of landscape changes because of CCC programs. Her research focused on the area adjacent to a CCC camp in Pennsylvania. This research determined that not only were the recreational areas designed, but the CCC camp itself was organized in a manner similar to a military operation.<sup>63</sup> Komara's summer research at the site had spurred community interest in a way that mimicked community engagement with the CCC camp during the 1930s and '40s. It was not uncommon for nearby communities to engage and sponsor events for CCC enrollees.<sup>64</sup> Komara's team benefited from a similar engagement with the community by speaking with those who had a living-memory of the CCC-era landscape.<sup>65</sup> Designed recreation areas of the New Deal era have experienced various modes of treatment over time; some have been decommissioned while others persist. Regardless of the condition or management of these resources, their role in shaping the American landscape and facilitating cultural landscape preservation and conservation is invaluable.

### Section Three – Management of Cultural Landscapes in the National Forest

This section discusses the various management practices utilized throughout the agency's past and the way modern management practices are employed. Current models of management

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<sup>63</sup> Ann Komara, "Lessons in the Woods: Examining the Landscape Legacy of the Civilian Conservation Corps in the Allegheny National Forest," *Preservation Education & Research*, 5 (2012).

<sup>64</sup> Maher, *Nature's New Deal*, 12-14.

<sup>65</sup> Komara, "Lessons in the Woods," 95-99.

by the United States Forest Service include options for the agency to manage recreation areas, in one of two ways: (1) either the agency assumes all responsibility for managing the resources itself, sometimes with assistance from volunteer labor, or (2) the agency enters into a contract with a private company known as a special-use permit. These management options have been utilized since the creation of the Forest Service in the late 1800s. Current special-use permits for the creation of a concessionaire agreement is authorized by the Granger-Thye Act of 1950. This act is especially relevant to the type of management utilized at Lake Winfield Scott Recreation Area through time.

Tweed's work is a comprehensive narrative that delineated policy development as well as forest service changes beginning in 1891. He identified three periods of recreation development that coincide with political and economic changes. These include "The Beginnings, 1891-19," "Campground Improvement Moves Slowly, 1919-32," and "The New Deal Boom in Recreation Development, 1933-42."<sup>66</sup> Early land and forest reservations were located in the Northwestern portion of the United States, and were authorized by the Organic Act of 1897.<sup>67</sup> The General Land Office managed forest reserves until 1905 when the Bureau of Forestry (later the Forest Service) acquired responsibility under the Transfer Act of 1905.<sup>68</sup> The national forest holdings and recreation opportunities increased rapidly. In 1913, policies were enacted that dictated the need for sanitation systems within forest recreation areas.<sup>69</sup> At this point, special-use permits were used at highly-visited sites where human impacts were likely to occur at rates the Forest

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<sup>66</sup> Tweed, *A History of Outdoor Recreation*, v.

<sup>67</sup> *Ibid.*, 1.

<sup>68</sup> Tweed, *A History of Outdoor Recreation*, 2-4; U.S. Department of Agriculture, Forest Service, *Heritage Resources Survey and No Adverse Effect Proposal for the Proposed Lake Winfield Scott Recreation Area Renovation Project*, by Rebecca Bruce-Vaughters, Forest Service, (Gainesville, Chattahoochee-Oconee National Forests, 2009).

<sup>69</sup> Tweed, *A History of Outdoor Recreation*, 3.

Service could not combat on their own (i.e., management was allocated to private companies). Further, budget constraints did not prevent the construction of necessary structures and safety barriers, such as railings, fences, or gates, at recreation sites along the West Coast, but it did prevent widespread development east of the Rocky Mountains.<sup>70</sup> In 1916, the first campground was developed in the Oregon National Forest, and in the years leading up to 1920, constant growth was experienced nation-wide.<sup>71</sup>

Early management of the landscape and recreation areas was a lesson in futility. Increased recreation amenities led to an increase in visitors. Following the explosion of recreation area development in the first two decades of the twentieth century, expansion and growth of campgrounds and new recreation sites slowed significantly. Because the USFS's budget was stagnant, resources suffered. In 1919, the forest service hired its first landscape architect who was employed in the Denver, Colorado area. He designed paths and recreational spaces, and implemented management of resources through community-organized groups, such as the Pueblo Commerce Club, at smaller and less populated recreation areas.<sup>72</sup> After failed attempts to acquire appropriations from Congress in 1922, the Forest Service was given \$10,000, one-fifth of the requested amount, to install toilets, fireplaces, and other simple facilities in the Rocky Mountain District; a second budgetary line-item was requested for \$45,000 and they were authorized for \$900.<sup>73</sup> These funding cuts resulted in almost a complete overhaul of the agency at a staffing level. Employees were either fired or resigned and those remaining were left to handle all constructed resources with minimal amounts of funding. Throughout the mid-1920s and leading into 1932, foresters, not landscape architects, and community collaborators were tasked

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<sup>70</sup> Ibid., 3.

<sup>71</sup> Ibid., 3-7

<sup>72</sup> Ibid., 8-10.

<sup>73</sup> Tweed, *A History of Outdoor Recreation*, 12.



with the management and implementation of new recreation structures (i.e. restrooms, picnic shelters, etc.).<sup>74</sup> At the end of this period, the Great Depression severely slowed recreation and campground growth, allowing existing resources to receive much needed attention and care.

Although the 1920s and early 1930s was not highlighted by extensive growth, this changed with the creation of New Deal programs and wide-spread funding. New Deal programs facilitated the creation of recreation areas across the nation. Land acquisitions increased and national forests were created on formerly private lands. This practice benefited the government, but created tax revenue losses across the nation for communities that were already struggling with the Great Depression.<sup>75</sup> All the while, timber-harvesting remained a central component of the forest service's goals and agenda under conservation efforts.<sup>76</sup> With a budget cut of 40% in 1940-41, coupled with the decline of the CCC program and involvement in WWII, recreation development came to a screeching halt once again.<sup>77</sup> Management of recreation areas and designed cultural landscapes would take some time to develop as a goal of the forest service, but following WWII, economic growth and recreation were again at the forefront of tourism and land-use within the USFS.

A 1933 report that proposed a multi-use management approach to landscapes was revisited by USFS managers and became their methodology for attending to issues associated

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<sup>74</sup> Ibid. Structures completed during this time were limited to simple resources such as fireplaces, toilets, and stone walls. No major projects were embarked upon and campground developed was halted almost in total.

<sup>75</sup> Sarah M. Gregg, *Managing the Mountains: Land Use Planning, The new Deal, and the Creation of a Federal Landscape in Appalachia*, (New haven: Yale University Press, 2010), 172.

<sup>76</sup> Che, "New Economy and the Forest," 967-969; Gregg, *Managing the Mountains*, 178-182; Tweed, *A History of Outdoor Recreation*, 19.

<sup>77</sup> Tweed, *A History of Outdoor Recreation*, 26.

with timber, recreation, and wildlife.<sup>78</sup> Logging and mining were frequently approved for small-scale operations, and functioned based on use-fee agreements.<sup>79</sup> This use-fee is similar to special-use permits, but a portion of the proceeds go directly to the agency, not just the forest where the permit is authorized. Management of national forests was somewhat contentious throughout the 1950s and early 1960s, and was likely connected to the multi-use approach to management. Funding was spread thin across millions of acres of forest, and no single use-area saw growth.

In addition to internal management conflicts, increased tourism led to issues associated with differing values and expectations from the public. In the early years of recreation development and management, it was tourism that forced the Forest Service into becoming recreation managers. Overuse of recreation landscapes and their resources resulted in fires, destruction, and unruly vegetation.<sup>80</sup> Along the Blue Ridge Parkway and within Shenandoah National Park, views from scenic highways were impeded by wilderness areas and range management practices.<sup>81</sup> To combat contradicting needs in use-areas, a balance between wilderness and recreation area management was resolved through the creation of viewsheds and vistas.

As regulations changed throughout the 1980s into the early 2000s, it can be difficult to sort out which apply to management and other goals associated with preservation and conservation of recreation landscapes. Susan Yarnell was a researcher with the USDA at the

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<sup>78</sup> H.K. Steen, *The U.S. Forest Service: A History*, (Seattle: University of Washington Press, 1976), 21-202.

<sup>79</sup> Susan L. Yarnell, *The Southern Appalachians: A History of the Landscape*, United States Department of Agriculture: Forest Service, (Asheville: Southern Research Station, 1998), 33.

<sup>80</sup> S. S. Mastran and N. Lowerre, *Mountaineers and Rangers: A History of Federal Forest Management in the Southern Appalachians, 1900-1981*, United States Department of Agriculture: Forest Service, (Washington, DC, 1983), 114-119.

<sup>81</sup> Yarnell, *The Southern Appalachians*, 33-34.

Southern Research Station located in Asheville, North Carolina. Yarnell's extensive literature on the development of the landscape over time also mentions impactful legislation that commanded management practices across national forests. These include the *Wilderness Act of 1964*, *National Historic Preservation Act of 1966*, *Environmental Policy Act of 1969*, *Endangered Species Act of 1973*, *Eastern Wilderness Act of 1975*, and *National Forest Management Act of 1976*.<sup>82</sup> Forest Service Manuals also provide additional guidelines for the management applied to cultural landscapes within the national forests.<sup>83</sup> These codified regulations restrict and dictate actions of the agency, and prevent harm and overuse of resources by the public.

Management decisions, regardless of their location, appear to be at the discretion of the federal agency. If an agency chooses not to manage the site on its own or through volunteer labor, the forest service may grant a special-use permit for a limited period of time. The alternative method of management allows a private entity the opportunity to manage the recreation area as a money-making endeavor. This model of management is often called a 'concession', with a special-use permit for a limited time being executed for a specific site. Since 1950 the authority to allow this type of private management falls under statutes allowing special uses.<sup>84</sup> At Lake Winfield Scott, management has followed this authority since the 1950s following the removal of CCC labor forces in the area.

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<sup>82</sup> Ibid., 36-38.

<sup>83</sup> U.S. Department of Agriculture, Forest Service, *Forest Service Manual 2300: Recreation, Wilderness, and Related Resource Management*, WO AMENDMENT 2300-2015-1, (Washington, DC, 2015); U.S. Department of Agriculture, Forest Service, *Forest Service Manual 2700: Special Uses Management*, WO AMENDMENT 2700-2011-3, (Washington, DC, 2011).

<sup>84</sup> *Granger-Thye Act of 1950 - Use of Forest Service Structures or Improvement and Lands by Public and Private Agencies, etc.*, § 7, 16 U.S.C. § 580(d), (2012).

Concerns associated with privatizing management of federally-owned sites are well-addressed by Thomas More. A professional with the USDA located in Burlington, Vermont and presents the challenges of privatization of federal lands in his work. Steven Kirschner, a master of law, also critically evaluates the use of concessionaire management (privatization) in national forests. Both More and Kirschner have strong opinions regarding the challenges associated with this model of management. Specifically, Kirschner opposes this practice because of the right to increase fees at recreation sites.<sup>85</sup> The USFS is not authorized to collect entrance fees to recreation areas, but instead is only allowed to collect for specific uses. At sites minimally monitored sites, visitors may forego payment and risk being ticketed if a monitor does check. Concessionaires can collect fees for any reason upon entrance. Further, his disgust is expressed at some length with the realization that visitors are only seen as “a revenue stream” by concessionaires.<sup>86</sup> Much of his frustration is founded in the notion that the Forest Service, as sole manager, cannot charge entrance fees, and that fees collected for use are injected back into the surrounding community and federal holdings.<sup>87</sup>

On the contrary, More claimed that government collected fees and management are inherently inefficient.<sup>88</sup> Based on economic principles of production associated with the gross domestic product (GDP), federal lands do not produce GDP at a high enough rate for efficiency.<sup>89</sup> To counteract this inefficiency, More suggested that a viable option for public lands

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<sup>85</sup> Steven J. Kirschner, “Can’t See the Forest for the Fees: An Examination of Recreation Fee and Concession Policies on the National Forests,” *Wyoming Law Review*, 14 (2), (2014): 521.

<sup>86</sup> *Ibid.*, 536.

<sup>87</sup> Kirschner, “Can’t See the Forest for the Fees,” 521-522.

<sup>88</sup> U.S. Department of Agriculture, Forest Service, *The Privatization of Public Lands*, by Thomas A. More, Forest Service: Northeastern Recreation Research Symposium, (Burlington, 2006): 137; John L. Crompton, “Forces Underlying the Emergence Of Privatization in Parks and Recreation,” *Journal of Park and Recreation Administration*, 16 (2), (1998): 88-89.

<sup>89</sup> More, *Privatization of Public Lands*, 136.

and their agencies, is the use of marketization. More refers to the concessionaire model as ‘marketization,’ and his summation concluded that the ability of the forest service and the concessionaire to increase revenue at recreation sites by implementing a special-use permit is the best-practice for public use.<sup>90</sup> Without regulation, concessionaires invalidate forest service goals through undermining the protections of laws concerning the natural and built environments. However, an influx of fiscal resources, drawn from entrance and use fees may provide the opportunity to sustain preservation and conservation practices of cultural landscapes. Regarding Lake Winfield Scott, this concessionaire model was utilized as early as 1955 and is now under private management once again; a period between 1975 and the early 2000s was the sole responsibility of the USFS.

Chapter 2 has provided a foundation for understanding the connections between cultural landscape principles and definitions, construction and development of New Deal cultural resources, and the types of management utilized at such sites in the United States Forest Service. With these bodies of literature in mind, the presentation of the historic narrative and developmental history of Lake Winfield Scott Recreation Area are presented in Chapter 3. The existing conditions of Lake Winfield Scott Recreation Area are presented in Chapter 4, and are subsequently compared to the developmental periods to address the effectiveness of management practices through a determination of significance and integrity. It is through the review of these bodies of literature that the evaluation and analysis are rooted in principles that have been considered since the late 1800s.

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<sup>90</sup> Ibid., 140.

## CHAPTER 3

### NARRATIVE HISTORY

Situated within the Chattahoochee National Forest, Lake Winfield Scott Recreation Area comprises 280 acres of mountainous terrain, old-growth mixed deciduous and evergreen forest, and creeks and streams that drain into larger rivers. It is unclear if this region was subject to full clear-cutting prior to the development of the site. Adjacent to the Blood Mountain Wilderness, Lake Winfield Scott is easily accessible from State Highway 180, and it is located 20 miles south of Brasstown Bald (Georgia's highest elevation) in the 900-person unincorporated town of Suches, Georgia. Since the 1940s and 1950s, Suches has attracted visitors to the area because of abundant recreation opportunities in a relatively unspoiled natural environment. Lake Winfield Scott, although designed and constructed under the auspices of the National Park Service and United States Forest Service, is viewed as part of the community's identity and culture.<sup>91</sup> Agricultural land that was once utilized by three Suches families is now submerged beneath an 18-acre lake.

Before this outdoor recreational landscape was open to the public, the land and its natural resources were utilized by families in the community for small-scale farming and animal husbandry.<sup>92</sup> It is unknown when the transition from private ownership to the Gennett Lumber

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<sup>91</sup> Retired Ranger 1, *personal communication on September 15, (2016)*.

<sup>92</sup> Forest Ranger 1, *personal communication on October 12, (2016)*; Retired Ranger 1, (2016). This is unverified information, as there are two varying accounts of who owned and utilized the land that Lake Winfield Scott currently exists. It is likely that the two families in question, Garrets and Jarrards, both utilized this land at one point prior to the purchase by and creation of Lake Winfield Scott. Minimal documentation is available for understanding what the features of

Company occurred. However, the purchase of 278.25 acres from the Gennett Lumber Co. by the federal government occurred in 1912.<sup>93</sup> The Weeks Act of 1911 authorized the purchase of privately owned lands in the eastern United States, containing watersheds and headwaters of navigable streams.<sup>94</sup> This law provided justification for increasing the federal government's land holdings and created the National Forest Reserve Commission, which ultimately resulted in national forest development.<sup>95</sup> A 1911 report completed by the Forest Supervisor's Office out of Gainesville, GA, outlined erosion susceptibility and provided justification for the purchase of land where Lake Winfield Scott is now located. This land was also determined to possess low recreation value unless it was developed into a National Forest.

After the USFS purchased the land from the Gennett Lumber Co., the forest service records indicate "general forest management" was practiced until the creation of Lake Winfield Scott Recreation Area in the mid-1930s.<sup>96</sup> Although no detailed accounts of management have been located, based on Tweed's work, management likely included timber clearings and forestry practices rather than other types of recreation or public use.<sup>97</sup> In 1933, the Emergency Conservation Work Program, also known as the Civilian Conservation Corps (CCC), was authorized to create work for unemployed men. The creation of CCC camps, located on national forests or in nearby towns, housed roughly 200 men. Although the CCC program focused heavily on soil conservation, firefighting, and the creation of infrastructure, the CCC also was tasked

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this landscape were prior to development. Because of this, unverified photographs and references to the purchase of this land remain speculation and will not certify familial connections.

<sup>93</sup> Bruce-Vaughters, *Proposed Lake Winfield Scott Recreation Area Renovation*, 9.

<sup>94</sup> *Ibid.*, 7-10.

<sup>95</sup> *Ibid.*

<sup>96</sup> *Ibid.*, 9-10.

<sup>97</sup> Tweed, *A History of Outdoor Recreation*, 1-15.

with constructing designed recreational landscapes for public use.<sup>98</sup> Located in Suches, Georgia, seven miles southwest of the future site of Lake Winfield Scott Recreation Area, Company 1404 F-1 (“Camp Woody”), opened on May 24, 1933, under the command of Captain W.W. Cone of the United States Forest Service.<sup>99</sup> Although Camp Woody was established midway through 1933, construction of the recreational facilities apparently began early in 1935, as the laborers in Suches were tasked with other duties and projects before beginning at Lake Winfield Scott.<sup>100</sup> Since 1938 the forest service has operated a public recreational facility at Lake Winfield Scott, designed by the National Park Service landscape architects during the New Deal Era, and constructed by the Civilian Conservation Corps beginning in 1935.

#### *Natural Resource Characteristics*

Lands in the Chattahoochee National Forest, (Cherokee National Forest in the 1930s) were selected for development under the New Deal programs likely because of their location and proximity to abundant natural resources. Because the Forest Service owned the lands where Lake Winfield Scott Recreation Area was developed, they assumed responsibility for the long-term management of the designed recreation landscape. At the same time Lake Winfield Scott Recreation Area was being built, Vogel State Park was constructed at the northern base of Slaughter Mountain. It also was constructed during the New Deal Era by a state park division of the CCC (SP-2). Like Lake Winfield Scott, the lake, buildings and structures, and small-scale features within Vogel State Park were constructed with rough-cut stone and locally-sourced

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<sup>98</sup> Inger Wood, “History that Will Not Vanish: Preserving the Legacy of the Soil Conservation Service Branch of the Civilian Conservation Corps in Georgia.” Master’s Thesis, The University of Georgia, (2012).

<sup>99</sup> Bruce-Vaughters, *Proposed Lake Winfield Scott Recreation Area Renovation*, 10-11.

<sup>100</sup> Charles M. Graves, *Special Report on Lake Winfield Scott Recreation Area, Vogel State Park, Hard Labor Creek Recreational Demonstration Area, Plantation Piedmont Land Utilization Project*, National Park Service, Department of the Interior, (Washington, DC 1938).



timber. The designer of Vogel State Park was employed through the National Park Service.<sup>101</sup>

Based on extant structure characteristics, and the proximity of Lake Winfield to Vogel, I suggest that the same designer potentially worked to implement cohesive designs at each recreation site.<sup>102</sup>

Vegetation within the recreation area consisted predominantly of secondary hardwood deciduous/evergreen canopy, and understory comprised of mountain laurel and rhododendron.<sup>103</sup> Thick forests provided ample opportunity for plant and animal growth, as well as protection from visitors and human encroachment. Few trees, shrubs, or understory were present on the banks of the lake, except in proximity to the swimming and picnicking areas. Increased human activity compounded issues associated with soil erosion, desire lines, and vehicular traffic. Further, the natural and cultural environments were manipulated in such ways to diminish the human impact on an otherwise pristine natural landscape. Terraced circulation paths, and dispersed activity areas facilitated decreased degradation of the environment.

The surrounding topography, created by mountain ridges and valleys are part of the Blue Ridge Mountains located within the southeastern portion of the Appalachian Mountains. Slaughter Mountain, Blood Mountain, and Jarrard Gap reach elevations of 4329', 4450', and 3200' respectively, and frame the natural landscape where Lake Winfield Scott Recreation Area was constructed. The Appalachian Trail is located south and east of Lake Winfield Scott as well. The natural environment and vegetation associated with this Southern Appalachian region have facilitated recreational uses of the land, and resulted in the creation of viewsheds at various points surrounding the lake.

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<sup>101</sup> Georgia State Archives, RCB-19010, *Vogel State Park: Union and Lumpkin Counties, Georgia: General Development Outline*, Morrow, Georgia (1936).

<sup>102</sup> Graves, *Special Report on Lake Winfield Scott Recreation Area*.

<sup>103</sup> Bruce-Vaughters, *Proposed Lake Winfield Scott Recreation Area Renovation*, 8.

## Developmental Periods

### *Private Ownership Period – circa 1880 to 1912*

Investigation of this period is limited to two main sources of information: (1) Union County genealogical data, and (2) United States Geological Survey (USGS) quadrangle. Based on these data, there were two small hamlets or communities, located around rural post offices, within five miles of where Lake Winfield Scott was developed later. Quadrangles dating back to 1892 substantiate the genealogical research of the Union County Historical Society. Surveyed in 1903 and 1905, the names of these places, Quebec and Natal, were printed in *The Origin of Certain Place Names in the United States*.<sup>104</sup> During this period, roads developed in a manner that facilitated access between these secluded areas and the more populated town of Blairsville. Based on the post office history website, the two small hamlets and their post offices functioned from 1881 to 1907 (Quebec) and 1901 to 1936 (Natal).<sup>105</sup>

Circulation within the community seems to have developed at a rapid pace. The Dahlongega quadrangles from 1892, 1896, and 1905 show the expansion of the main road (today Highway 180) into the area where Lake Winfield Scott Recreation Area developed during the 1930s. The 1896 and 1905 quadrangles reveal the road running along the southwestern ridge

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<sup>104</sup> U.S. Department of the Interior, U.S. Geological Survey, *Bulletin No. 258: The Origin of Certain Place Names in the United States*, 2<sup>nd</sup> ed, by Henry Gannett, (Washington, DC, 1905), 256; Union County Historical Society, “Natal Post Office,” by Ethelene Dyer Jones, (published May 12, 2005), Accessed on March 1, 2017, <http://www.unioncountyhistory.org/Home/page57/PostOffices/Natal.html>. The term “hamlet” is utilized by the historic society writings. The researcher has not conducted further research to confirm the narrative history associated with the development of these small communities within the larger unincorporated town of Suches.

<sup>105</sup> Postal History, United States and Worldwide, “Post Offices,” by Jim Forte, (Accessed on March 1, 2017), <http://www.postalhistory.com/postoffices.asp?task=display&state=GA&county=Union&searchtext=&pagenum=2>

above what would become Lake Winfield Scott. The lake, however, was not constructed at this point, but the open field and area of development are visible in each historic quad (Fig. 3.1). In addition to roads and streams depicted on the 1905 map, are two structures are located within the present-day boundary of the study area, and a third structure is situated on Slaughter Creek Road at the base of Slaughter Mountain. The first of the two within the study area is located on the eastern side of the ridge where Lance Branch is located, and the second is at the intersection of the main road (Highway 180) and Slaughter Creek Road. Although the small hamlet of Natal is not identified on this quadrangle, this structure may coincide with the location of a post office. This period terminates in 1912, as the passage of the Weeks Act of 1911 authorized the purchase of these lands by the United States Forest Service in 1912.<sup>106</sup>

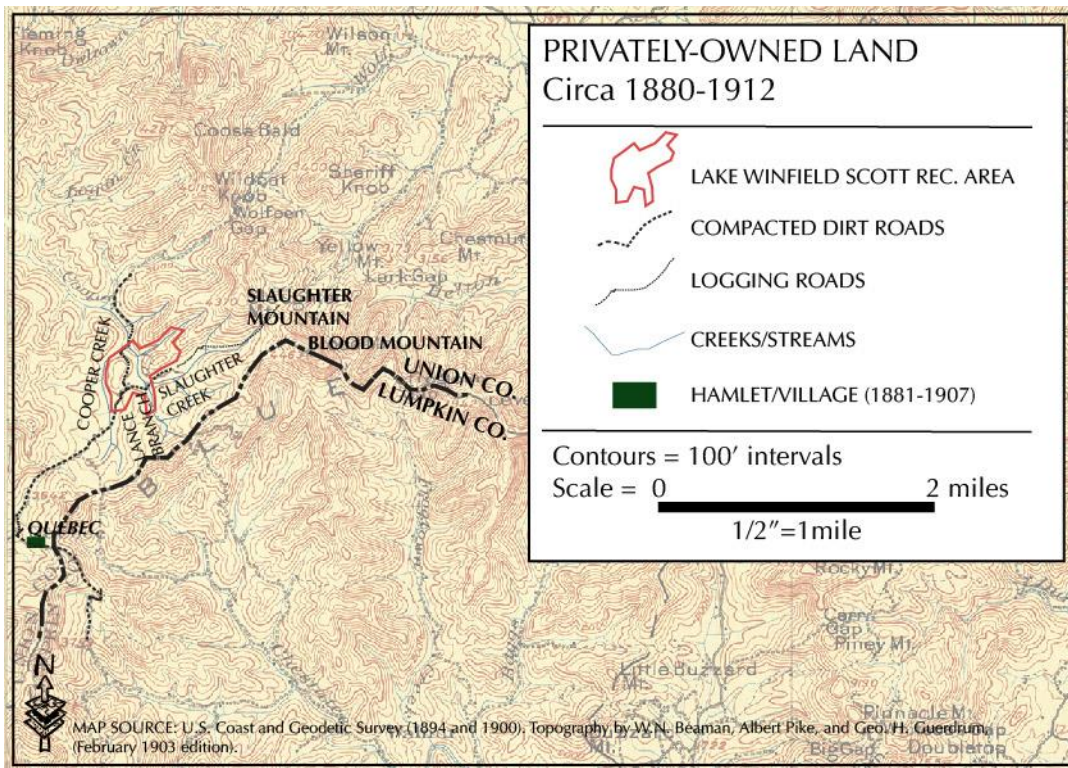


Figure 3.1. 1880-1912 Period Plan. Notice the lack of accessibility in the area where Lake Winfield Scott is now located. (Data source, 1896 and 1905 quadrangles, U.S. Geodetic and Coastal Survey; Map created by M. Scales English.)

<sup>106</sup> Bruce-Vaughters, *Proposed Lake Winfield Scott Recreation Area Renovation*, 9.

*General Forest Management Period – 1912 to 1935*

Following the purchase of the land where the Cherokee National Forest was to be developed, it appears that general forest management practices, including timber cuts, understory management, and basic conservation were carried out.<sup>107</sup> From 1912 until the creation of the Lake Winfield Scott Recreation Area, the landscape did not undergo any significant changes or alterations based on the information analyzed through the evaluation of quadrangles and forest service history. Limited information is available regarding this period, but it sets the foundation for development of a recreation area at the site (Fig. 3.2).

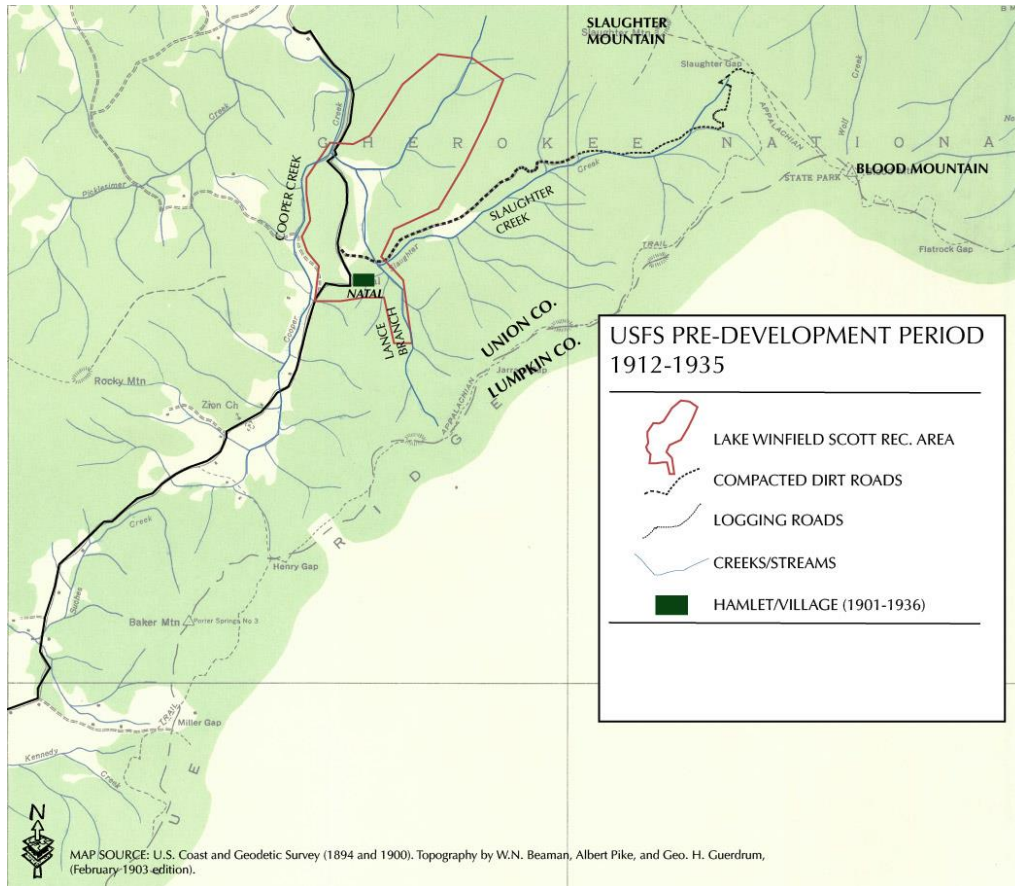


Figure 3.2. 1912-1935 Period Plan. Natal is first shown on this 1935 quadrangle map, but few additional details aid in determining pre-existing conditions within the Lake Winfield Scott Recreation Area. The Cherokee National Forest became the Chattahoochee National Forest in 1936. (Data source, U.S. Coast and Geodetic Survey; Map created by M. Scales English.)

<sup>107</sup> Bruce-Vaughters, *Proposed Lake Winfield Scott Recreation Area Renovation Project*, 9-11.

The 1935 quadrangle reveals a flattened area, perhaps an open field, at the confluence of Slaughter and East Seabolt creeks, and the main road cutting across the ridge that is centrally located in the Lake Winfield Scott Recreation Area which now serves as the southwestern ridge of the lake. As previously mentioned, this main road originated in the previous period of development. Unlike earlier maps, this quad does not show structures or features on the landscape outside of roads, streams, and creeks. A pre-development picture showing a house or structure, presumed to be located where the lake may be one of the three structures mentioned in the previous section on the 1905 quad. Natal is noted on this 1935 map and located where the current fee booth is situated at the main entrance. This period and the previous one suggest an older, more complex cultural landscape than is addressed in this thesis. However, to evaluate Lake Winfield Scott Recreation Area as a historic cultural landscape, the following sections outline and connect cultural changes to the natural environment that has persisted for centuries.

#### *Civilian Conservation Corps/USFS Period – 1935 to 1955*

Between 1935 and 1942, the CCC implemented the designs, set forth by National Park Service landscape architects, to establish infrastructure for use by the public. Cooper Creek, located on the western side of the property, was redirected by a stone and concrete parabolic dam.<sup>108</sup> Reinforcement and creation of an earthen dam, which now supports State Highway 180, also aided in the retention and creation of Lake Winfield Scott, the centrally located 18-acre lake. Two additional creeks, Slaughter and East Burnett, also drain into the man-made lake. On the eastern bank of the lake, situated on a terraced ridge, the CCC constructed a bathhouse, three picnic shelters, and an entrance structure adjacent to the main parking lot. Functioning both to

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<sup>108</sup> Graves, *A Special Report on Lake Winfield Scott Recreation Area*.



create pedestrian and vehicular access, as well as to retain soil, 24-inch-high stone walls with intermittent stairs created three-and-a-half terraces between the bathhouse and lake. South of the lake toward Jarrard Gap, a single shooting range structure was erected for sport shooting. Among the structures constructed, picnic and camping pads were scattered across much of the immediate area surrounding the lake, as well as within a second area of development that formed a southern campground loop. A final structure, a caretaker's cabin, was constructed at the roadway crossing Lance Branch, located within the southern campground area. Other features constructed during this period include incinerators, water fountains, roads, and trails (Fig. 3.3).

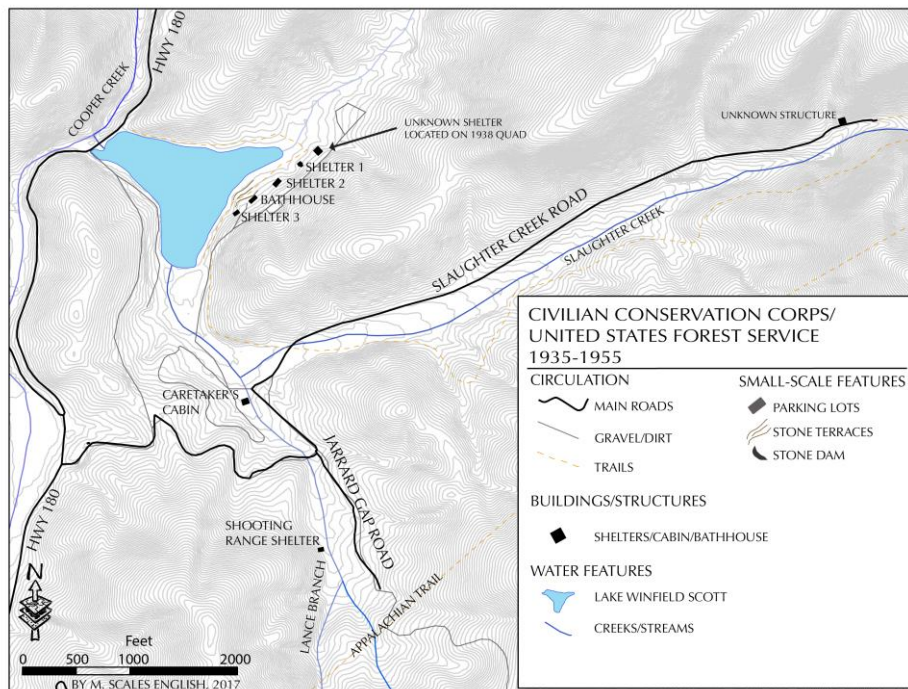


Figure 3.3. Notice the spatial organization of constructed resources, as well as pre-existing roadbeds and newly constructed roads. (Map created by M. Scales English.)

Materials utilized across the site reflect an attempt by the CCC and USFS to construct environmentally-appropriate structures in an otherwise natural landscape. This concept became a goal of the Forest Service in the early 1930s, and quickly became the foundation on which

recreational areas were constructed during the New Deal.<sup>109</sup> Each CCC-constructed resource constructed at the site consists of locally-sourced stone and timber. For Lake Winfield Scott, retention walls, water fountains, building foundations, and shelter support columns consisted of natural stones quarried at Duncan Ridge - a site located a few miles from Lake Winfield Scott.<sup>110</sup> An abandoned single-lane logging road, utilized during early management of the site by privateers and the USFS, was used to access the quarry and haul the stones over Slaughter Mountain, instead of traveling the winding main road (State Highway 180).<sup>111</sup> This route allowed workers to deliver the stone directly to the developing park. Although USFS and CCC policies state that timber was to be harvested for construction from the lands of recreation sites, the specific acres utilized at Lake Winfield Scott Recreation Area are unknown.<sup>112</sup> Common trees utilized for the creation of day-use shelters, the bathhouse, fee shelter, and cabin include chestnut and pine, among other hardwoods located in the first- and second-generation forests. By harvesting materials from the surrounding environment, the CCC met the intended goals of the forest service through forest stewardship, as well as the recreation goals for public space creation under the New Deal.

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<sup>109</sup> Tweed, *A History of Outdoor Recreation*, 20-25.

<sup>110</sup> Retired USFS Ranger 1, *personal communication and interview*, this information was described in detail by one of the interviewees. It has also been determined, through this interview that this quarry served as the source for the Appalachian Trail shelter at Blood Mountain (located northwest of Lake Winfield Scott Recreation Area in the Blood Mountain Wilderness Area).

<sup>111</sup> Retired Ranger 1, *personal correspondence on September 15*; Tweed, 2. An extensive network of abandoned logging roads was detected by the LiDAR data processed prior to completing initial field survey. Retired Ranger 1 corroborated activities across the landscape prior to the development of Lake Winfield Scott, and Tweed confirms timbering trends across much of the national forests operated by the USFS prior to 1935.

<sup>112</sup> U.S. Department of Agriculture, ECW Enrollee Training, Forest Service, *CCC Forestry*, by H.R. Kylie, G.H. Hieronymus and A.G. Hall, (U.S. Forest Service, Washington, DC: 1998); Maher, *Nature's New Deal*.

Camping and picnicking pads (sixteen in total), which were scattered along the terraced ridge with views and relatively easy access to the lake, consist of stone foundations with poured concrete surfaces. Each picnic pad consisted of lacked without picnic tables and were similarly placed on the terraced ridge on poured concrete platforms with stone surrounds. Specifications for the construction of these resources are outlined in the *Camp Ground Improvement Manual*.<sup>113</sup> In addition to these resources, water fountains and trash incinerators were constructed at various locations. Basic plumbing allowed day-use visitors to access natural water systems constructed during this time and facilitated extended stays at Lake Winfield Scott. Two parking lots were constructed by grading the eastern ridge above the lake, and working with the natural slope on the western bank (Fig. 3.4).



Figure 3.4. *Original main parking lot located on the eastern ridge above the bathhouse.* (Photo source, Blue Ridge Ranger District, Blairsville, GA.)

Combined vehicle capacity was calculated at 90 in 1938. Reports of use at the site suggest that additional parking areas were necessary to accommodate a higher volume of visitors on weekends and holidays.<sup>114</sup> The single fee-booth structure located at the main parking lot

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<sup>113</sup> United States Forest Service, Region 5, *Camp Ground Improvement Manual*, United States Department of Agriculture, (Washington, DC 1933).

<sup>114</sup> Graves, *A Special Report on Lake Winfield Scott Recreation Area*, 20.



consisted of large unfinished timbers and open-air rafters, and led visitors to descend the steep slope before arriving at the bathhouse (Fig. 3.5).



Figure 3.5. *Original fee-booth structure located on the western side of the main parking lot and at the top of the stairs leading to the bathhouse. Wood shingles and rounded timbers were harvested on-site. (Photo source, Blue Ridge Ranger District Office, Blairsville, Georgia.)*

The bathhouse was centrally located on the site, and received extensive use by visitors. Board-and-batten exterior cladding on timber-framed posts rested on a concrete and stone foundation (see Fig. 3.6). Toward the end of this developmental period, between 1950 and 1955, the original entrance to the women's facilities was relocated and reconfigured when the central partition was removed. Further, between 1950 and 1955 a partition wall of windows was removed from the bathhouse to create a clear path from the parking lot directly to the lake. The exact date of removal and reason for this action remains unknown. Stairs leading to a maintenance door at present, once served as the three-stair access point for entering the women's facilities. Each side of the bathhouse had two or three pit toilets as well as two or three showers located in a changing area that were constructed to USFS specifications.<sup>115</sup>

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<sup>115</sup> Show, *Camp Ground Improvement Manual*, 9; Tweed, *A History of Outdoor Recreation*, 21.



Figure 3.6. *West elevation of the CCC-era bathhouse constructed circa 1936. Notice the wall of windows in the center of the photo which was removed in between 1950 and 1955. The men's section is located to the north (left side of building), with the women's to the right. (Photo source, U.S. Forest Service, Blue Ridge Ranger District Office, circa 1950.)*

Day-use shelters constructed at the site varied in size and materials. North of the bathhouse, two shelters were located on flattened portions of the ridge (see Figure 3.1). The first, Shelter 1, was located near the northeastern corner of the lake, above the gravel road that allowed access to a few camping and picnic pads. Round-cut timbers were used to create the support columns and exposed rafters. The east elevation had stylized vertical boards that came to triangular points at their lower ends (Fig. 3.7). A four-sided, centrally-located, rough-cut stone fireplace allowed simultaneous use by visitors. Benches and picnic tables were built into the exterior support columns which allowed for open and free movement beneath the gabled roof.



Figure 3.7. *East elevation of day-use Shelter 1 (circa 1935); notice the round timbers compared to the squared timbers of Shelter 3 in Figure 3.9. (Photo source, Blue Ridge Ranger District, Blairsville, Georgia.)*

Shelter 2, located just north of the bathhouse and south of Shelter 1, was the largest day-use shelter constructed during this period. Round timbers supported a single gable roof, with an open interior space and hand-cut logs that created rustic architectural design. The shelter's south, east, and west elevations included entrance spaces, and two-and-half-foot-tall banisters enclosed the shelter (Fig. 3.8).





Figure 3.8. *View of southeast corner of Shelter 2 (circa 1935).* (Photo source, Blue Ridge Ranger District Office, Blairsville, Georgia.)

Shelter 3 is unique in both materials and placement. It was situated on a leveled portion of the eastern ridge above the lake south of the bathhouse. Squared timber columns supported the single-gable roof, and hewn logs created rusticated rafters. The foundation and surrounding three-foot-high walls were constructed of rough-cut stacked stone. Measuring approximately 15 feet by 10 feet, this was also the smallest shelter (Fig. 3.9). A single fireplace was constructed on the eastern wall using the same rough-cut stacked stone. Each shelter's roof was comprised of wood shingles with a timber cap that ran the length of the ridgeline.<sup>116</sup>

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<sup>116</sup> Bruce-Vaughters, *Proposed Lake Winfield Scott Recreation Area Renovation*.



Figure 3.9. *Shelter 3 west elevation.* (Photo source, Blue Ridge Ranger District Office, Blairsville, Georgia.)

Although the 1950 Neels Gap quadrangle also shows the caretaker's cabin, little is known of this constructed resource which was located near Lance Branch in the south camping loop. Based on similar cabins constructed at Vogel State Park, cabin designs described in *A History of Outdoor Recreation Development in National Forests 1891-1942*, and methods utilized on the bathhouse, the cabin was likely board-and-batten over a timber-framed structure.<sup>117</sup> A single interviewee recalled the location of the cabin, but was unable to provide details about its materials or the orientation of the building. In addition to the whereabouts of the cabin, a 1955 map shows the location of a shooting range south of the southern camping loop. This shooting range was constructed and operated during the CCC era, and was located off Jarrard Gap Trail. Development of archery and rifle shooting ranges attracted diverse visitors to newly constructed recreation areas during the 1940s.<sup>118</sup> A small shelter made of local timber, according to both

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<sup>117</sup> Tweed, *A History of Outdoor Recreation*, 21.

<sup>118</sup> Retire Ranger 1, *personal correspondence on September 15*, (2016).

retired rangers, was constructed at this site. As part of the designed landscape, this is the farthest resource from the lake, and it serves as the southernmost boundary of the cultural landscape described in this thesis.

There are three contradictory sources of information regarding the number of day-use shelters constructed at Lake Winfield Scott. Bruce-Vaughters, based on national forest archive data, suggests that three shelters were constructed during the CCC era.<sup>119</sup> Additional sources of information, including a 1950 Neels Gap quadrangle and an inspection letter from 1938 by the NPS, reveal four day-use structures constructed within the recreation area.<sup>120</sup> The 1938 National Park Service inspection letter commended the resources constructed at Lake Winfield Scott Recreation Area. This inspection highlighted the construction methods, structures, and the extensive picnicking opportunities afforded visitors to this site. Praise was especially given to the roads, parking, and additional infrastructure added by CCC labor and under the direction of the USFS.<sup>121</sup> The period plan for this section has been mapped with the fourth structure added, based on the quadrangle map used to reference the study area. However, as part of this thesis research, no photographs were located that may be useful in understanding form, design, or structure.

### *JAS Period – 1955 to 1973*

An application by Jones, Akins, and Smith, Incorporated (JAS), to lease the recreation management of Lake Winfield Scott Recreation Area was made to the Gainesville, Georgia, USFS district office in 1955. As a private corporation, authorized under a special-use permit, JAS proposed to develop recreational amenities during the course of a thirty-year lease

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<sup>119</sup> Bruce-Vaughters, *Proposed Lake Winfield Scott Recreation Area Renovation*, 11.

<sup>120</sup> U.S. Department of the Interior, U.S. Geological Survey, “Neels Gap Quadrangle,” by Geologic Survey and Tennessee Valley Authority, mapped in Washington, DC, (1938), revised (1949-50); Graves, *A Special Report on Lake Winfield Scott Recreation Area*, 4.

<sup>121</sup> *Ibid.*, 20-23.

agreement. It is unknown whether the USFS requested applications from concessionaires, or whether the application was submitted without prompting. Between 1955 and 1973, JAS constructed a significant number of amenities at Lake Winfield Scott. The company, based in Blairsville, Georgia, designed and constructed twenty-six rental cabins, three bathrooms, expanded the group camping to the north, added a concession stand, laundry facilities, and a large event pavilion. The addition of recreational activities, including paddleboats and horseback riding, also increased both the number of visitors and the duration of their stays. Horse stalls and hitching-posts throughout the park were constructed during this period as well. With expansions to the available amenities, circulation changes were made to address the increased volume of visitors.

Although JAS functioned as an independent company, the terms of its lease required built amenities to meet USFS design guidelines, which were based on existing amenities and the natural setting; i.e. JAS was required to submit proposed architectural drawings and design plans that were stylistically compatible with extant CCC-era buildings.<sup>122</sup> Development and the addition of amenities during this period remained centrally located around the lake, and maintained cohesive design with the previous developmental period.

Situated on the western ridge above Lake Winfield Scott, JAS constructed twenty-six rental cabins for short-and long-term use. A management office with laundry services in the basement also was constructed on the western bank near the main entrance to the park (Fig. 3.10). Visitors were greeted with an expansive view of the lake toward the swimming area on the eastern shore. Circulation of this portion of the site changed significantly with the addition of new roads, as access to the cabins was necessary for visitors and maintenance workers alike.

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<sup>122</sup> Show, *Camp Ground Improvement Manual*.

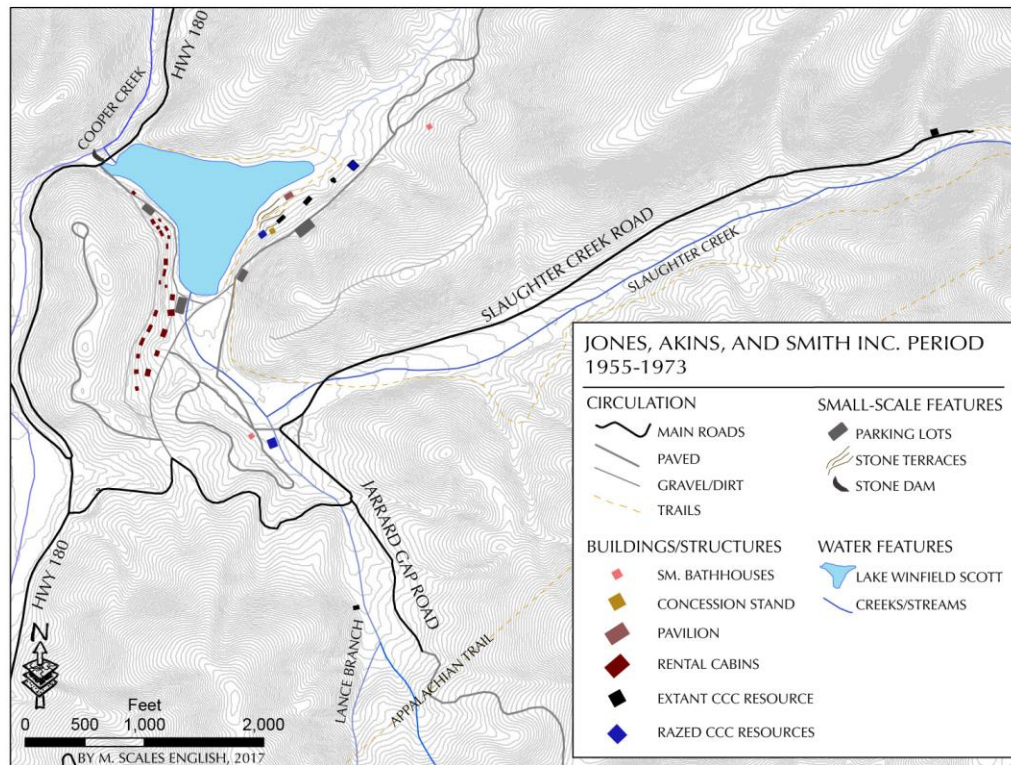


Figure 3.10. 1955-1973 Period Plan. Notice the rental cabins on the western ridge of the lake, razed structures, and general clustering of constructed features. The unknown structure is present on this map, because it was present on the comparative quadrangle. (Map created by M. Scales English.)

Further, the addition of roads and a culvert allowed vehicles to circumnavigate the lake, whereas before, two separate roadways were utilized to access the southern and northern portions of the park. Above these twenty-six cabins, a second phase of construction was planned, and a new road was cut to allow access to the cabins from the upper entrance. Expansion of the built amenities above the bathhouse were planned to include a lodge and additional rental cabins. It remains unclear why this plan did not come to fruition. Few photographs show the construction style and materials of the cabins. However, photos taken before the cabins were removed in 1973 show them to have had board-and-batten walls over timber frames. Based on field survey, foundations varied for each cabin; some were concrete, while others were brick or stone. With



the increased number of amenities within the recreation area, sewer infrastructure was expanded as well. Expansion of amenities at Lake Winfield Scott allowed for more visitors and increased use of the recreation landscape.

Aside from the creation of cabins, smaller bathrooms and shower facilities were added to each campground area during the early 1960s. These structures were perhaps least like the other architectural features of the landscape, at least in terms of their materials. Constructed of concrete masonry units (CMUs), JAS created two three-season facilities. An additional restroom facility was created between the northernmost day-use shelter and the pavilion. South of the bathhouse a concession stand for visitors was constructed and operated by JAS during summer months. This building was especially popular during weekend events sponsored by JAS and members of the community.<sup>123</sup> Additional structures created during this time included a paddle boat dock adjacent to the swimming area, a large platform dock with diving boards, and two additional fishing docks. One dock was located near the mouth of Slaughter Creek, and the other was situated at water level near the office and laundry facilities. Facilities associated with horseback riding were added as well. South of the newly-added culvert and road near Slaughter Creek, a small stable was constructed. This structure served as a staging area for visitors before they accessed the numerous horseback riding trails that were also added to the landscape. Although the addition of horses increased the activity at Lake Winfield Scott, they also presented a sanitation concern that was addressed by USFS, and which will be considered at some length in Chapter 6.<sup>124</sup>

While several structures and buildings were added to Lake Winfield Scott Recreation Area during this period, JAS also removed and decommissioned many CCC-era resources. South

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<sup>123</sup> Retired Ranger 1 and Retired Ranger 2, *personal communication on September 15, (2016).*

<sup>124</sup> Retired Ranger 1 and Retired Ranger 2, *personal communication on September 15, (2016).*

of the concession stand, the small day-use shelter was removed from the terraced ridge at an unknown date. The stone foundation and stairs remained. North of the bathhouse, the largest CCC-era day-use shelter also was removed, perhaps due to deterioration. No specific information for the date of removal has been located. Based on interview data, JAS maintained a great deal of autonomy during the early years of their special-use permit.<sup>125</sup> This may suggest that the removal of CCC-era structures occurred during the early years of JAS's lease. Within the concrete pad that remained of Shelter 2, the timber support column molds are visible (see Fig. 3.11). The concrete pad served as a multi-functional space for basketball, tennis, and other outdoor sports during the JAS period. Removal of these resources will be discussed in chapters 5 and 6 concerning the significance and management practices associated with Lake Winfield Scott Recreation Area.



Figure 3.11. *Remnant of the Shelter 2 concrete platform remains. Notice the timber post mold's shape (upper right-hand corner) is circular at this shelter (2016).* (Photo source, M. Scales English.)

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<sup>125</sup> Ibid.

In addition to the removal of these resources during the early years of this period JAS constructed a grand pavilion northwest of the bathhouse, within 25 feet of the lake's edge. Constructed of local square-cut timbers, and fashioned to match the existing character of day-use Shelter 3, the pavilion became a central focus for park activities. JAS utilized rough-cut stacked stone as well as timbers sourced from the local community to create a structure that fit with the character of the surrounding cultural landscape. Benches, constructed of wood and composite metal, were added between each pillar at the time of construction, to accommodate large crowds and gatherings when necessary. The pavilion's proximity to the swimming area and bathhouse only added to the number of visitors who flocked to Lake Winfield Scott for weekend visits and summer excursions.<sup>126</sup> This open-air pavilion was utilized extensively by the community and visitors to host special events for nominal fees. Additionally, during this time residents who lived east of the Lake Winfield Scott Recreation Area began holding non-denominational church services at the pavilion on Sunday mornings. Saturday nights were often filled with social events at the pavilion, which drew significant crowds comprised of both community members and tourists.<sup>127</sup>

#### *Re-opening, Volunteers, and Youth Programs Period – 1973 to circa 2000*

Following the termination of the special-use permit in 1973, the forest service conducted repairs and sold or auctioned the rental cabins, keeping only the four that were in the best condition for just two years. The recreation area reopened in 1975 following the implementation of environmentally-conscientious practices, as directed by the Environmental Protection Agency

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<sup>126</sup> Retired Ranger 1 and Retired Ranger 2, *personal communication on September 15, (2016).*

<sup>127</sup> Retired Ranger 1, *personal communication on September 15, (2016).*

and the National Environmental Protection Act of 1969. The specifics of these management changes will be discussed in Chapter 6. Regarding the landscape, the 1988 Neels Gap quadrangle shows the buildings and structures that were retained, as well as the circulation alterations that occurred after the JAS era (Fig. 3.12). In some ways, this period is similar to the original CCC/USFS period of development based on spatial organization. Of the constructed features from prior periods, only the four rental cabins mentioned above, the main bathhouse, pavilion, shelter 1, and the southern loop facilities remained. The north and south camping loops remained as they were arranged during the JAS period. Visitors were, however, no longer able to access the swimming area or main parking lot by entering the park adjacent to the bridge. This road was closed to prevent continued deterioration of the site, but pedestrians and bicyclists were still allowed to access it. No new construction occurred during this period aside from non-permanent structures such as pit-style toilets for use in winter-months when water is turned off to prevent freezing.

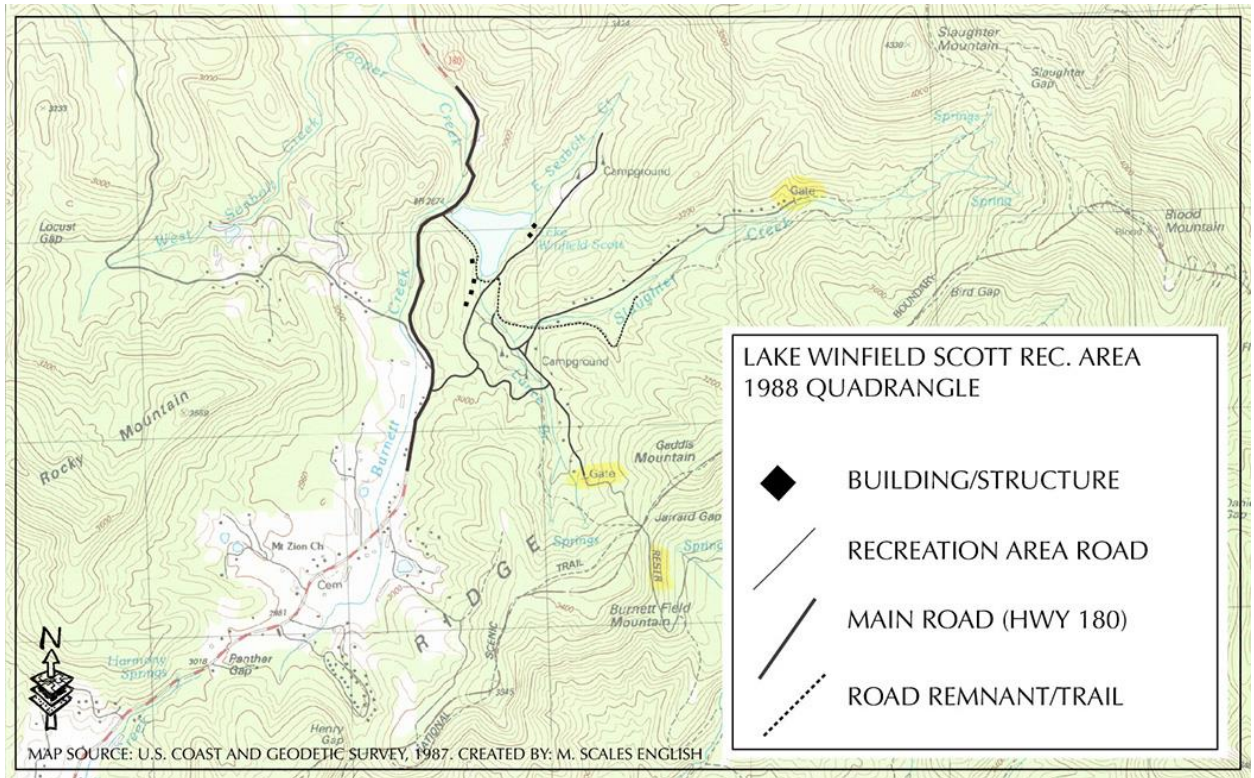


Figure 3.12. 1973-Present Period Plan. On the southwestern side of the lake, four cabins remain from the JAS Period. Only two buildings or structures are represented on the eastern bank of the lake. Once again, the roads and circulation seem to have changed, even if only through minimal alignment changes. (Map created by M. Scales English.)

## CHAPTER 4

### CURRENT CONDITIONS

To effectively evaluate the complex cultural landscape attributes of Lake Winfield Scott Recreation Area, the following sections are based on the National Park Service (NPS) documentation guidelines suggested in *A Guide to Cultural Landscape Reports: Contents, Process, and Techniques*.<sup>128</sup> This method of documentation for evaluating the current conditions has been adapted to include a summary of environmental context and setting, cultural context and setting, and landscape characteristics. The environmental context and setting section situates the study area in a regional and broader natural system that affects the study area. Cultural context and setting describes regional planning, as well as historic design, and demographic information about who utilizes this cultural landscape. The landscape characteristics discussed in this chapter include natural features and systems, topographic modifications, spatial organization, views and vistas, land uses, circulation, vegetation, buildings and structures, small-scale features, and archaeological resources (Fig. 4.1). This approach to documenting existing conditions is consistent with *A Guide to Cultural Landscape Reports: Contents, Process, and Techniques*.<sup>129</sup>

For this study, the existing conditions have not been documented in terms of “character areas” as suggested by Page *et al.*<sup>130</sup> Instead, each section of landscape characteristics contributes

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<sup>128</sup> Page et al, *Guide to Cultural Landscape Reports*, 56-68.

<sup>129</sup> Ibid.

<sup>130</sup> Ibid., 75.



to the spatial arrangement of cultural features, their locations and relationships on a natural landscape, and in part, reveals the preservation and conservation at the site.

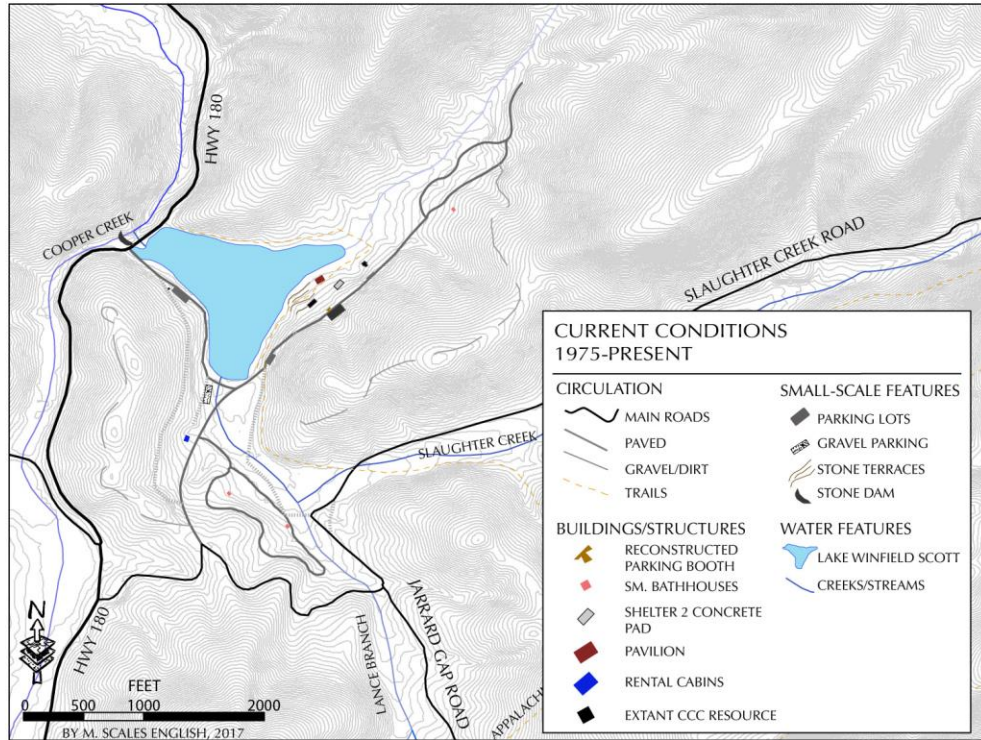


Figure 4.1. *Current Conditions Period Plan. Spatial organization of the current conditions are like the original layout of Lake Winfield Scott when it was originally constructed. (Map by M. Scales English).*

Despite not defining character areas, the use of management zones may satisfy a similar need when discussing treatments. This will further reinforce analyses and evaluations found in chapters 5 and 6, and aims to reveal potential areas of interest in future management practices.

### Environmental Context and Setting

Lake Winfield Scott Recreation Area averages 3000 feet above sea-level within the Blue Ridge Mountains of Southern Appalachia. Secondary and tertiary growth forests are comprised of deciduous and coniferous trees, a predominantly evergreen understory, and numerous endangered species of wildflowers. Indigenous species abound and are especially noticeable

during spring and summer months, when many rare plants are in full-bloom. In addition to flora, the U.S. Forest Service and Georgia's Department of Natural Resources regularly monitor predators including black bears, bobcats, mountain lions, and foxes. Woodland creatures ranging from squirrels and chipmunks, to varieties of birds including red tail hawks, owls, and thrashers are often seasonally abundant. Due to seasonal climatic fluctuations that aid in maintaining stream ecosystems, year-round stream temperatures remain around 42 degrees Fahrenheit, allowing rainbow trout and brown trout to thrive in the creeks alongside varieties of newts and salamanders.

These same creeks are an integral part to the successful growth of vegetation throughout Lake Winfield Scott Recreation Area. As part of the surrounding flora, dense portions of vegetative understory surround the lake and its path. Lack of regular maintenance and seasonal pruning have resulted in excessive growth. Within the swimming area and surrounding the bathhouse and pavilion, vegetation is manicured and kept to a minimum. Rhododendron and mountain laurel comprise the understory, with ground-cover ranging from moss to grass. Large oak and maple trees, as well as hemlock, provide ample shaded areas for visitors.

### Cultural Context and Setting

Suches is a small unincorporated town located in Union County, Georgia. The county seat, Blairsville, is located 17 miles north of Lake Winfield Scott Recreation Area. While the county had a population of approximately 21,000 in 2010, Suches has only 1,200 year-round residents.<sup>131</sup> Deemed the "Valley Above the Clouds," few portions of Suches proper dip below 2800 feet in elevation. It is unknown when Suches was given this nickname, but it is regularly situated above low-lying clouds that consume lower portions of the region. Within the

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<sup>131</sup> U.S. Census Bureau, *Quick Facts: Union County, Georgia*, (2015), <https://www.census.gov/quickfacts/table/SEX205210/13291>



community, a small kindergarten through twelfth-grade school, constructed during the early 1940s, is located near the original site of Camp Woody, Battalion 1404 (F-1). Volunteer firefighters, trained in backcountry and emergency rescue, serve the community from two precincts, Suches and Gaddistown. Gaddistown is a small community within the town of Suches, located in the flatland area (lower than 2800 feet elevation on average), north of Woody Gap School on Highway 60.

Located outside of the study area, but within the Lake Winfield Scott Recreation Area, thirty-four privately-owned cabins are situated along Slaughter Creek and Jarrard Gap roads. The cabin owners' association provides volunteers who seasonally work to eradicate invasive species and help with labor in a limited capacity.<sup>132</sup> In addition, located north of Lake Winfield Scott, at the base of Slaughter Mountain, Vogel State Park is an active recreation area. Outdoor recreation in nearby locations may influence the manner and frequency of visitation to Lake Winfield Scott.

#### Landscape Characteristics

A description of the existing conditions at Lake Winfield Scott Recreation Area will follow this brief introduction. This cultural landscape includes three-and-one-half miles of roads, numerous walking trails, seven permanent structures, two non-permanent privies, over two-hundred linear-feet of stone retaining walls that create three terraces, a stone and concrete dam creating an 18-acre lake, three parking areas, thirty-seven camping pads, four picnicking areas, and four fee-area booth structures. Many of these extant constructed features are associated with two periods of development, the Civilian Conservation Corps/USFS Period from 1935 to 1955, and the JAS Period from 1955 to 1973. Resources associated with more recent construction, 1990s to 2009, include concrete pathways, a playground area, two fishing docks, a reconstructed

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<sup>132</sup> Forest Ranger 2, *personal correspondence on October 12, (2016)*

structure at the main parking lot, and a temporary fee booth structure at the main entrance. A substantial tree canopy, consisting of mixed deciduous and evergreen trees tower above the constructed features and frame the stream-fed lake. Creeks and streams that drain into the lake begin high on the slopes of surrounding mountains. These forests, last clear-cut during the early 1910s, extend throughout the Lake Winfield Scott Recreation Area and into the surrounding Blood Mountain Wilderness and Coosa Bald Scenic Area.<sup>133</sup> Within the Blood Mountain Wilderness and Coosa Bald Scenic Area, some of the oldest, second-and-third generation oak, maple, white pine, hemlock, buckeye, and hickory trees abound.

The following sections discuss in greater detail the character-defining features of the Lake Winfield Scott cultural landscape. These include, natural systems and features, spatial organization, topographic modifications, views and vistas, land uses, circulation, vegetation, buildings and structures, small-scale features, and archaeological resources.

### *Natural Systems and Features*

Lake Winfield Scott's natural topography facilitated the creation of constructed features such as the lake, roads, buildings and structures. The organic form of the lake can be attributed to the way the feeder-creeks terminate at each entry-point. Based on the reviewed literature, the creation of lakes at natural convergent-points in the landscape is not an uncommon trend for recreational spaces in natural environments. Ridges surrounding the lake create a secluded and naturally protected site. Although the terrain of the overall site is mountainous, the developed portions of the cultural landscape are roughly flat and at the same elevation. Walking paths,

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<sup>133</sup> U.S. Department of Agriculture, Forest Service, "Chapter 3: Management Prescriptions", in *Land and Resource Management Plan* (Management Bulletin R8-MB 113 A, Chattahoochee-Oconee National Forests, (Washington, DC, 2004), 3-2, 3-4.

discussed further in the circulation section, allow pedestrians easy access to most of the site without strenuous effort.

Due to the lack of widespread concrete and non-permeable surfaces, flooding is not an issue within the boundaries of this study area. Combined with a healthy understory of rhododendron and mountain laurel, erosion of natural areas does not seem to be an issue across much of the site. On the contrary, in areas where the understory has been removed to allow for activities such as camping, picnicking, and swimming, some erosion has occurred over time. To alleviate this issue, gravel has been added in certain locations to discourage excessive use, and to prevent continued degradation. Gravel does not welcome prolonged sitting or activity on sloped terrain. Forest floors contain leaf litter, as well as perennial low-growing native species. Outside of the areas where buildings and structures have been constructed, this natural environment may suggest what the landscape looked like prior to development of this cultural landscape. However, without substantial supporting documentation, it may have been quite different.

### *Spatial Organization and Cluster Arrangement*

Although most constructed features and activities occur within proximity to the lake, there are three areas of clustered development. These include the north camping loop, south camping loop, and swimming area. In the north loop, numerous camping pads with wooden picnic tables and a single bathhouse were constructed in the north loop following the termination of the JAS special-use permit. The south loop was constructed during the CCC/USFS period, and the bathing facility was added during the JAS period. On the eastern side of the lake, built amenities are clustered in a linear manner. Parking areas at Shelter 1 and on the ridge above the main bathhouse are part of this cluster arrangement as well. Pedestrian access within this area is facilitated by handicap-accessible pathways, which were added in 2009. Although it currently

lacks extant built features, the southwest ridge above the lake once accommodated twenty-six rental cabins. If these resources remained, they would comprise a fourth, distinct cluster. The foundation remnants are visible, but no current activities occur in this area; therefore, they are considered in the *Archaeological Resources* section.

### *Topographic Modifications*

The study area is comprised of naturally-occurring landforms that were discussed in the section above, as well as human-manipulated topography. Human modifications to the landscape are directly connected to the creation of the cultural landscape, and primarily reflect the needs for circulation and erosion deterrence. A man-made lake is perhaps the most noticeable modification. Additional topographic manipulation has occurred throughout the study site as well. With over 200 linear feet of stone and concrete walls, the topography above the swimming area has been modified into level areas to facilitate discrete activities and circulation. These activities include picnicking (but no camping), walking, and limited vehicular access. The lowest tier encompasses the swimming area beach, with sand and grassy lawns, which provides an area for beach-goers to escape the cold waters of Lake Winfield Scott and warm themselves in the sun. A second terraced level is utilized by pedestrian and vehicular traffic (only when necessary for accessibility needs or large gatherings), and is covered in gravel. This terrace runs parallel to the gravel road that leads from the large pavilion to the edge of the southern picnic pad. Located above the second terrace, the bathhouse, picnic tables, and most paved walking paths are located on the third and final terrace. By constructing these features on the same terrace level, designers delineated use-areas in the same general location. Picnicking is not forbidden in the lower terraces, but the use of charcoal grilling is prohibited beyond the grills provided at picnicking pads on the upper terrace level.

Additional modifications to the natural topography are associated with roads and circulation paths. Prior to the CCC/USFS period, roads were cut by the Gennett Lumber Co., and the main road (Highway 180, state constructed) traversed the western ridge above the lake (Fig. 4.2). During the CCC/USFS period, a compacted-earth road surface was added on the southwestern side of the lake leading from the original entrance into the recreation area.

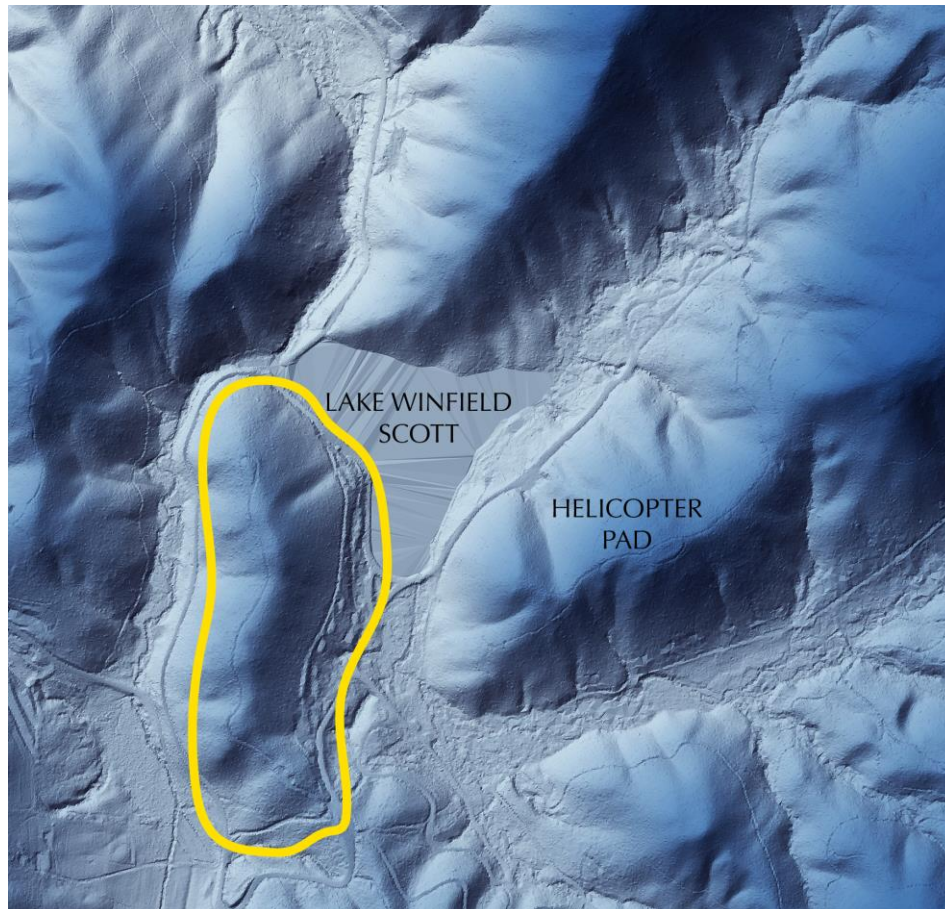


Figure 4.2. *Processed LiDAR data showing constructed roads and remnant logging roads throughout the site. (LiDAR point cloud retrieved from U.S. Geological Survey Long Term Archive database. Data edited and map created by M. Scales English.)*

The natural grade of the ridge above the lake was modified to accommodate the compacted-earth road. The historic parking area (today the main parking lot) also is located on a portion of the altered ridge. The ridge was flattened to create vehicular parking and to provide access from the

second road cut on the eastern side of the lake. Both the north and south campground loops also were created by grading and flattening lesser ridges to create navigable pathways.

During the JAS period, additional roads were added to the steep southwestern ridge of the lake, where twenty-six rental cabins were constructed. As part of the fieldwork completed for this thesis, most, if not all, of the topographic modifications have been located and investigated based on the initial LiDAR evaluation. Due to time constraints, however, additional areas identified in the LiDAR data were not corroborated through ground-truthing evaluation. These include a helicopter pad and a road used to access this area. Additional modifications have occurred since the 1980s; these will be discussed below in the *Circulation* section.

### *Views and Vistas*

At Lake Winfield Scott, there are three areas where views exist in relation to the constructed landscapes features. The first is encountered when arriving at the lake area from the main entrance. When entering the recreation area from Highway 180 at the current main entrance, a view of the lake greets visitors as they descend and cross Slaughter Creek. Second, when vegetation is appropriately managed, there are two or three views of the lake from a narrow trail that encompasses the lake. These views are seasonally accessible, as the thick understory prevents a clear view of the lake from May through October. The wooded forest surrounding the trail otherwise has few openings that allow views to the lake. A third view, from Highway 180 where a bridge and earthen dam span the western side of the lake, provides a unique glimpse of the recreation area's main feature. From this location, pedestrians and motorists are greeted with a panoramic view of Lake Winfield Scott and its swimming area, along with faint glimpses of buildings and structures tucked within dense forests.

## *Land Uses*

Current land uses include recreation activities such as hiking, swimming, fishing, camping, picnicking, and general outdoor recreation. Aside from camping, which occurs only in designated campgrounds, all other activities occur throughout the landscape. Areas subject to excessive recreational activities are marked by regulatory signs preventing overuse and degradation of resources. One of these activities is horseback riding. Following the JAS period, this activity became highly regulated. horseback riding is no longer allowed on pedestrian trails due to the destruction caused by the hoofs of horses.

Above the lake on its eastern ridge, a small overgrown road ascends the ridge from the north and culminates at a plateau. Based on the USFS documents, this area was once used as a helicopter pad and as a potential site for a lodge. Helicopters were used in the mid to late 1970s to spread dichloro-diphenyl-trichloroethane (DDT) to eradicate an invasive worm, as well as when fighting forest fires.<sup>134</sup>

## *Circulation*

Current circulation includes asphalt, concrete, gravel, and compacted earth surfaces. Entering the recreation area at the main entrance or near the bridge, the road surface is asphalt paving. The main road throughout the park is also asphalt. Extending from the west paved parking area to the main road as it crosses Slaughter Creek, an intermittently paved concrete path serves pedestrians and maintenance workers. A gravel parking lot is located in this area as well. What once served as the main road throughout the site during the CCC/USFS period is now a gravel road that runs alongside the lake to the east. Compacted dirt trails partially encompass the

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<sup>134</sup> Retired Ranger 1, this information was collected through conversations stemming from the interview questions and while touring the research site in September 2016.

lake, and also serve as approach trails for the Jarrard Gap, Slaughter Creek, and Appalachian trails. Poured concrete pathways extend from Shelter 1, and an adjacent parking area, to the pavilion, bathhouse, and picnic pads. Also, discussed in this section are road traces present across the landscape, as well as their current uses and condition. The following subsections include roads, road traces, stairways, steps, and walkways.

## **Roads**

The study area includes three vehicular road sections: (1) the original main entrance and road off Highway 180 at the bridge, (2) the current main entrance road that extends to the north campground loop, and (3) the south loop campground road. The original entrance road no longer extends around the lake as it once did. It now terminates at a parking area located roughly 200 yards from the recreation area entrance. It is at this point in the landscape that pedestrian and maintenance vehicles may enter the historic road bed and make their way around the southwestern bank of the lake. The current Lake Winfield Scott Recreation Area entrance was added during the 1950s as a secondary entrance into the park, which was mainly used by people who were constructing cabins off Slaughter Creek and Jarrard Gap Roads. Following the natural topography of the site, this road descends into the recreation area, passes over Slaughter Creek at the southern tip of the lake, and terminates in the north camping loop. This two-lane, asphalt-paved road varies in width from eight to ten feet per lane, and has low or soft shoulders throughout.

Mentioned briefly in the *Topographic Modifications* section, the south camping loop road was constructed during the CCC/USFS period. It is a single-lane, single direction loop that traverses the natural ridge and follows Lance Branch as it drains into Slaughter Creek approaching the lake. Current materials include asphalt pavement, which measures ten feet at its



narrowest point to nearly eighteen feet at its widest. Small group campsites located along this road consist of crushed rock and gravel.

### **Road traces**

Remnant roads are visible at various locations across the landscape. Road circulation is perhaps the most complicated, and evolved, portion of the site.<sup>135</sup> A road created during the JAS period to allow access to rental cabins is now overgrown and shadowed with extensive canopy. This road is located on the western ridge above the lake, and serves as a topographic feature or the occasional trail. Also, the secondary entrance (now the main entrance) once cut into the ridge as it sloped into the park and connected to the original entrance on the southwestern ridge of the lake. Further, the south campground loop road was once connected to Slaughter Creek Road and ran to the north campground loop. It was not until the JAS period that these roads were connected at the southern tip of the lake and navigation was consolidated into a single road system. Also within the south loop, the remnant roadbed of the original loop configuration is present.

### **Stairways, steps, and walkways**

These features are centrally located around the swimming, pavilion, and bathhouse areas. Stone steps from the main parking lot lead down a steep slope to the bathhouse, where additional stairs lead to the swimming area and pavilion. Two new sets of stairs, added in 2009, have facilitated navigation within this section of the site. Extensive handicap-accessible pathways also are present throughout this area. Steps leading from and connecting terraced portions of the eastern ridge are constructed of rough-cut native stone. They are integrated into the retaining

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<sup>135</sup> Retired Ranger 2, *personal correspondence September 15, (2016)*. This individual's account of the circulation throughout Lake Winfield Scott describes a complicated web of roads and switch-backs that were used until the mid-1970s. The consolidation and reorganization of the roadways occurred between 1975 and 1980 based on this individual's account.

walls used to create the terracing. Half-inch thick mortar secures the stones (Fig. 4.3). Additional stairways lead to the old paddleboat dock just south of the swimming area, and stairs lead into the swimming area as well. Additional stairs and navigation pathways are located at Shelter 1, where handicap accessibility has been extended.



Figure 4.3. *Stairs leading from the second terrace to the picnic area and further toward the third and final terraced section beyond the erosion screen, 2009.*  
(Photo source, Darby Phillips Miller.)

Above the cement pad at Shelter 2, a steep set of wooden steps, no more than three-feet wide, are visible from the parking lot, and a small worn dirt path leads up the hill from where Shelter 2 once stood. This path allows visitors to directly access the site from the parking area

without navigating the bathhouse area. Surrounding the pavilion and bathhouse, circulation has changed significantly, most recently because of 2009 USFS renovations. Extending from Shelter 1 and its adjacent parking area, visitors with mobility restrictions are now able to navigate the steep terraced ridge leading to the pavilion, bathhouse, picnic pads, and the swimming area. In the past, the only means of accessing these amenities was by driving on the gravel road.

Pathways differ in materials; the main ambulatory paths between Shelter 1 and the bathhouse and picnicking area are five-feet wide, poured concrete, while the remaining surfaces are gravel, moss and grass, and compacted dirt.

### *Vegetation*

Management practices by the USFS and concessionaire have resulted in the creation of a tidy and manicured landscape within the study area. Aside from the wooded areas surrounding the lake, and trails that enter and leave the study area, vegetation is pruned in a way that frames paths and prevents visual interruption. The natural appearance of the landscapes remains intact, and when you enter the wooded areas, extensive understory is present.

Investigation did not reveal historic shrubbery or vegetation, but there are instances of invasive species at the main entrance in manicured and bedded plantings. Located on each side of the main entrance, vegetation includes rhododendron, annuals such as pansies, and invasive English ivy. These beds were added during the 1980s, and are maintained by the private cabin-owner's association. Little is known about the historic vegetation of the park during the 1930s, except what is vaguely detectable in photographs. Today, large alder shrubs surround the lake's bank on the southwestern side.

## *Buildings and Structures*

The bathhouse, located just above the lake, has undergone extensive conservation and rehabilitation. Although the building's footprint has not changed, the function of the interior space has been altered at least twice, and it has been retrofitted with modern plumbing.<sup>136</sup> The foundation consists of rough-cut stone with half-inch grey mortar. Brown painted board-and-batten exterior walls enclose two sections of bath and shower facilities. The men's restroom is located on the north end, and the women's restroom is located to the south. They are separated by a breeze-way with rough-cut stone flooring and large square-cut timber columns (Fig. 4.4).



Figure 4.4. *CCC-era bathhouse, existing conditions (2016); retention of the board-and-batten siding and stone foundation adds to the integrity of this resource. Despite changes to the breezeway and entrances, this building has been rehabilitated to maintain similar appearance of the original configuration. (Photo source, M. Scales English.)*

Flooring in each restroom was replaced in 2009 with three-by-three inch tiles, and the interior walls are comprised of wood panels. Each side has handicap-accessible showers and stalls.

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<sup>136</sup> Bruce-Vaughters, *Proposed Lake Winfield Scott Recreation Area Renovation*, 11.

Additional details of these conservation efforts are discussed in Chapter 6 – *Management Practices at Lake Winfield Scott*.

Conservation efforts at Shelter 1 were also completed during the 2009 rehabilitation. This timber -rained, shingle-roofed structure is painted dark brown, in compliance with USFS policies, and sits on a poured concrete pad. The central chimney has been closed, but two standing charcoal grills were added in 2009. The original, locally-sourced stone chimney extends from the ground to roughly three feet above the roof gable (see fig. 4.5 – shelter 1). Rounded timbers, painted brown, were utilized extensively throughout Lake Winfield Scott during the CCC/USFS period of development.<sup>137</sup>



Figure 4.5. *Shelter 1, south elevation (2016)*. (Photo by M. Scales English.)

Further, the methods of construction regarding the chimney and structural components, were explicitly detailed in construction and design manuals produced by the National Park Service for use during the New Deal.<sup>138</sup>

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<sup>137</sup> Bruce-Vaughters, *Proposed Lake Winfield Scott Recreation Area Renovation*, 12-15.

<sup>138</sup> U.S. Department of Agriculture, *Building Construction Manual*, United States Forest Service, (Washington, DC, 1935).



Although several resources no longer exist from the JAS period, the largest built resource at Lake Winfield Scott, the pavilion, is still used for gatherings by park-goers and the community. Some repairs have been made to the polished concrete floor over the years, but few changes have been implemented despite the age of the structure. Exposed rafters, consisting of large two-by-six timbers, secured with bolt anchors, span the width of the pavilion. A quarter-inch steel screen extends across the bottoms of the exposed rafters to prevent the continued intrusion of barn swallows.

Along with the CCC-era buildings and structures that remain on the landscape, the impact of JAS is also still present in the built environment at Lake Winfield Scott. None of the 26 rental cabins constructed at the site remain because they were auctioned or sold and moved by purchasers between 1973 and 1975.<sup>139</sup> Foundations of these cabins remain in situ, but they are not generally visible except during winter months. In addition to these resources, two of the three small JAS-constructed bathrooms and showers are extant. Located in the north and south camping loops, the CMU-constructed facilities remain a working part of this recreation area (Fig. 4.6). These bathrooms consist of brown-painted exterior walls, white subway tile interior walls and floors, and exposed trusses.

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<sup>139</sup> Retired Ranger 1, *personal communication on September 15, (2016)*; Retired Ranger 2, *personal communication on September 15, (2016)*.

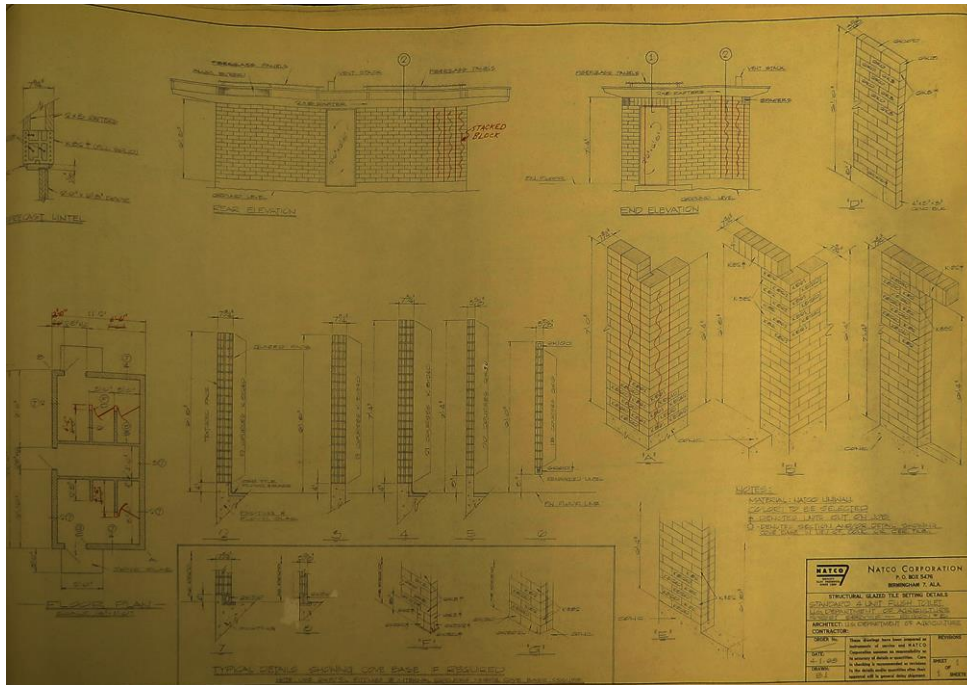


Figure 4.6. 1965 blueprints for bathrooms added to the south camping loop. (Photo source, Blue Ridge Ranger District Office, Blairsville, Georgia.)

In addition to these structures, a large playground was constructed during the early 2000s at the site where the concession stand once stood. Two swings, a fireman’s pole, and a metal slide sit on a sand foundation.

### *Small-scale Features*

Scattered across the terraced eastern bank of the lake, CCC-era picnic pads constructed of stone and concrete are located near the bathhouse and Shelter 1. Eight picnic areas are available for use. Picnic pads consist of a wooden table and a raised charcoal grill, and are approximately fifty square feet in size. Two of these picnic sites have a round fire pit with cooking grate. Crushed stone or gravel is used as the ground cover.

Additional campsites are located south of the lake within the original CCC-era group camping area. Although upgrades to these sites have been made to include gravel pads and pressure-treated timbers, several original fire pits with cooking grates are still in use. Water

sources are also present at each campsite. Although most campsites are designed for tent-camping, a few accommodate small campers or RVs without septic hookups.

Over the years, the fishing docks and platforms within the swimming area have changed location or size, but are still an integral part to the recreational amenities at Lake Winfield Scott. On the western side of the lake, a large handicap-accessible fishing dock, as well as a small dock are available for fishing. The eastern side of the lake, near the mouth of Slaughter Creek, has a small dock next to a small boat ramp.

### *Archaeological Resources*

As part of this cultural landscape, two types of archaeological resources are relevant to understanding the current conditions: (1) potential prehistoric archaeological resources, and (2) submerged and above-ground historic archaeological resources. This thesis briefly discusses the need for further investigation of prehistoric archaeological resources in Chapter 7. Regarding historic resources that are submerged beneath the lake and located on the surrounding ridges, archaeological resources from both primary developmental periods (CCC/USFS and JAS) provide opportunities for understanding past human activity and landscape changes over time. As part of the resources considered for this thesis, documentation and evaluation of these resources was only possible due to the dramatic drop in the water level of Lake Winfield Scott, and may not account for all submerged resources. In July 2016, the first submerged resources were discovered within and south of the swimming area. Survey in September and October 2016 revealed additional submerged resources along the northern and western lake beds.

A canoe-style wooden boat is partially buried beneath lake sediment in the northwest corner of the swimming area. Approximately one-third of the boat's bow is visible above the sediment of the lakebed. Just north of this boat, embedded in the northern lakebed, the bow of a



second boat was discovered. These wooden boats are known to have been used during the early 1940s through the early to mid-1950s, prior to the introduction of paddleboats by JAS (Figs.4.7 and 4.8). In addition to these boats, the dock that was once used to access them was located in a small cove near the mouth of East Seabolt Creek (Fig. 4.9). Investigations conducted in 2016 with Becky Bruce-Vaughters revealed the potential support columns from this dock. Two sets of square-framed forms, which may have surrounded the dock's columns, are located roughly 15 feet from the lake's bank on a large sediment deposit (Fig. 10). Based on information from one of the retired rangers experiences at the site, this dock was removed and the small cove was filled with dirt during the mid to late 1960s.<sup>140</sup> Located fifty-feet north of this former dock location, the remnants of a round and partially hand-hewn beam, likely associated with a footbridge, crosses East Seabolt Creek.



Figure 4.7. *Wading pool and canoe north of the current swimming area, circa 1950.* (Photo source, Blue Ridge Ranger District Office, Blairsville, Georgia.)

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<sup>140</sup> Retired Ranger 1, *personal communication on September 15, (2016).*



Figure 4.8. *Left, first boat located within the northwest corner of the swimming area. Right, second boat discovered in the lakebed north of the swimming area. (Photos by M. Scales English.)*

Wire nails were used to secure planks across the log to create a walkable bridge for traversing this area of the lake (Fig. 4.11). No prior documentation of this bridge exists. When the lake is at normal water level, this bridge, dock remnants, and boats are undetectable.

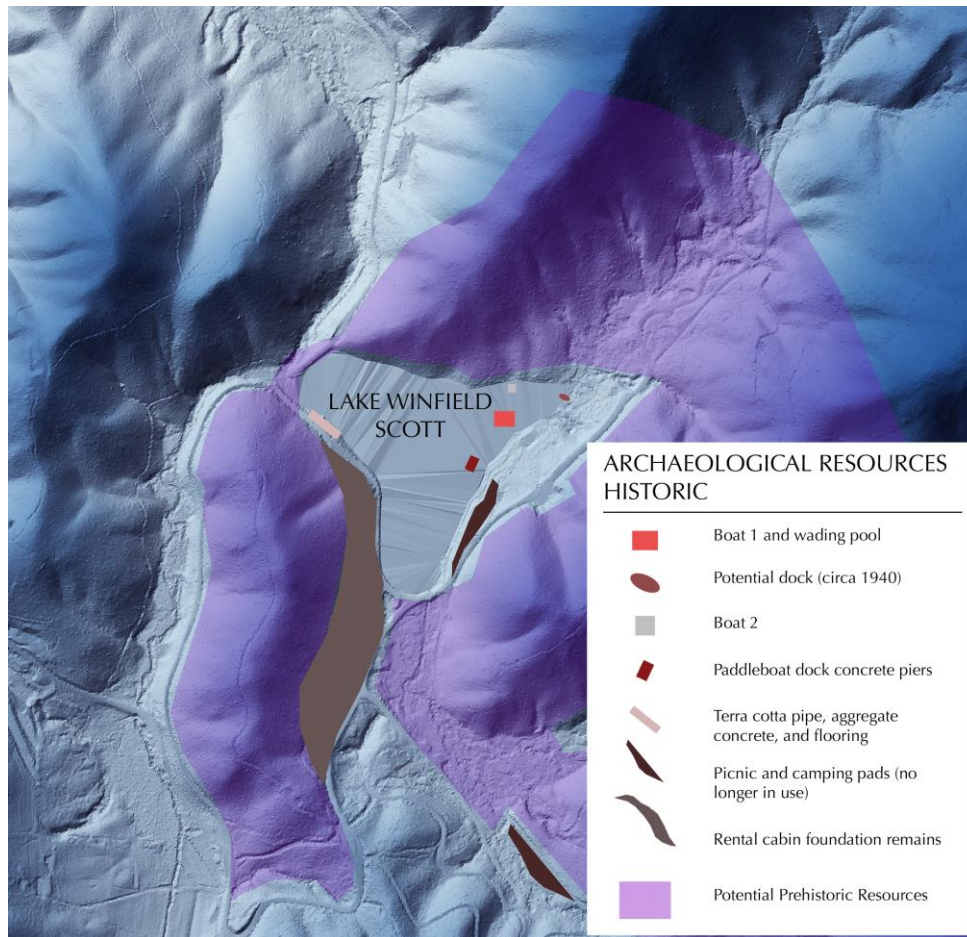


Figure 4.9. *Archaeological resource areas.* (LiDAR point cloud retrieved from U.S. Geological Survey Long Term Archive database. Data edited and map created by M. Scales English.)

The remnants of two child’s wading pools also are present, determined by submerged timbered aligned by notched framing. These are located within and just north of the current swimming area’s boundary posts (Fig. 4.12). Figure 4.12, shows the placement of these timbers in the context of the surrounding landscape. Although it was not located, a small dock and slide once existed in this location as well. Without conclusive evidence, the exact location of this features remains unknown.





Figure 4.10. *Potential wooden dock pier support (located within the yellow box).* (Photo by M. Scales English.)

These submerged resources provide a greater understanding of the early changes that occurred at the site prior and during a management shift from the USFS to JAS. This transition is often undetectable, but paired with the narrative, archaeological features reveal information about the value system of recreation and amenities at the site through time, and this assertion will further evolve throughout Chapter 6.

Above-ground CCC-era archaeological resources include picnic and camping pads that are no longer in use, and appear unmanaged compared to actively-used resources. These are predominantly located on the eastern ridge above the lake, south of the playground area. Located on Slaughter Creek Road, however, there are three additional camping pads that have not been in use since the 1980s. These resources consist of stacked rough-cut stone, and packed earth. They have not been managed for many years, and are partially covered in mosses and leafy ground-cover. Visible during fall and winter, these picnic and camping pads are not available for use.



Figure 4.11. *Foot bridge timber, hand hewn with wire-cut nails where planks were attached.*  
(Photo by M. Scales English.)



Figure 4.12. *Existing wading pool timbers, north of the swimming area.* (Photo by M. Scales English.)

Remnants of Shelter 3 also are present on the eastern ridge above the lake. The stairs and foundation associated with this resource are present, as are the stones that once created the fireplace. No timbers were detected during survey, but the building's footprint is easily



discernable through the leafy ground-cover and dense moss. Visitors to the site may be surprised to know this resource is located on the site, as no trails or features draw attention to this area. Along with the picnic and camping pads, a hand-drawn map from 1955 shows the location of additional resources across the landscape (Fig. 4.13).

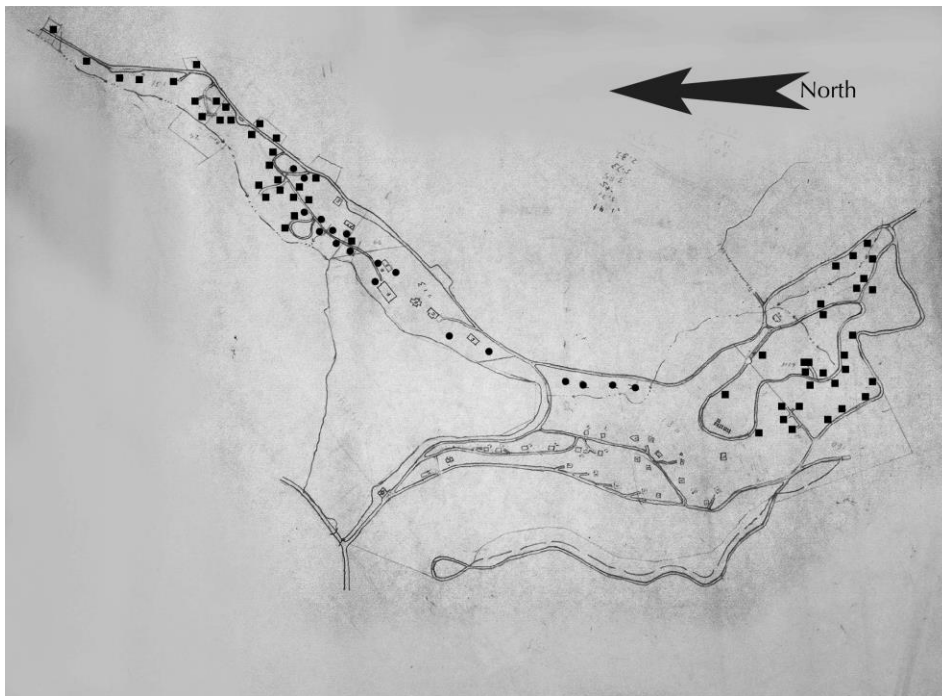


Figure 4.13. 1955 hand-drawn map showing the locations of picnic sites (circles) and camping pads (squares). (Map source, Blue Ridge Ranger District Office, Blairsville, Georgia.)

Regarding JAS archaeological resources, there are two areas of interest: (1) remains of the constructed and planned expansion of rental cabins on the site, and (2) submerged structural components associated with amenities at Lake Winfield Scott. As mentioned in Chapter 3, numerous stone, concrete, and brick foundations are located where the 26 rental cabins once stood. As part of the plan to expand the number of rental cabins, JAS graded roads to access these proposed areas. Many of these roads are no longer accessible and are overgrown with vegetation, but they are visible during winter months. Further, one of the original cabins remained on the landscape until the mid 1980s, when it was destroyed by fire (Fig. 4.14). The

foundation and location of this cabin is clearly visible near the southwestern corner of the lake at the large gravel parking lot.



Figure 4.14. *Hosts standing in front of one of four cabins kept from the JAS period (circa 1987).* (Photo source, Blue Ridge Ranger District Office, Blairsville, Georgia.)

Lastly, the foundation materials associated with the rental cabins varied from cabin-to-cabin. Whereas resources constructed by the CCC and USFS are consistently stone and timber, these foundations were constructed with stone, brick, or concrete. JAS had these construction plans approved by the USFS, but these materials are not compatible with the character of the New Deal-era cultural landscape. The use of brick or stone seems to have varied and external

chimneys were constructed on some, but not all of the cabins. Based on the location of the stone versus brick foundations, it appears that the brick foundations were used on structures with external fireplaces. There are also two types of brick, red and yellowish tan. These bricks also differ in size. Figure 4.14 shows some of the red bricks used in a chimney located at the seasonal host's cabin. Tan bricks were discovered in the lakebed below where the office and laundry building were located. Additional materials documented in this area include aggregate concrete foundations for dock piers, terra cotta piping associated with plumbing upgrades, and tongue-and-groove flooring material. Lastly, located south of the swimming area, a set of aggregate concrete support piers may have been associated with the paddleboat dock (Fig. 4.15). Although no photographs of the dock's location have been found, based on the period of construction and the materials used, these piers are likely associated with the paddleboat dock.

These extant resources and archaeological remains comprise the current cultural landscape. Although changes have occurred over time, the management of these resources has secured their preservation and conservation for future use. Despite challenges associated with material conservation and infrastructure repair, Lake Winfield Scott Recreation Area continues to provide recreation opportunities for public use. Following the termination of the JAS permit in 1973, no new permanent structures have been authorized within the recreation area. As a result, buildings and structures constructed since 1973 are either removable, or are not intended for permanent use, such as pit toilets, outhouses, and fee booths.





Figure 4.15. *Paddle boats on Lake Winfield Scott, rental cabins on western ridge in background (circa 1967).* (Photo source, Mary Ann Lines Holloway.)

### Management Areas

At Lake Winfield Scott Recreation Area, two types of resources are managed by the USFS and volunteers or concessionaires: (1) natural, and (2) cultural. However, within each of these resource types, there are sub-categories associated with the specifics of this historic recreation landscape. As such, this thesis identifies two management zones associated within the built environment, and three management zones within the natural environment (Fig. 4.16). Although the concessionaire is responsible for the management of all lands within the Lake Winfield Scott Recreation Area, including built and natural resources, the forest service continues to manage the areas adjacent to the site. Based on observations, there are also areas that are not being actively managed by the concessionaire, perhaps due to a lack fiscal resources, but this may be more associated with limited staffing. My proposed management zones will

contribute to the management analysis in Chapter 6, as well as to outline future treatments in Chapter 7.

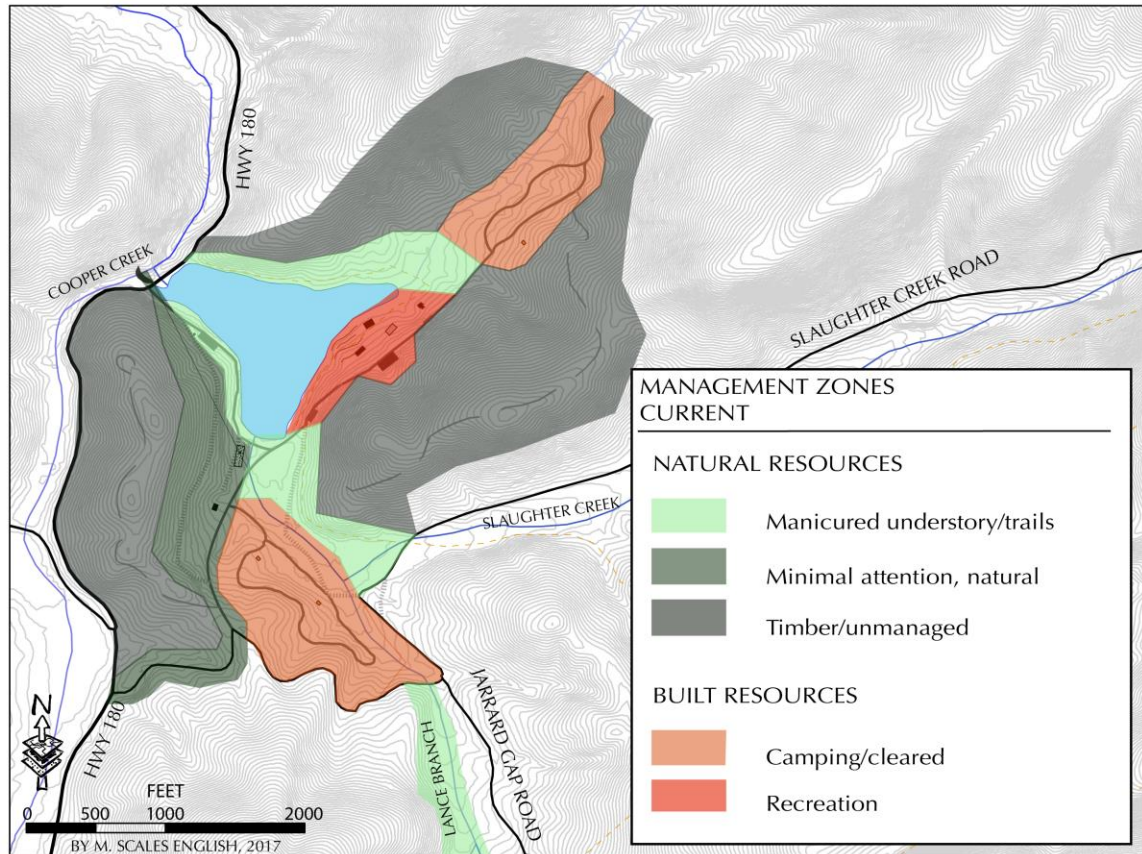


Figure 4.16. *Management Areas for Lake Winfield Scott Recreation Area.* (Map by M. Scales English.)

The following chapter compares the extant resources and current conditions with the original structures constructed at Lake Winfield Scott to determine their historic integrity and their contributing to a potential nomination of the property to the National Register of Historic Places. Further, the following chapter presents evaluation of the landscape’s historic significance and integrity, utilizing the data provided in this chapter and in Chapter 3.

## CHAPTER 5

### ANALYSIS

This chapter analyzes and evaluates the eligibility of Lake Winfield Scott Recreation Area for inclusion in the National Register of Historic Places (NRHP). The two preceding chapters provided sufficient information for evaluating the landscape's historical significance and assessing the historic integrity of the site's contributing resources. Forthcoming sections discuss the integrity of those resources in relation to the historical narrative. This chapter follows the NRHP guidelines in evaluating eligibility, and utilizes *Bulletin 15: How to Apply the National Register Criteria for Evaluation* to create a comprehensive analysis.<sup>141</sup> Since the USFS has previously determined Lake Winfield Scott Recreation Area to be eligible for listing in the national register, this chapter provides further supporting documentation to produce the nomination. Based on the previous chapters, the analysis includes each developmental period, as outlined in *Chapter 3*. Further, a table summarizing the contributing resources and their conditions is included as well. By creating an understanding of historic integrity, evaluated on the basis of location, design, setting, materials, workmanship, feeling, and association, at Lake Winfield Scott, this chapter will also provide necessary data for evaluating the long-term management changes, the challenges and successes of those practices, and the future of Lake Winfield Scott Recreation Area.<sup>142</sup>

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<sup>141</sup> Page et al, *Guide to Cultural Landscape Reports*, 71; U.S. Department of the Interior, National Park Service, *Bulletin 15: How to Apply the National Register Criteria for Evaluation*, United States Department of Interior, (Washington, DC, 1997).

<sup>142</sup> U.S. Department of the Interior, *Bulletin 15*, 44-45.

## Statement of Significance

Based on the information gathered and analyzed for this thesis, Lake Winfield Scott Recreation Area appears to be eligible for listing in the national register. It is determined, based on the extant resources and landscape characteristics, the period of significance begins in 1935 and ends in 1973. This period of significance encompasses the CCC/USFS and JAS periods of development. The following sections will utilize the data presented in chapters 3 and 4 to determine the historic integrity associated with landscape characteristics, identify the contributing resources, and identify the criteria under which this cultural landscape should be nominated.

Lake Winfield Scott Recreation Area exemplifies the design and style associated with early twentieth century recreation architecture and landscape design. This style was first developed by the National Park Service and the United States Forest Service beginning in the 1910s, and was widely implemented by the New Deal programs beginning in 1933. This contribution of rustic architecture and landscape design to create rural cultural landscapes is tied to ideological shifts in political and social thought between 1933 and 1942.<sup>143</sup> Under the programs created by Franklin D. Roosevelt, public spaces constructed during this time provided access and opportunity for citizens to experience nature in a manner that was once limited. These programs also established a form of architecture that was typically ascribed within federal parks and recreation areas.<sup>144</sup>

Following World War II, and beginning in 1950, the federal government was authorized to create special-use permits to offset the cost of management and a depressed economy. The

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<sup>143</sup> Maher, *Nature's New Deal*; Lleininger, "Cultural Infrastructure."; Gregg, *Managing the Mountains*.

<sup>144</sup> Donavan et al., "If You Build It."

Granger-Thye Act of 1950 allowed the private management partnership with Jones, Akins, and Smith Inc. at Lake Winfield Scott Recreation Area. JAS managed the Lake Winfield Scott Recreation Area from 1955 to 1973. Under JAS management, additional cultural resources were constructed, resulting in changes to the landscape. Although few structures constructed during this period remain on the landscape, changes in circulation as well as the imprints of razed buildings are recognizable.

From 1973 to 1975, Lake Winfield Scott and its recreational components were closed due to environmental and infrastructure degradation. Those two years resulted in the removal of numerous resources, including rental cabins and circulation features, and illustrated the challenges of managing federally-owned recreation areas through concessionaires. Between 1975 and the early 2000s, the USFS managed Lake Winfield Scott through volunteer and youth programs in conjunction with agency employees. This type of management was established to off-set the cost of management at rural sites like Lake Winfield Scott, but it also continued earlier attempts to facilitate stewardship through engagement with nature. These programs included the Youth Conservation Corps (YCC), Young Adult Conservation Corps (YACC), and the Senior Community Service Employment Program (SCSEP). Each of these programs experienced substantial funding cuts during the mid-1980s which resulted in the loss of labor at Lake Winfield Scott.

Until the early 2000s, Lake Winfield Scott was once again managed by the USFS and volunteer summer hosts. Currently, the Cradle of Forestry in America Interpretation Association (CFAIA) holds a concession at Lake Winfield Scott. The current conditions of this recreation landscape are connected to the minor work completed at the CCC-era bathhouse and day-use shelter in 2009 by the USFS, as well as partial upgrades in water access at each campsite,

completed in the early 2000s. Temporary buildings and structures, such as pit toilets and outhouses were constructed for visitors in winter months when the water and sewer system are winterized. An additional fee-booth stands at the main entrance, but may be removed once the current concessionaire's lease is terminated.

### Criteria Determination

There are four National Register of Historic Places (NRHP) Criteria for Evaluation to determine if Lake Winfield Scott Recreation Area may be historically significant. These include: (A) association with events that contribute to the board patterns in our history, (B) association with the life or lives of significant persons, (C) the embodiment of a period when methods and materials of construction were particularly significant, and (D) yielding or the potential to yield information in prehistory or history (e.g., archaeological resources).<sup>145</sup> To identify the period of significance, each developmental period, outlined in Chapter 3, was considered under the criteria listed above, as well as the NRHP criteria considerations. These considerations apply to historic resources and landscapes that ordinarily are not considered eligible for listing in the national register. The Criteria Considerations include the following: (1) religious properties, (2) moved properties, (3) birthplaces or graves, (4) cemeteries, (5) reconstructed properties, (6) commemorative properties, and (7) properties that have achieved significance within the past fifty years.<sup>146</sup>

Having compared each developmental period to the national register criteria, and the criteria considerations, it appears that this cultural landscape is significant under Criterion C for both the CCC/USFS and JAS periods. Based on the construction methods utilized between 1935 and 1973, both periods contribute to the historic significance of the cultural landscape.

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<sup>145</sup> U.S. Department of the Interior, *Bulletin 15*.

<sup>146</sup> *Ibid.*

Landscape and character-defining features will be evaluated for integrity under Criterion C for each period, and will provide evidence for listing in the national register.

Lake Winfield Scott Recreation Area, constructed during the New Deal-era period under the Civilian Conservation Corps is significant under Criterion C. This designation signifies that the landscape characteristics and historical development of this cultural landscape embodies distinctive characteristics of methods, materials, or type of construction at a specific point in time.<sup>147</sup> Early creation of architectural standards and peripheral resource construction is used as reference as early as 1935.<sup>148</sup> The buildings and structures outlined in early documents and reports were utilized across the nation by New Deal-era programs to construct recreational facilities located in national parks and forests. At Lake Winfield Scott, these guidelines were followed by the Civilian Conservation Corps in the creation of a recreation area.

The construction of day-use shelters, in conjunction with a man-made lake met the early goals of USFS recreation development.<sup>149</sup> Under early guidance from landscape architects employed through the National Park Service, CCC labor utilized locally-sourced resources such as rough-cut stone and wood harvested from the lands where development was occurring. Buildings and structures constructed by the CCC were designed by landscape architects from various offices, but each site functions under the desire of the USFS to provide “social” functioning recreational areas.<sup>150</sup>

Recreation development in the northwestern region of the United States had followed guidelines for decades prior to the creation of national forests in eastern North America. The

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<sup>147</sup> Page *et al.*, *Guide to Cultural Landscape Reports*, 71.

<sup>148</sup> Show, *Camp Ground Improvement Manual; Park Structures and Facilities*, 2; *Park and Recreation Structures*, 1.

<sup>149</sup> Tweed, *A History of Outdoor Recreation*, 16.

<sup>150</sup> Tweed, *A History of Outdoor Recreation*, 17-18.

creation of recreation areas up-and-down the Appalachian Mountains increased exponentially during the New Deal-era and developed hundreds, if not thousands, of acres for recreational use.<sup>151</sup> Lake Winfield Scott Recreation Area was part of this trend in constructing recreational areas in the eastern woodland national forests of the United States. Based on Tweed's analysis of USFS recreation development, construction guidelines were based on early structures and buildings constructed in the American Northwest.<sup>152</sup>

With the introduction of guidelines for landscape architects, construction was standardized rapidly between 1935 and 1942. However, with much of the CCC labor-force thrust into World War II, and as fiscal resources were reallocated for war-time needs, recreation development came to an abrupt halt in 1942.<sup>153</sup> As CCC laborers left for war or returned home, the recreation areas they constructed were left in the hands of the agencies who owned the land. Lake Winfield Scott was no exception to this trend, and was returned to the full-time management of the USFS in 1942.

Despite the loss of an extensive labor-force, the legacy of the Civilian Conservation Corps is evident in buildings, structures, and landscape alterations across the nation. At Lake Winfield Scott Recreation Area, an open field, three creeks, and mountain ridges were manipulated to create a lasting image of CCC conservation and preservation initiatives. The buildings and structures constructed on the landscape, even if they are no longer present, inform the historic narrative of this complex cultural landscape.

An application for a special-use permit to manage the Lake Winfield Scott Recreation Area was granted to JAS in 1955. Earlier in 1950, Congress passed The Granger-Thye Act that

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<sup>151</sup> Ibid., 22.

<sup>152</sup> Ibid., 23.

<sup>153</sup> Ibid., 26.



specifically addressed the creation of concession-based special-use permits at recreation sites in national forests. Recreation was a huge industry in the 1950s.<sup>154</sup> Because of increased use, perhaps the USFS was unable to meet the higher demands of visitors and authorized the concession special-use permit for this reason. It is through their constructed features and the perpetuation of CCC/USFS landscape management that this period is considered under Criterion C.

As concessionaires were allowed manage portions of recreation areas, they could fill the needs of visitors by constructing and increasing the available amenities. At Lake Winfield Scott, JAS constructed rental cabins, restrooms, docks, and a large pavilion. These resources were similar in appearance to buildings constructed during the CCC/USFS period. An exception apparently was given to JAS regarding materials, newer bricks and large aggregate concrete were used at both the cabins and in the construction of dock piers. This shift in materials signifies a trend in NPS and USFS architecture that arose during the mid-twentieth century with Modernism.<sup>155</sup> Early adaptation was limited, and modernist designs was not embraced in total until the mid-1960s (see Chapter 4 – Figure 4.6).

In addition to the construction of buildings and structures, JAS added recreation activities amenities. One particularly impactful activity was horseback riding. Coupled with general neglect, horseback riding and excessive vehicular traffic led to the early termination of the special-use permit in 1973. JAS was authorized to maintain their concession-based management until 1975, but the environmental and structural degradation of some resources presented unacceptable amounts of danger to visitors. The USFS terminated its agreement and purchased

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<sup>154</sup> Ethan Carr, *Mission 66: Modernism and the National Park Dilemma*, Amherst, University of Massachusetts Press, in association with Library of American Landscape History, (2007), 294.

<sup>155</sup> *Ibid.*, 123-142.

the extant resources from JAS in 1973. All but four of the rental cabins were sold or auctioned to the public, and only three constructed resources remain. Despite JAS's shortcomings, its role in the development of Lake Winfield Scott Recreation Area as a cultural landscape cannot be overlooked. JAS experienced nearly three decades of success, but the impacts of concession-based management have set a precedent to be discussed in Chapter 6.

### **Level of Significance**

Based on the analysis and consideration of each period of development, Lake Winfield Scott Recreation Area is most significant at a state-level. Regarding significance, federally-owned recreation areas are not represented in the national register in the State of Georgia. Constructed during the 1930s and 1940s, Hard Labor Creek State Park is a testament to a state-run recreation area. Lake Winfield Scott differs in its historic development and persistence through time at both a funding and management level.

### **Landscape Characteristics and Integrity Assessment**

Historic integrity is influenced by changes in landscape characteristics over time. An evaluation of the landscape characteristics will be based a comparison of the historic landscape features presented in Chapter 3 with the current conditions discussed in Chapter 4. Further, these resources will be considered in relation to the aspects of historic integrity: location, design, setting, materials, workmanship, feeling, and association. This chapter will provide a comprehensive analysis of the natural and cultural resources as they relate to the historic significance and integrity of Lake Winfield Scott Recreation Area.

Table 5.1 outlines the historic landscape characteristics evaluated in this chapter for significance and integrity. The developmental periods represented in the table refer to (1) CCC/USFS Period, 1935 to 1955, and (2) the JAS Period, 1955 to 1973. It further provides a

general assessment of the current condition of the resource. Three levels of condition are used: (1) good, (2) fair, and (3) poor. The condition assessment may be used to inform future management practices at Lake Winfield Scott. Good may refer to a resource that shows little to no rot, minimal loss of original material or repair, and that has not been relocated or moved. Fair conditions are associated with resources that have experienced some repair or that have been moved or altered, but which retain all if not most of their original characteristics. Poor conditions are assigned to resources that may be unrecognizable based on their original description, or show signs of extensive (greater than 60%) of total degradation of the resource's original design. Condition and integrity are not related in this table. A resource may have a high level of historic integrity, but it may be in poor condition. Likewise, a resource or feature may have a low historic integrity, but it may be pristine based on the conditions assessment.

Table 5.1 – Landscape characteristics to be evaluated for historic integrity.

Landscape Characteristic	Period of Development	Condition Assessment
<b>Natural Systems and Features</b>	1935-1973	GOOD
<b>Spatial Organization and Cluster Arrangement</b>	1935-1955	GOOD
<b>Topographic Modifications</b>	1935-1973	GOOD
<i>Stone walls</i>	1935-1955	FAIR
<b>Views and Vistas</b>	1935-1973	FAIR
<b>Land Uses</b>	1935-1955	GOOD
<b>Circulation</b>		
<i>Roads</i>	1935-1973	FAIR
<i>Road traces</i>	1935-1973	GOOD
<i>Stairways, steps, and walkways</i>	1935-1973	GOOD
<b>Vegetation</b>	1935-1973	GOOD
<b>Buildings and Structures</b>		
<i>Parabolic stone/concrete dam</i>	1935-1955	GOOD
<i>Earthen dam</i>	1935-1955	GOOD
<i>18-acre lake</i>	1935-1955	GOOD
<i>Bathhouse</i>	1935-1955	GOOD
<i>Shelter 1</i>	1935-1955	GOOD
<i>Stone water fountains</i>	1935-1955	FAIR
<i>Small Bathhouses</i>	1955-1973	GOOD
<b>Small-scale features</b>		
<i>Picnic sites</i>	1935-1955	GOOD
<i>Camping sites</i>	1935-1973	GOOD
<b>Archaeological resources</b>	1935-1973	UNKNOWN

### *Location*

Regarding the location of both natural and cultural resources at Lake Winfield Scott Recreation Area that contribute to the historical cultural landscape, all are in their original place or general original condition. Although some resources have been removed over the years, extant resources still provide an understanding of the developmental patterns and spatial organization of

this recreation landscape. Further, these resources exhibit characteristics that reinforce the physical associations between the natural and built environments.

### *Design*

Based on the historical landscape design framework from the CCC/USFS Period, much of the landscape's spatial organization has remained the same. Despite circulation changes over time, the land form and associated spaces have been maintained through integrative resource management by the USFS and private managers. Despite substantial interior changes to the bathhouse since 1938, the exterior portions of the building and structure have been appropriately rehabilitated. A restoration of this building to its original form would result in an additional circulation change. Contributing historic resources from the JAS period are fewer in number, but they also maintain their design integrity. Each has been utilized since their construction and while preservation efforts include regular maintenance, their structure, form, and design remain intact. Circulation changed significantly when amenities were added during the JAS period, but the central paths and trails around the lake remain the same. Their functions are limited due to a decrease in vehicles driving directly to the swimming area, but the roads that served as access for visitors from 1938 to 1955 remain. New trails have been added to meet the needs of day and thru-hikers who access the Jarrard and Slaughter Gap trails, as well as the Appalachian Trail from the recreation area.

### *Setting*

Physical changes to the natural environment are not of concern to the integrity of Lake Winfield Scott and its cultural resources. Increased sedimentation, however, has decreased the lake's depth at the mouth of each drainage. Thus, boats and water-based activities are

significantly limited in these areas. When the lake's water level was severely diminished due to the faulty drain pipe, these areas were especially vibrant due to their enriched sediments and the grasses that sprouted from them (Fig. 5.1). Water levels have returned to normal following the construction of a new pipe. At the earliest point in this site's history, the first- and second-growth forests were a vital component to the natural environment. Currently, and greatly due to the protections of the USFS, second and tertiary forests continue to thrive within and surrounding the recreation area.



Figure 5.1. *This image illustrates the dramatic drop in water depth due to the faulty drain pipe at Lake Winfield Scott. The height of this platform dock is roughly ten feet. (Photo source, M. Scales English, August 2016.)*

Based on findings in this study, these same views have persisted since the late 1930s. When the construction of rental cabins occurred, JAS removed several trees and extensive understory on the southwestern ridge to create additional views, but the effects of that practice are undetectable today.

### *Materials*

Of the CCC/USFS resources that were constructed with rough-cut natural stones and locally harvested timber, much of the materials remain. The structures and buildings have been rehabilitated to preserve the historic character of the resources. Adaptations for accessibility compliance have not diminished the overall characteristics of the landscape and materials. The 2009 additions to the circulation were constructed in a manner that prevented or minimized losses to portions of historic resources from both periods of significance. No other significant construction has been completed and based on USFS restrictions, it is unlikely that future development would be permanent.

### *Workmanship*

Few examples of CCC craftsmanship are present at Shelter 1, the single remaining day-use shelter. Although it was rehabilitated and repaired during the early 2000s, the footprint and structural components were not compromised. The chimney construction style was completed to the specifications of the USFS, and the rehabilitation efforts are distinguishable but fit within the historic character of the structure. At each end of the structural timbers, hewn portions of the logs reveal the workmanship of the men who were tasked with constructing these recreational structures. Further, the time and labor that was dedicated to maneuvering both the stone and timber to the site cannot be overlooked.

### *Feeling*

Due to the relative lack of changes that have occurred since 1973 to the Lake Winfield Scott Recreation Area, the aesthetics and sense of stepping “back in time” is well established. Due to the rural location of this site, mobile phone services do not exist and the lack of invasive

infrastructure has been kept to a minimum. Although paved surfaces now exist throughout the park for circulation purposes, the contributing resources maintain their historic character and thus allow for a direct connection to the past to be made as visitors engage with this cultural landscape.

### *Association*

Each component described above relates to the ability of this cultural landscape to be directly associated with the rise of CCC-constructed recreational sites. The built environment has become part of the natural history of this site, the community, and the state. Resources associated with the CCC era of construction exist sporadically on federal lands, but the importance of their role in the development of outdoor recreation and tourism goes beyond their existence. Their value to the USFS is evident in the care and management prescribed to these resources. The JAS period is considered part of this site's developmental history and speaks to the creation of public-private management partnerships on federal lands. Without this partnership, it can be suggested that Lake Winfield Scott Recreation Area would not have survived as a cultural landscape to the present. The direct link between the past (CCC and JAS Periods) and the present are manifested in the preservation and condition of resources across the landscape.



## CHAPTER 6

### MANAGEMENT EVALUATION

This chapter evaluates the effectiveness of management during the periods of significance, the challenges that created the need for those shifts in management, and the results of management practices on natural and cultural resources. Throughout this research, it has become increasingly clear that the successes and failures of Lake Winfield Scott Recreation Area as a public recreational landscape are directly connected to resource management. Lake Winfield Scott has been managed in various ways over the years. Whether the U.S. Forest Service had sole control of the management initiatives, or whether a concessionaire acted under an authorized special-use permit, Lake Winfield Scott's physical condition has depended greatly on the type and duration of management carried-out across this historic cultural landscape.

Under current laws, the United States Forest Service is authorized to managed its land, including recreation areas, in one of two ways: (1) agency management, with occasional volunteer labor, or (2) authorized special-use permits for concession-based management.<sup>156</sup> Governmental management has been highly regulated and is, for the most part, standardized. Concessionaires often are granted some leniency in the application of those guidelines, and given restricted freedom in the creation of amenities. Perhaps the single key difference in these two types of management forms is capital. Private concessionaires can generate capital and create additional amenities with those funds, whereas governmental agencies are subject to budgetary

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<sup>156</sup> Kirschner, "Can't See the Forest for the Fees," 521.

restrictions and are required to justify expansion. The USFS also must contend with staff availability and disparately located recreational areas.

### Management Strategies

Effective management begins with the availability of the budgetary and human resources that are needed to maintain historic cultural landscapes. At forest service recreational areas, there are two options for managing a landscape and its resources: (1) operation and maintenance costs are paid through federal budgetary funding, and use-fees are directly sent to the United States Treasury. Either the forest service periodically checks the fee stations in these areas, or they enlist volunteer hosts to monitor recreation areas; or (2) permitted concessionaire management involves the private operation of a government-owned recreational facility.<sup>157</sup> This agreement follows the Granger-Thye Act, discussed in Chapter 2, and allows for the forest service to retain authority over a concessionaire's activities and decisions.

The first mode of management by the forest service is often utilized at heavily-visited sites, whereas the latter approach is often utilized at more remotely-located sites or those susceptible to loss of visitation and budgetary support.<sup>158</sup> Through the special-use permit, the forest service ensures that concessionaires work to meet the agency's objective to "provide a diversity of recreation activities that emphasizes the forest setting and rustic, natural resource-based recreation opportunities."<sup>159</sup> Concession-based management may lead to the creation or improvement of physical amenities within the recreation area. This model facilitates a scenario where the concessionaire can recover operation and maintenance costs, while providing increased available amenities to visitors.

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<sup>157</sup> Kirschner, "Can't See the Forest for the Fees," 520-521.

<sup>158</sup> *Ibid.*, 521-523.

<sup>159</sup> U.S. Department of Agriculture, *Forest Service Manual*, 15.

Since the USFS is limited with respect to the types of fees it can collect at recreation sites, it can be difficult to meet management needs through the federal budget. The Federal Lands Recreation Enhancement Act of 1996 (FLREA) authorized agencies to collect day-use fees at recreation areas, but stipulated that a percentage of the revenue must be used at the site where it was collected, and the remainder may be utilized throughout the agency.<sup>160</sup> This method of revenue generation is successful at sites where frequent and high-volume visitor use exists. Visitors want to utilize sites that are well-maintained and where they see tax-payer money going to “good use.” Deterrents to visitor use may appear in the form of neglected infrastructure management, loss of amenities due to under-use, or general lack of aesthetic appeal. In recreation areas where regular maintenance and oversight are infrequent, the park may experience decreased use. At sites where rural and remote locations lead to hindrances in the effectiveness of management, decreased visitation and loss of amenities impact the overall likelihood of visitor engagement.<sup>161</sup>

Historically, early management of Lake Winfield Scott Recreation Area was carried out by the USFS (1938-1955). Following the enactment of Granger-Thye Act of 1950, Lake Winfield Scott became a prime site for the concession model of management to be executed. JAS managed the site from 1955 to 1973. Although JAS was required to adhere to all guidelines set by the USFS, some issues arose that led to the revocation of the special-use permit. The leading issues that led to the termination of this permit were directly related to sanitation overflow, sewer-system failure, and damages to natural resources. Neglectful practices of natural and cultural resource conservation needed to be addressed before the forest service could allow visitors to interact and engage with the recreational area. The park was closed from 1973 to 1975

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<sup>160</sup> 16 U.S.C. §§ 6801– 6814 (2012)

<sup>161</sup> Donovan et al., “If You Build It,” 10-13.

in an effort to repair damaged natural and cultural resources, and to remove some of the buildings constructed by JAS. Following a brief two-year closure of the park, the forest service reopened the site with fewer amenities than had existed under JAS, and with newly renovated and upgraded water and septic systems

Since management was under the purview of the forest service again, the USFS utilized seasonal volunteer hosts who lived on-site in one of the remaining cabins, and adopted programs such as the Young Adult Conservation Corps (YACC), Youth Conservation Corps (YCC), and Senior Community Service Employment Program SCSEP).<sup>162</sup> These three programs offset the overall cost of maintenance and were run successfully through the Department of Agriculture grants programming until the early 2000s. Following the passing of the FLREA in 1996, the newly-authorized fee collection method was implemented for nearly 10 years prior to the current concessionaire's special-use permit approval. The current concessionaire, Cradle of Forestry in American Interpretation Association (CFAIA), functions under the Granger-Thye Act just as JAS once had. Current Environmental Protection Agency regulations, and additional laws such as the American Antiquities Act and the National Historic Preservation Act, function to keep these management models accountable.

#### Regulatory Effects on Cultural Landscape Management

Lake Winfield Scott Recreation Area was a leading recreational facility in the Chattahoochee National Forest when it opened in 1942.<sup>163</sup> It was also one of the most highly visited in the State of Georgia.<sup>164</sup> In conjunction with the increased human activity on the

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<sup>162</sup> U.S. Department of Agriculture, Forest Service, *The USDA Forest Service – The First Century*, (Washington, DC, 2000). Access on October 20, 2016, [http://www.foresthistory.org/ASPNET/Publications/first\\_century/contents.htm](http://www.foresthistory.org/ASPNET/Publications/first_century/contents.htm)

<sup>163</sup> Graves, *Special Report on Lake Winfield Scott Recreation Area*, 4.

<sup>164</sup> North Georgia News, "Lake Winfield Scott Closed Indefinitely," (1973).

landscape during the 1940s through the mid-950s, the forests surrounding Lake Winfield Scott were subject to clear-cuts and pest control treatments, both preventative actions for forest protection. These treatments did not affect the integrity of the cultural landscape. Following the early years of forest service management of Lake Winfield Scott Recreation Area, the first major threat to the integrity of the natural landscape and historic structures arose in 1957. The cultural landscape was under the management of JAS and newly adopted initiatives by the forest service resulted in the removal and replacement of the deteriorating CCC buildings. These actions were part of the “Operation Outdoors” program that operated for five years.<sup>165</sup> In 1960, an environmental protection law, Multiple-Use Sustained-Yield Act (MUSY), included guidelines for the “appropriate” management of outdoor recreation areas. At Lake Winfield Scott, this law not only applied to the federal agency, but also to JAS as the managing concessionaire. MUSY also brought about the addition of professionals to the decision-making process where land management and use were prescribed.<sup>166</sup> Professionals included biologists, earth scientists, and archaeologists among others.

At Lake Winfield Scott, in addition to environmental policies, civil rights policies and laws also influenced the way JAS managed this cultural landscape. In 1960, two instances of racial discrimination occurred when black army cadets from Dahlonga, Georgia, were asked to leave the recreation area. This event was documented by the local newspaper and reported to the USFS District Forest Ranger. Again, in 1961, a USFS forest ranger performing maintenance on the park area was approached by a group of army cadets who asked if they could access the swimming area. The group was comprised of both Caucasian and ‘Negro’ cadets who were looking for a respite from the summer’s heat. The ranger stated that they could access the

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<sup>165</sup> U.S. Department of Agriculture, *The First Century*.

<sup>166</sup> *Ibid.*

swimming area if they paid the use-fee. The ranger's approval of the cadet's use created a bit of contention between the JAS managers and the District Forest Ranger, despite federal agencies following policies that allowed for desegregation of public spaces. JAS argued that the ranger "created policy" by allowing these cadets access, but the ranger was merely following the policy set-forth by the federal government.<sup>167</sup> Just as JAS was beholden to environmental laws, so too were they responsible for abiding by policies and regulations associated with social justice and civil rights. Official documentation and policy regarding desegregation initiatives was handed down to JAS managers in 1961 and no further incidents were reported.

Perhaps no policy was more impactful to the JAS management of Lake Winfield Scott Recreation Area than the National Environmental Policy Act of 1969 (NEPA).<sup>168</sup> Provisions of this law ultimately supported the termination of the special-use permit for JAS due to its failure to mitigate human waste and natural resource deterioration. Neglect of sewer and septic lines resulted in the overflow and infiltration of human waste into natural systems. NEPA also called for the USFS and other agencies to complete environmental impact statements (EIS) prior to undertaking work on federal lands; this policy is still in effect today.<sup>169</sup> Since JAS refused to adhere to the enacted regulations, and because negligent actions persisted, Lake Winfield Scott was closed beginning in 1973 until 1975 while the forest service repaired the damaged and inefficient infrastructure.

Management by the USFS following the termination of the JAS special-use permit, and upon reopening the park in 1975, the forest service implemented the use of volunteer programs. Under the Volunteers in the National Forests Act of 1972, the Forest Service was authorized to

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<sup>167</sup> Retired Ranger 2, *personal communication and interview on September 15*, (2016).

<sup>168</sup> U.S. Department of Agriculture, *The First Century*, Section 6.

<sup>169</sup> *Ibid.*

recruit and train volunteer managers of federally-owned lands. This program found a great deal of success for over 30 years.<sup>170</sup> Research and recreation activity monitoring increased, given that volunteer and forest ranger presence increased exponentially during this time. At Lake Winfield Scott, the rise of programs such as the YACC, YCC, and SCSEP provided substantial labor for maintenance of the cultural landscape. SCSEP began in 1972, YCC programming began in 1973, and YACC in 1977. Volunteers were tasked with natural and cultural resource rehabilitation and conservation, but the programs' enrollees fostered stewardship in a way that the forest service valued as much as preservation and conservation. These volunteer laborers often made repairs to building and structures, and completed daily tasks including trash removal and grounds maintenance. At that time, Lake Winfield Scott was managed solely by the USFS district office. A single recreation manager may have split their time across thousands of acres and numerous recreational areas.<sup>171</sup> Volunteer maintenance and hosting alleviated the stresses of being understaffed at sites like Lake Winfield Scott.

### Management Effectiveness

At Lake Winfield Scott Recreation Area, management changes over the years have resulted in the loss and persistence of historic landscape features. As mentioned above, the USFS can choose to manage the property one of two ways - either of these methods, however, require adherence to the documentation and application of cultural resource preservation and

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<sup>170</sup> U.S. Department of Agriculture, *The First Century*, Section 8.

<sup>171</sup> This information was gathered during interviews with the Retired Ranger 2 and Ranger 3 on two separate occasions. Recreation rangers were and still are tasked with inspections and oversight at numerous recreational areas that are often geographically disparate. When time is limited, known issues arise with the effectiveness of employing a single ranger to monitor these sites.

conservation principles to the cultural resources.<sup>172</sup> This ongoing effort to protect historic resources begins with appropriate implementation of policies at the managerial stage. Under governmental management, restrictive or decreased budgets result in allocation of funds to areas away from recreation, and toward economically-driven avenues. Further, the amount of land or recreation areas managed by the USFS is exponentially greater than the number of employees who are available to manage and care for these lands.<sup>173</sup> The implication of this is that regardless of a growing budget, the USFS remains dramatically understaffed for land under its protection. As is evident at Lake Winfield Scott during 1975 to the early 2000s, the use of volunteer labor is both cost-effective and useful in the management of cultural landscapes. By authorizing concessionaires to operate fee collection and management at Lake Winfield Scott Recreation Area, evidence suggests that there are distinctive benefits and drawbacks to privatization.

If the actions of the concessionaire go unchecked for long periods, or if effective communication is not established, issues of mismanagement can arise. Although the specifics of oversight associated with the JAS period of management are not clear, the effects of JAS's neglect of infrastructure resulted in the closure of the site. These issues were not isolated to the management of cultural resources. It does not seem that the removal of CCC resources during this period resulted in the termination of the lease. Instead, the sanitation system that went unchecked and resulted in the pollution of natural systems led to the early cancellation of a 30-year special-use permit. The forest service maintains the right to inspect the recreation area for adherence to appropriate management outlined in the permits, and they also retain authority to

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<sup>172</sup> U.S. Department of the Interior, National Park Service, *Guidelines for the Treatment of Cultural Landscapes*, (Washington, DC, 1992), Accessed on October 20, 2016, <https://www.nps.gov/tps/standards/four-treatments/landscape-guidelines/index.htm>.

<sup>173</sup> Information gathered during interviews resulted in estimating the number of recreation areas serviced by a single ranger compared to square acres. Within the Chattahoochee National Forest's Blue Ridge District, this number is six per person.



terminate a special-use permit for any reason.<sup>174</sup> Early implementation of special-use permitting at Lake Winfield Scott showed that privatization had the potential to increase the available amenities at recreation areas.

However, the termination of a special-use permit may result in the destruction of buildings and structures constructed during a special-use permit that they deem too costly to maintain.<sup>175</sup> During the JAS period, the cultural resources associated with the CCC period of development were not considered to be exceptional. In 1975, the U.S. Forest Service changed its policy of purchasing built resources. This resulted in the removal of the rental cabins that may have contributed to the historical narrative of Lake Winfield Scott Recreation Area today. That is not to say that the Forest Service should be in the business of purchasing structures and buildings they did not construct. With the institution of the 50-year age for historical resources under the National Historic Preservation Act of 1966 (NHPA), modern management and acquisition of resources is perhaps evaluated a bit differently.

Logistical challenges of concessionaire management are associated with safety, hazards, and accessibility. Under federal laws, explicit regulations exist to ensure that any visitor feels safe, the environment is free of hazards, and the park is accessible regardless of physical ability. Each of these three aspects of the Lake Winfield Scott Recreation Area was addressed in 2009. With safety and hazards addressed, the use of concessionaires was once again implemented at

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<sup>174</sup> *Granger-Thye Act*, § 580d.

<sup>175</sup> U.S. Department of Agriculture, U.S. Forest Service, *Purchase of all improvements made at Lake Winfield Scott Recreation Area*, letter and report of purchase, U.S. Forest Service, (Gainesville, Georgia 1973). Such was the case at Lake Winfield Scott between 1973 and 1975. The USFS purchased the improvements made to the landscape as a means of acquiring management and in full termination of the special-use permit. However, documents suggest that the conditions of some of the structures and buildings to be cost prohibitive. Cabins were demolished or auctioned and removed from the site before the park was reopened in 1975. Only the bathhouses in the camping areas, two cabins near the south loop, and the pavilion remained as part of the purchase agreement.

Lake Winfield Scott. CFAIA has experienced successful management of the recreation landscape despite unforeseen infrastructure issues associated with the 2016 draining of the lake. Actions taken by CFAIA included prevention of swimming, fishing, and water-based activities where hazards and resources were uncovered due to the loss of water. This is an example of effective concessionaire management.

Despite CFAIA's effective management, there remains a chance that a private company may choose not to enforce or abide by those policies, as was the case in 1960 and 1961 regarding the denial of entry to the army cadets. Access is not solely related to racial inclusivity, but instead has much to do with persons possessing mobility impairments. With the construction of Americans with Disabilities Act (ADA) ramps and pathways, Lake Winfield Scott has become a recreation area compliant with federal regulations and civil rights accessibility laws. Under special-use permits, concessionaires will support forest service initiatives and function as an extension of the agency as stewards of the cultural landscape. Natural and man-made hazards should be avoided. This includes preventing human-produced pollution, wildlife encroachment, and policing. In remote locations, proximity to hospitals and other safety measures can be limited. Lake Winfield Scott is situated in a well-staffed rescue and emergency service community. Volunteer emergency care technicians and fire fighters are aware of the needs and challenges of safety in the mountainous natural environment. This relationship is an integral part to the success of being in a rural community.<sup>176</sup> Lastly, although the USFS employs law enforcement rangers, it is also the responsibility of the concessionaire to maintain a level of security.

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<sup>176</sup> Porter and Tarrant, "A Case Study of Environmental Justice."

## Conclusion

Ultimately, the use of the concession-based model of management at Lake Winfield Scott Recreation Area has shown success and shortcomings. The current concessionaire has provided effective management and has adhered to the regulations imposed by the USFS. With the current political climate and threats to slash operational budgets of executive agencies, including the United States Department of Agriculture, concession-based management can provide an alternative source of income, and may prevent the selling of public lands. Further, concessionaires may directly or indirectly increase the number of visitors at rural and remote recreation areas. Through marketing and increased amenities, effective management of the cultural landscape can be a valid alternative to decommissioning sites like Lake Winfield Scott Recreation Area. Neglect of cultural landscapes at the management level can result in the loss of historic natural and cultural resources, preventing use by future generations of outdoor enthusiasts.

## CHAPTER 7

### CONCLUSIONS AND RECOMMENDATIONS

In 2018, Lake Winfield Scott Recreation Area will have existed as a cultural landscape, providing recreation opportunities, for eighty years. If not for the attention devoted to the preservation and conservation of natural and cultural components at the site by the USFS, this site may not have survived. Having spent the past year surveying, investigating, and analyzing data associated with this cultural landscape, this thesis has only scratched the surface. However, this thesis outlines the importance of Lake Winfield Scott Recreation Area as a cultural landscape, how it has changed over time, and the management practices utilized that have impacted its preservation and conservation. The analysis presented in this document may be used by agencies managing federally-owned cultural landscapes, or the proposed use of concession-based management may prove useful at sites like Lake Winfield Scott. Through public engagement, stewardship, and policy management, the preservation and conservation of cultural landscapes can be secured for future generations.

#### Recommendations

Before management can be addressed, creating a full understanding of the site's prehistory is necessary in moving forward. Future archaeological survey should include portions of the western and eastern ridges, and the areas along the banks of each creek that feed Lake Winfield Scott. This survey will lead to a more complete understanding of the landscape history prior to development during the 1930s. Information about historic resources such as the Natal post office, will further the historic narrative. Since the exact location of this structure is

unknown, and because background information is limited, archaeological survey may provide data for inclusion in the national register nomination. Based on the limited investigation of the landscape's development since the 1880s, archaeological investigation may prove quite useful in moving forward with management prescriptions.

The future of Lake Winfield Scott Recreation Area depends on the effective management of its natural and cultural resources. If the USFS continues to utilize concessionaires as the managing entity, it is imperative that oversight and regular communication is implemented so as to ensure effective management. If Lake Winfield Scott is returned to the management of the USFS, perhaps a return to increased volunteer labor is necessary. Since the Senior Community Service Employment Program (SCSEP) is still in operation, it may provide labor and lower the cost of overall maintenance. Regardless of the next wave of management at Lake Winfield Scott, consistency is key in the long-term preservation and conservation of the natural and cultural environments.

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## APPENDIX A

### INTERVIEW OUTLINE

During this session, you will be asked questions regarding the management of resources at the Lake Winfield Scott Recreation Area. There are twenty questions, separated into five categories of inquiry: Personal Information (your connection to the study area), Management (your knowledge and understanding), Resources (natural and cultural), Challenges (policy and location), and Effectiveness/Future (what works/doesn't work). If at any point during this interview, you require clarification of a term or question, please do not hesitate to ask. If you are comfortable and ready, we will begin with the first section of questions.

#### PERSONAL INFORMATION

1. What is your professional connection to Lake Winfield Scott or the Suches community?
2. How many years have you worked at Lake Winfield Scott or within the Suches community?
3. When was the last time you visited the site?
4. How long was your stay/visit to the site?

#### MANAGEMENT

5. Are you familiar with the concessionaire model of management?
6. In general, do you think this is an effective model for management?
7. Do you know how the concessionaire permit works?
8. Do you know how many concessionaires have operated special use permits at Lake Winfield Scott?

#### RESOURCES

9. Are you familiar with the term "cultural landscape"?  
(Yes) = Do you know which resources are currently being conserved/preserved through management practices?  
(No) = The National Park Service defines a cultural landscape as the following: "a geographic area, including both cultural and natural resources and the wildlife of domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values." Do you feel that Lake Winfield Scott fits into this definition?
10. There are two main categories of resources managed at Lake Winfield Scott – natural and cultural. Who manages each of these, if different than the concessionaires?
11. Do you know what the landscape looked like before the construction of the park began in 1933?
12. What natural resources are present at the site? What cultural resources are present at the site?

#### CHALLENGES

13. The United States Forest Service has experienced significant budget cuts, per public records investigations, for many years. Are these budget cuts a challenge to the management of a cultural landscape such as Lake Winfield Scott?

14. Based on your professional opinion, is the remote location of Lake Winfield Scott a factor in its success?
15. How might that be addressed in the future from a management standpoint?
16. Do you feel there are other challenges to increasing the number of visitors on an annual basis? If so, what do you think those challenges are?

#### EFFECTIVENESS/FUTURE

17. Do you think the concessionaire model of management is working for Lake Winfield Scott? If so, can you provide specifics? If not, what might work best for this type of public space?
18. Should the Forest Service and/or the concessionaires invest in amenities to attract visitors?
19. What might those be, and how would they impact the historic nature of the cultural landscape?
20. Do you have any additional information you wish to share about the management or history of the Lake Winfield Scott recreation area which has not been addressed in this interview?