

AN ANALYSIS OF GEORGIA'S HISTORIC PRESERVATION COMMISSION
TRAINING PROGRAM

by

LISA LUKK WILSON

(Under the Direction of Pratt Cassity)

ABSTRACT

Preservation experts say time and again that "All preservation is local." Though many preservation efforts occur at state and national levels, decisions within individual communities, made by citizen groups, are the essence of the preservation movement. One of the most important elements of this 'local' effort is the historic preservation commission- the municipal board of citizens entrusted with protecting their community's historic resources. This volunteer group makes challenging decisions which greatly impact community character and quality of life. Thus, it is imperative commissioners are trained properly. During the 1980's, a basic training program and curriculum were developed to meet the needs of historic preservation commissioners. This program became the most commonly-used model nation-wide, and most trained commissioners in America have been trained by some version of this model. Though this method is embraced as a training model, its effectiveness has not been evaluated.

INDEX WORDS: Historic preservation commission, Georgia Alliance of Preservation Commissions, Nonprofit organization program evaluation, Adult learning theory, the National Alliance of Preservation Commissions, Certified Local Government, Georgia Historic Preservation Act of 1980, Municipal boards

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EPIGRAPH

The historic preservation movement has come of age far beyond its early days. It is a movement led by concerned individuals and citizen organizations- not the government. It reflects a new awareness within America that bigger and newer is not always better; that our man-made resources, like their natural counterparts, have finite limits; and that the private citizen has the ultimate responsibility for shaping the contours of his own workplace and neighborhood (Duerksen, xix)

William K. Riley, *The Conservation Foundation*

Local preservation programs may depend heavily on state laws for authorization and on federal programs for financial support, but if local preservationists fail to rally when needed, state and federal programs, in and of themselves, are of little value (114).

Robert Stipe, *The American Mosaic*

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CHAPTER 1

INTRODUCTION

Goals of Study

The effectiveness of the Georgia historic preservation commission training has never been studied. In order to assess whether this training program is performing well, this thesis was written to explore three questions. First, are preservation commission training programs comparable to training programs for other municipal boards? Three prominent municipal board training programs were chosen as a point of comparison, as were three historic preservation training programs. This type of background may help put Georgia's training program into context, and help contextualize its successes and limitations.

The second question delves into whether this training format successfully adheres to effective adult learning principles? An effective training program would adhere to these principles, and an analysis of adult learning may provide recommendations for altering the training program.

Last, the third question asks if upon evaluation, do training participants feel they learn from the experience? Training participants were surveyed in order to ascertain whether they are satisfied and feel they are learning. A goal of every training program is to make sure participants are satisfied and feel that their time is well spent. Thus, analyzing the survey results will help indicate whether participants are in fact happy, and if this goal is being realized.

This thesis will indicate if a more intensive study should be undertaken in the future. The overall thesis results may impact the methods by which commissioner training programs are designed, facilitated and evaluated.

The function of municipally appointed boards and historic preservation commissions are introduced in Chapter 2. A summary of the evolution of historic preservation commissioner training programs, both nationally and in the State of Georgia, is provided in Chapter 3. Chapter 4 delves into different training opportunities available to appointed boards and preservationists. Georgia's Historic Preservation Commission (HPC) training program is explained at length within Chapter 5. A brief overview of adult education and a synopsis of one of the most well-regarded theories on adult learning are provided in Chapter 6. This section also includes guidance for creating a positive adult learning environment.

Chapter 7 includes a description of the pressing need for commission training, while Chapter 8 includes the program evaluation conducted for the HPC training program. Within Chapter 8, the study's purpose, methodology and instrumentation are described, as are the evaluation results. Key findings, recommendations and conclusions from the evaluation can be found within this section. The overall conclusions and recommendations relating to the three questions set forth in the introduction are included in Chapters 9 and 10.

CHAPTER 2

AN OVERVIEW OF LOCAL GOVERNMENT AND PRESERVATION COMMISSIONS

Local government is comprised of the social, economic and political ordering of people's activities where they live and work (Banovetz, 9).

Local government is still the level of government that is closest to the people and delivers the public services that are a part of people's everyday lives. Local governments are close to home. Except in the largest communities, their leaders are friends and neighbors who hold elective office on a part-time, temporary basis, serving out of a sense of civic obligation rather than career ambition. These local governments provide another array of services: They build and maintain streets, parks and schools; they supply clean water and treat sewage; they pick up and dispose of garbage; they provide police services, ambulances, and fire protection; they offer aid to the impoverished and the handicapped; they support mental health services, senior citizens' programs, and youth activities; they are the first sources of assistance in emergencies. In short, they provide the direct public services on which people depend every day. They, too, are responsive to citizen action and opinion, and most citizens deal directly and personally with their local officials without the intervention of lobbyists or interest groups (Banovetz, 10).

Municipal Boards

Municipally appointed boards and commissions exist in most American cities and towns. Through this body of community citizens, the opportunity for public participation in local government is extended (Humes, 99). In Sacramento, California, the City Council forms boards, commissions and committees to assist in information gathering, the deliberative process, as well as providing feedback and direction to City Departments or the City Council on a variety of community issues ("City of Sacramento").

These community groups convene on a regular (often monthly) basis and hold meetings that are open to the public and advertised in advance. Depending on the amount of funding the local government has available, the group may receive staff support during their meetings and for general administrative assistance.

Boards may be separated into different categories, as they are in Chapel Hill, North Carolina. Chapel Hill has boards of appeal, standing boards, semi-autonomous boards or commissions, autonomous boards, or task force or ad hoc study groups. Each board oversees a different aspect of community life ("Town of Chapel Hill"). In Stowe, Vermont, the Conservation Commission, Library Board of Trustees, Cemetery Commission, Recreation Commission, Board of Civil Authority, Board of Abatement, Board of Listers, Auditors, Electric Commissioners, Planning Commission, Development Review Board, and Historic Preservation Commission were created to ensure a safe, healthy and stable environment for the Stowe community ("Town of Stowe Vermont").

Historic Preservation Commissions

Members of the public often mistakenly believe that the federal government protects historic resources. Many also believe that if a property is listed in the National Register of Historic Places, it is protected from demolition. The truth is often discovered only after a building is demolished, a fence is erected, or plans for a new building are unveiled. The strongest laws for protecting privately owned property are local laws, not federal laws. The municipal process of creating a local historic district and providing a regulatory method to protect a community's historic character is one of the most effective mechanisms to ensure that preservation occurs (Cassidy "Maintaining Community Character: How to Establish a Local Historic District").

Most often, the reason for creating local districts is to prevent unregulated and insensitive change (2). In other instances, the demolition of a community landmark or insensitive new construction causes a negative community reaction.

To manage change, local governing boards adopt an ordinance to create a historic preservation commission (Handbook for Historic Preservation Commissions in North Carolina). Preservation commissions are composed of volunteers, not paid professionals, and these volunteers exercise considerable regulatory authority (Stipe, 132). Historic preservation commissions (HPCs) usually have the power to recommend that local governing boards or elected bodies designate properties as historic landmarks and as historic districts, to approve or deny applications from property owners who wish to make changes to properties and ensure inappropriate changes are not made, and advise and assist the local government in preservation planning (Handbook for Historic Preservation Commissions in North Carolina).

Though many local governments enact seemingly similar preservation ordinances, the impact of these ordinances varies.

Preservation is a movement heavily dependent on volunteer leadership and individual initiative. Each preservationist has highly personal reasons for involvement, ranging from interests in genealogy to urban design, from artistic recognition of high craftsmanship to concern for downtown revitalization. As a result, communities with similar physical resource and economic circumstance may take widely divergent paths of redevelopment because of the abilities of preservation leaders to understand and communicate their own ethics (Stipe, 114).

Preservation commissions may be housed within various areas of the municipal government and their place within the governmental hierarchy can greatly impact the commission's focus and effectiveness (Stipe, 132). Commissions are frequently placed in zoning, planning or land use departments, thereby providing some integration of

preservation with other land use functions affecting historic resources. Other commissions are associated with housing or redevelopment authorities, and preservation becomes the basis for revitalization projects and an emphasis is placed on public improvements and subsidy programs. HPCs also frequently fall under cultural affairs departments (132).

Preservation has many benefits and is often used as an economic development tool. For example, the creation of historic district commissions or architectural review boards is often linked to financial and technical assistance programs. Low-interest loans, grants, tax abatement and loan guarantees are used to stimulate reinvestment in historic properties. Tourism industries develop as a result of the preservation of historic resources, which not only saves old buildings, but creates new jobs for area residents (Local Government and Historic Preservation).

Commissions often address challenging issues. These issues include determining how to treat historic resources of the recent past, the significance of which may be debatable and somewhat subjective. Contentious issues may involve affordable housing programs and socioeconomic issues in low-to-moderate-income neighborhoods. A common, difficult scenario often involves commissioners who must make decisions impacting their friend's or neighbor's property. Commissions must be politically sensitive and creative when addressing these issues ("Local Government Historic Preservation Commissions").

CHAPTER 3

THE HISTORICAL EVOLUTION OF HISTORIC PRESERVATION COMMISSIONS AND TRAININGS

Historic preservation has been a part of local government planning in America since the 1930's, as cities began to respond to demolition threats. Growth was fostered by federal and state partnerships initiated by the National Historic Preservation Act of 1966 (NHPA). As this nationwide program matured, federal and state activities were supported by local efforts through the Certified Local Government (CLG) program, authorized in the 1980 amendments to the NHPA ("Local Government Historic Preservation Commissions").

The CLG program extends federal and state preservation partnerships to the local level. The program gives local governments a formal role in the national historic preservation program, in particular the National Register of Historic Places nomination process. The CLG program also aims to foster local preservation activities, providing financial and technical assistance to local governments that participate in the CLG program and developing support for State Historic Preservation Office (SHPO) (Morris, 1). At least 10 percent of a state's funding from the National Historic Preservation Fund must be passed along to CLGs. The funding may be used for surveys and inventories of historic and archaeological resources, preparation of National Register nominations, comprehensive planning activities and public education programs (Stipe, 138).

CLGs must enforce a state or local program for designing and protecting historic properties; establish a qualified historic preservation review commission; maintain a system for survey and inventory of historic properties; provide for public participation in the local historic preservation program; and satisfactorily perform responsibilities designated to them under the NHPA (Duerksen, 149).

National Evolution of Commissioner Training Programs

In the early 1980's, preservationists in the legal field were skeptical of the CLG program, believing that while this program was a "step in the right direction," it did not guarantee a strong state, or even local, program (Duerksen, 150). This same group of individuals believed that establishing a qualified review commission on historic preservation did not guarantee local governing bodies would pay attention to it, let alone follow its recommendations. They suggested that states and localities take the well-crafted, but loosely designed, foundation provided by the NHPA and build a strong structure around it (150).

After the CLG program was developed in 1980, local governments were initially unsure how to proceed. In 1983, three years after the CLG program was authorized by Congress and just as regulations were promulgated by the National Park Service (NPS), the first Georgia conference of historic preservation commissions was held at Georgia State University in Atlanta. During this "Grassroots Preservation Conference," a historic preservation nonprofit organization, the Georgia Alliance of Preservation Commissions (GAPC), was formed. The GAPC was based on successful models from Maryland (the Maryland Association of Historic District Commissions) and New Hampshire (the New Hampshire Association of Historic District Commissions) (Cassity "Personal Interview").

In 1984, during the first annual meeting of the GAPC, organizational by-laws were approved. Shortly thereafter seven local governments in Georgia received CLG status, the first in the nation. A nine page needs and capabilities survey was sent to all local governments with active preservation programs (Cassity "Personal Interview").

In 1985 seminars took place in Atlanta, St. Marys, Valdosta, Ashburn, Augusta, Milledgeville, and Dalton, Georgia. The seminars focused on the new CLG program and the training needs of Georgia's commissions. The City of Dalton had received a grant from the Historic Preservation Section of the Department of Natural Resources (DNR), later HPD, Georgia's State Historic Preservation Office, in 1987. Dalton subsequently served as part of a pilot project to develop preservation commission training programs (Cassity The Development of a Training Program for Historic Preservation Commissions in Georgia: A Report to the City of Dalton, 1). Prior to 1987, the Dalton HPC operated on a "trial and error" basis, unsure how to follow operating procedures and concerned about the legality and appropriateness of their decisions (1). The City was interested in joint training opportunities for the commission, local government staff and elected officials (1).

The program held in Dalton was designed as a prototype for other commissioner training programs in Georgia. In developing this program, the trainers wrote:

It is clear that many of Georgia's preservation commissions need direct technical assistance to carry out their duties. More than anything else, commissions express over and over again the need for a specially tailored training program for their members. Several attempts have been made to provide information to commissioners about how to get in-depth training to individual members in a regular and consistent format. Previous training ventures have been met with limited success; the best tended to be expensive and out of most city's price range (2).

The pilot project's steering committee created a five-phase process after meeting with Dick Gecoma, an expert on governmental trainings at the Georgia Center for Continuing Education (2). This development process included the dissemination of a questionnaire to constituents regarding what kind of training they needed; forming a steering committee of preservation leaders in Georgia, and investigating and analyzing other commission training programs. The steering committee's investigation of other nonprofit organizations and state's commission training methods resulted in their taking "best practices" from each. Five training models were especially helpful to the committee.

The "New Jersey Municipal Historic Training Program" consisted of six sessions conducted by professionals from the fields of law, architecture, planning, government and historic preservation. Enrollment was capped at 100 participants, each of whom received instructional materials and a training handbook. The program was co-sponsored by Rutgers University, the New Jersey SHPO and the Department of Urban Planning and Policy Development (8). A self-taught workbook, the "Oregon Landmarks Commission Notebook," could be adapted to lecture format, and also included case studies and local examples from Oregon communities (8).

The "Tennessee Community Assessment, Report and Commission Workshop" was conducted by an historic preservation consultant. This consultant visited communities and interviewed "power brokers" involved in local preservation decisions, completed an assessment report emphasizing important organization and administrative skills, and also conducted a workshop to improve commission operations (9). Not designed specifically for preservationists, the "Virginia Certified Planning

Commissioners' Program" was designed primarily for members of planning commissions and zoning appeals boards. The workbook, though, was considered applicable to preservation commissions and the program format was regarded as excellent. Program components included a three day lecture, self-study segment and follow-up workshop (9).

A manual developed for HPC regional workshops, the "National Trust for Historic Preservation's Training for Preservation Commissions," discussed commission operations, posed questions to commission members and could be self-taught or accompany lectures (9).

The steering committee selected the best components of each of the five training models. The committee concluded that only the most important aspects of commission training should be presented during workshops, that manuals were necessary, a formalized and consistent yet flexible format worked best, and that trainings should be offered frequently and regularly (10).

The finalized Dalton HPC training program was one day long, during which a team of five preservation professionals, architects and planners conducted a four-part lecture series on topics including design guidelines, legal considerations, architecture and planning (Preserving Dalton: A Handbook for Historic Preservation Commission Members). A participants' manual was disseminated, as was a take-home module that included training materials (Cassity The Development of a Training Program for Historic Preservation Commissions in Georgia: A Report to the City of Dalton, 14). This new model was tested twice during 1988; first at Dalton Junior College and then at Valdosta State University. Participant feedback was overwhelmingly positive and indicated the training did not require alteration (Cassity "Personal Interview"). Pratt Cassity,

Georgia's first coordinator of the CLG program, wrote "Point of Order: A Handbook for Members of the Atlanta Urban Design Commission," after the training's completion, which documented the creation of this new model curriculum (Cassity "Personal Interview").

In 1987, the National Park Service (NPS) and National Alliance of Preservation Commissioners (NAPC), a national historic preservation commissioner nonprofit organization, planned and coordinated four programs in each of the NPS regions for CLG coordinators in SHPO offices. The workshops were designed to acquaint the SHPO representatives with the key elements of a strong local preservation program and how to promote and monitor the CLG program (Widell).

Soon after this training was developed, the absence of national CLG quantitative data was brought to light. Though it had been the subject of much scrutiny in the early 1980's, the CLG program had not been studied since its inception. An assessment conducted by the National Park Service (NPS), "Certified Local Governments 1990: A Status Report," provided information about CLGs and also gathered data on policy issues that might require review and revision (Morris, 1).

Beneficial tools were developed for commissioners. Cassity and Cherilyn Widell, the first director of the NAPC, wrote "Local Preservation Volumes I and II," source books for self-training of CLGs (Cassity "Personal Interview"). The NPS developed informational briefs called "Local Preservation," which pertained to archeology, survey, zoning and HPCs, subdivision regulations and HPCs, planning, and legal aspects, among other topics. The National Center for Preservation Law (NCPL) had been formed in 1977, and sought to provide intellectual leadership for the legal community and better

access to interested attorneys for local preservation groups and public officials (Duerksen, xviii). Based in Washington, D.C., this organization influenced technical legal preservation issues, focused on strong advocacy efforts, assisted the International City/County Management Association (ICMA), among other organizations, and actively participated in statewide and national training for commissions (Cassity "Personal Interview").

The NCPL regularly produced "Preservation Law Updates," legal briefs for HPCs. This augmented the National Trust for Historic Preservation's (NTHP), the nation's leading preservation nonprofit, "Preservation Law Reporter," which also included basic legal information for HPCs, and included detailed recommended model provisions for preservation ordinances and the creation of preservation commissions (Preservation Law Reporter: Local Government Regulation).

In the early 1990's, different organizations began to study preservation commissioner's training needs. In 1991 the NAPC collaborated with the NTHP, the NPS, NCPL and the National Conference of State Historic Preservation Officers (NCSHPO) to create and conduct a study of American preservation commissions (Cassity "Personal Interview"). This study, the United States Preservation Commission Identification Project (USPCIP) was important because there had never before been a comprehensive assessment of commission activities (Malone, 3). Written by Connie Malone and Pratt Cassity, the study was published in 1994 and a follow-up study, USPCIP II, was published in 1998, written by Cassity and Chris Cochran. Comprised of 27 questions, the survey inquired about HPC characteristics, stringency of local ordinances, and documented the primary needs and concerns of commissioners (3).

In March of 1994 the NPS completed a National Performance Review of the Historic Preservation Fund Partnerships. The CLG program was identified as one of the five major program areas that needed reform (Historic Preservation Performance Review Committee, 8). The report acknowledged that though local preservation efforts had grown and improved nationally, improvement was needed. The NPS Advisory Committee found that the demand for training and technical assistance exceeded that available from the NPS and SHPOs. One of the subsequent recommendations was for the NPS to assist the NAPC in developing a national forum for exchange of CLG information and innovative ideas (14).

In order to bring this recommendation to fruition, the “Reinventing the Certified Local Government Program: A Workshop for State Coordinators” conference was held in Milwaukee, Wisconsin, in August of 1994. This joint NPS/NAPC conference convened specifically to address the need for more training and support for local historic preservation programs, in order to fully involve local programs in the national agenda (NPS). CLG coordinators were surveyed regarding the most pressing issues facing the CLG program. This training revealed the need for a national CLG training curriculum and called for regular CLG coordinator meetings (Cassity "Personal Interview").

A model curriculum for historic preservation commission training was developed during the second CLG Coordinators’ conference in Berkeley, California, in 1994 (Cassity "Personal Interview"). The NAPC, along with the NPS, NCSHPO and the California Office of Historic Preservation brought together 64 participants to discuss issues related to local preservation and training of HPCs. Participants included CLG coordinators, state office personnel who assisted with local preservation, as well as local

preservation commissioners and staff from 33 states (Vogel, 4). State CLG coordinators anxiously awaited an accepted framework and curriculum for training local commissioners. Over the course of the conference, participants learned about the principles of adult education, different types of learners, participated in facilitated discussions about the knowledge needs of HPCs, and also heard a presentation on data gleaned from the USPCIP survey (4).

After discussing available training opportunities and the pressing needs of commissions, participants broke into groups and designed a model curriculum which included six training topics: Preservation 101 (The Basics), Procedural Issues, Legal Issues, Design Review, Public Education, and Fast Start Up (4) (APPENDIX A). A national conference for preservation commissioners, “Forum,” developed from this model curriculum. In 1996 the NAPC and other preservation partners organized “Forum,” in Denver, Colorado, which has recurred biannually. From 1998 to 2006, five “Forums” have been held in Denver, Pittsburgh, San Antonio, Indianapolis and Baltimore (Wilkinson "Napc Stats Questions ").

Additional tools were developed for training commissioners. In 1998 the NAPC attempted to institutionalize a project called “Commission Assistance Program” (CAP), a two-day training workshop. The CAP curriculum included an overview of the legal basics for HPCs, meeting operations, design review and public education (Missouri Commissions Assistance Program: Final Project Report, 1).

CAP later became the NAPCs “Commission Assistance and Mentoring Program” (CAMP), a nation-wide commissioner training program. From 2001 to 2007, CAMPs have been held in 53 locations nationwide and have trained more than 3,500 people (Wilkinson Past Nape Camp Sites).

Dan Becker, Director of Raleigh, North Carolina’s Historic District Commission, and Cassity developed a “Commissioner’s Short Course” at the annual preservation conference. They later developed a “Leadership Training for Commissioners” in Nachitoges, LA and Asheville, NC, based on the successful NTHP program, Preservation Leadership Training (PLT) (Cassity "Personal Interview"). PLT is an intensive training program that emphasizes current preservation practices, issues and action strategies. The PLT training course has been held in 24 locations since its inception in 1990 ("Center for Preservation Leadership").

Georgia’s Evolution of Commissioner Training Programs

Intense debate surrounded historic preservation legislation during the 1960’s and 1970’s. Local governments enacted preservation ordinances as part of their zoning authority, including historic preservation in the category of “conservation” as an allowable purpose for zoning (Waters Maintaining a Sense of Place: A Citizen's Guide to Community Preservation, 15). Some local governments interpreted “conservation” as including historic resources and enacted ordinances that protected historic structures and areas (15). During an interview with Professor John Waters, the current Historic Preservation Graduate Coordinator at the University of Georgia, he explained that if an individual wanted to obtain an historic preservation ordinance, local representatives had

to sponsor a bill to hold a public referendum. Waters stated that this local ordinance process, “Was enough to run anybody off” (Waters "Personal Interview").

Debate ensued regarding the supposed constitutionality of local zoning for preservation purposes. As a result, opponents of preservation zoning used the issue of constitutionality to intimidate individuals interested in adopting a preservation ordinance (Waters Maintaining a Sense of Place: A Citizen's Guide to Community Preservation, 15). Waters and others in Athens, Georgia, soon collaborated to co-author a draft of the Georgia Historic Preservation Act, the state enabling legislation for creating HPCs in Georgia. This was in part because, as Waters put it, “We weren’t getting anywhere. About the only thing you could do was to join a nonprofit or historical society and try to do what you could as a citizen” (Waters "Personal Interview").

This enabling legislation passed the Georgia General Assembly after four attempts, and the Georgia Historic Preservation Act of 1980 (Georgia Historic Preservation Act of 1980) (hereafter GHPA) was signed into law on April 8, 1980. This state enabling legislation, for the first time, gave local governments in Georgia the authority to designate historic properties and establish a design review process for their protection (From the Ground Up: A Preservation Plan for Georgia 2001-2006, 75).

The GHPA (APPENDIX B) defined the roles of Georgia historic preservation commissions and their powers and duties (75). Regarding historic preservation commissions, the act reads, “The local governing body of a municipality or county electing to enact an ordinance to provide for the protection, enhancement, perpetuation, or use of historic properties or historic districts shall establish or designate an historic preservation commission” (Georgia Historic Preservation Act of 1980).

The local governing body has the power to determine the number of members on the commission; at least three members are required in Georgia. Tenure is limited to three years and members must reside within the historic preservation jurisdiction. In addition, a majority of members should demonstrate special interest, experience, or education in history of architecture (§44-10-24).

In Georgia a commission is authorized to:

1. Prepare an inventory of all properties within its respective historic preservation jurisdiction having the potential for designation as historic property.
2. Recommend to the municipal or county local governing body specific places, districts, sites, buildings, structures, or works of art to be designated by ordinances as historic properties or historic districts.
3. Review applications for certificates of appropriateness and grant or deny the same in accordance with the provisions of section (44-10-28).
4. Recommend to the municipal or county local governing body that the designation of any place, district, site, building, structure, or work of art as an historic property or as an historic district be revoked or removed.
5. Restore or preserve any historic properties acquired by the municipality or county.
6. Promote the acquisition by the city or county governing authority of façade easements and conservation easements in accordance with the provisions of the “Façade and Conservation Easements Act of 1976.”
7. Conduct an educational program on historic properties located within its historic preservation jurisdiction.
8. Make such investigations and studies of matters relating to historic preservation as the local governing body or the commission itself may, from time to time, deem necessary or appropriate for the purposes of this Chapter.
9. Seek out State and Federal funds for historic preservation and make recommendations to the local governing body concerning the most appropriate use of any funds acquired.
10. Consult with the historic preservation experts in the Historic Preservation Section of the Department of Natural Resources or its successor and the Georgia Trust for Historic Preservation, Inc.

11. Submit to the Historic Preservation Section of the Department of Natural Resources or its successor a list of historic properties or historic districts designated as such pursuant to code section §44-10-26 (§44-10-25).

Though these legal powers were given to Georgia's commissions, the co-author of the GHPA noted that a year after the act passed, little had changed. "Nobody knew about the legislation," Waters said. At this point he concluded, "What I need to do is write a book and explain how to use the legislation." This seminal book, *Maintaining a Sense of Place: A Citizen's Guide to Community Preservation*, helped spark awareness and interest in the new body of law. In 1983, during the same year of the book's publishing, Cassity was hired by Georgia to coordinate the CLG program. Waters remarked that with the combination of his book's circulation and Cassity's outreach efforts, "We were off and running"(Waters "Personal Interview").

In 1983 new preservation commissions began to form in Georgia, in addition to the handful that existed prior to the GHPA (Cassity "Personal Interview"). In 1976 there were 7 commissions in Georgia. By 1981 this had increased to 15, and by 1993 there were 57 HPCs. In 1996 this number grew to 76, in 1999 increased to 80 (Cochran, 64) and by 2000 there were 90 HPCs (From the Ground Up: A Preservation Plan for Georgia 2001-2006, 75). The number of HPCs grew almost 900% from 1981 to 2000 (From the Ground Up: A Preservation Plan for Georgia 2001-2006). In 2007 there were at least 130 historic preservation commissions and 75 Certified Local Governments (Lewis "Georgia Hpc Questions").

CHAPTER 4

APPOINTED BOARD AND PRESERVATION COMMISSIONER TRAININGS

Various training methods are available to appointed boards, local government staff and historic preservation commissions in the form of conferences, online resources, books and manuals. An overview of training opportunities available to municipal boards and preservationists will offer a point of comparison to Georgia's HPC training program.

International City/County Management Association

The International City/County Management Association (ICMA) is a very well-respected local government leadership and management organization. Founded in 1914 and with 8,200 city, town and county government members, the ICMA works to advance the profession of local government management by providing opportunities for learning and professional skills enhancement ("International City/Council Management Association"). The ICMA University offers workshops, web casts, conferences and self-development programs in order to meet the needs of its members ("ICMA"). Half-day workshops cost \$3,250 and are taught by local experts in the ICMA network. There are over 20 workshop topics, ranging from capital financing for smaller communities to planning orientations and retreats for elected officials ("ICMA").

For those members who require in-depth instruction, the two-year "Leadership ICMA" was designed to cultivate essential skills for successful leadership. Participants meet a few times a year, network, and ensure their projects are going forward. Courses, conducted in modules, focus on leadership in local government, ethics, strategic

planning, analytical skills, community building and organizational effectiveness. Modules have different formats, which range from traditional assigned reading and writing assignments to case studies and role playing, and also allow participants to assume leadership roles and lead educational sessions at large conferences. The ICMA also offers conferences on a variety of topics pertinent to local government ranging from immigration, architecture and sustainable redevelopment (“ICMA”).

International Economic Development Council

The International Economic Development Council (IEDC) is a nonprofit membership organization dedicated to economic development professionals ("International Economic Development Council"). Members include regional, state, county and city economic development organizations as well as chambers of commerce, and community and neighborhood development organizations (“IEDC”).

The IEDC offers professional development opportunities primarily through economic development training courses and accredited programs. For example, the “Introduction to Economic Development,” recently took place in Texas over a three day period, during which time three to four sessions were held each day, taught by professional experts. Sessions averaged approximately two hours in length and topics included strategic planning, business retention and expansion, and economic development finance (“IEDC”). In addition to this basic-level training, more advanced programs were offered in subsequent weeks in diverse geographic areas of the country. Thus, a more advanced professional has the opportunity to hone their skill set by attending the “Managing Economic Development Organizations” or “Economic Development Credit Analysis” courses.

The IEDC's "Economic Development Training Class: Business Retention and Expansion" program format was similar, with the addition of educational tours as a training component. Participants interested in observing downtown development success stories signed up for half-day guided tours of local neighborhoods and downtown districts. Special events such as a golf outing, leadership recognition dinner and programmed lunch were also included ("IEDC").

Carl Vinson Institute of Government

In addition to nation-wide nonprofit organizations, university and state-wide partnerships also provide training programs. For example, the Carl Vinson Institute of Government (CVIG) at the University of Georgia provides instructional opportunities for thousands of state and local government officials and practitioners every year. The Institute's local government training program includes certification programs, facilitated planning, retreats, technical assistance, and specialized performance-enhancing programs for local government officials ("Carl Vinson Institute of Government").

Specialized training is available to appointed board members through the "Public Manager Training and Development" training program. This program was created to serve the educational needs of appointed planning commissioners, zoning board of appeals members, historic preservation board members, and other local government review boards, commissions and authorities who make land use decisions and recommendations. Trainings can be tailored to meet a specific group's needs, whether they are an orientation in the basics for new officials, a certificate program, continuing professional education or management development programs ("CVIG"). For more experienced professionals, specialized sessions for elected officials, administrators, staff

and board members may help them stay up-to-date on governing practices (“CVIG”). Key topics range from how to conduct zoning hearings, the role of planning staff, and being an “ambassador” for your board in the community (“CVIG”). These training programs cost \$95 per person and are one day long.

National Alliance of Preservation Commissions

The National Alliance of Preservation Commissions (NAPC) is the only national nonprofit organization that represents historic preservation commissioners. The NAPCs mission is to build strong local preservation programs through education, advocacy and training for preservation commissioners ("National Alliance of Preservation Commissions"). This organization provides technical support to commissioners and commissioner groups, serves as an advocate at all governmental levels, and also aims to meet the training needs of commissioners (“NAPC”). The NAPC holds a “National Commission Forum” conference every two years, which includes educational sessions as well as the opportunity for preservationists to collaborate and create policy. “Forum” is organized into a series of working roundtables, during which participants engage in discussions about specific preservation topics. They discuss issues and challenges, what is required to meet these challenges, and give suggestions for how to proceed. A report is drafted from all of the roundtable sessions and disseminated after the conference concludes (Wilkinson "Personal Interview").

In addition, the NAPC conducts the Commissioner Assistance and Mentoring Program, or CAMP. Commissions or local governments contact the NAPC with specific training requests and a group of three to four preservation experts are organized and sent nation-wide in order to provide technical assistance, in situ. Prior to the CAMP, trainers

are given information about the specific community they will be working in, often including state enabling legislation, samples of standards and guidelines, and state laws. This information familiarizes the trainers and assures they will be of maximum benefit to their host community (Wilkinson "Personal Interview").

Each training curriculum is customized, but generally includes four topics: the framework of preservation, a commission's role and procedures, identification and protection, and public support ("NAPC"). Manuals are included in the CAMP price structure, which is \$2,500 plus speaker expenses and \$45 per participant for a one day CAMP. If a group wishes to hold a day and a half CAMP, the \$2,500 figure increases to \$3,500 ("NAPC"). CAMPs average 50 participants (Wilkinson "Personal Interview").

Maine Historic Preservation Commission

In Maine, commissioner trainings are organized through the Maine Historic Preservation Commission (MHPC). This independent agency is housed within the executive branch of state government that functions as the State Historic Preservation Office. Its director is the Maine SHPO ("Maine Historic Preservation Commission").

Commissioner trainings are generally held once a year. They are one day long and average 30-40 participants. This training opportunity is targeted to CLG communities, but is announced to all Maine communities with local preservation ordinances or historic preservation commissions. The MHPC does not have a standard training curriculum, though generally includes sessions on design guidelines, law and accurate decision making (Mohny).

The MHPC's trainers vary from year to year. The MHPC has invited the NAPCs "CAMP" to conduct this training in the past. Representatives from Maine Preservation,

Maine's statewide preservation nonprofit organization, and at least one member of the SHPO staff are usually present. Trainings are free to participants. It has been continuously difficult for the MHPC to draw volunteers away from their jobs to attend trainings (Mohney).

New Jersey Historic Preservation Office

In New Jersey, commissioner and CLG trainings are organized by the New Jersey Department of Environmental Protection, Division of Parks & Forestry, Historic Preservation Office (NJHPO). A large annual training conference is not conducted. Instead, the NJHPO responds to individual community requests for trainings and tailors presentations to each community. In the first 10 months of 2007, 10-12 trainings had been conducted. These events are generally a half-day in length and are free to CLGs (Chidley).

There are two main templates for trainings: one for HPCs and one for CLGs. When a request for training comes from a community that is a CLG, and has an HPC, yet another agenda and series of session topics is created. Training sessions may include municipal land use law, commissioner roles and responsibilities, ethics, law, survey, cultural resources, and guidelines. Two staff members of the NJHPO typically serve as trainers, though the NAPCs "CAMP" has provided training in the past (Chidley).

CHAPTER 5
GEORGIA’S HISTORIC PRESERVATION COMMISSION
TRAINING PROGRAM

In Georgia, the majority of HPC training participants reside in communities with CLG status. The CLGs “Minimum Requirements and Process for CLG Certification” stipulates that each commission member and anyone serving the commission in a technical assistance/professional staff capacity shall attend at least one informational or educational meeting per year pertaining to historic preservation (The Georgia Certified Local Government Program: Applications and Procedures).

The Historic Preservation Division of the Department of Natural Resources partners with the Center for Community Design and Preservation (CCDP) in order to provide these trainings. At the CCDP, Georgia’s Local Government Coordinator provides staff assistance to the GAPC, who all share the mission of ensuring that trainings are held on a regular basis and are accessible to Georgia commissioners (Cassity "Personal Interview") (APPENDIX C).

HPC Training Background

The GAPCs training goals include addressing the needs and questions of HPC members, providing networking opportunities, increasing and upgrading HPC members knowledge and skills, ensuring that commissioners understand their roles, responsibilities and laws under which they operate, ensuring that commissioners and the whole commission will convey a positive and professional image to their community, and to

ensure that the local government is able to legally defend the decisions of its appointed boards (Georgia Alliance of Preservation Commissions Bylaws).

The GAPC markets trainings to preservation commission and design review board members and staff, Certified Local Government contacts, building inspectors, city and county planners and community development staff, Main Street managers and board members, regional preservation planners, city and county attorneys, historic property owners and residents, design professionals, and landscape architects.

Evolution of Georgia's HPC Training

When Georgia's HPC trainings began after the Dalton Report was published, they were one day long and usually held in Athens at the Georgia Center for Continuing Education. It was difficult to attract attendees, as HPCs had little credibility, even in their own communities (Cassity "Personal Interview"). Cassity discovered that some Georgia planning and zoning staff members were required to attend the Georgia Association of Zoning Administration (GAZA) meetings. In order to improve conference attendance, GAPC meetings were soon held with GAZA at the Georgia Center. As a result of this partnership, the HPC training program began to grow. However, because all training sessions were held at the University of Georgia, many commissioners in distant parts of the state found it difficult to attend.

In order to serve commissioners from across the state, smaller, regional meetings took place and more training opportunities were created. At first the training schedule was inconsistent. Then, for a few years, trainings occurred irregularly, from one to three times per year. Since 2000, Georgia HPC trainings have occurred twice a year.

The content of the HPC trainings became more “substantive” as a result of national commissioner input from the USPCIP I study, published in 1994. As a result of this study, trainers had learned commissioners wanted a basic agenda, for training topics to stay the same, and to have informational manuals. This feedback was soon incorporated into the training program (Cassity "Personal Interview"). Beginning in 2001, marketing efforts intensified, and tours and special events were incorporated into the training schedule.

Training Specifics

Today’s HPC training program is different than the first training held in Dalton. Geographic locations rotate in order to increase statewide commissioner attendance. Trainings are a day and a half long, beginning in the early afternoon on a Friday and ending mid-afternoon on a Saturday. The training is ‘team-taught’ by a group of preservation experts from around the state of Georgia. There is a main facilitator as well as speakers who teach sessions on preservation law, best practices for commission members, and design issues, among others. All participants are present for these sessions.

When the trainings began almost two decades ago, there was one set agenda for all participants. Now commissioners choose which “breakout” sessions they wish to attend. Breakout session topics vary for each training, but generally fall into a new member orientation category, a more experienced commissioner category, and sessions specific to the community where the training is held. Thus, sessions are intended to be useful to new as well as more experienced commissioners, and to those participants who have attended trainings numerous times.

Training materials include a 400-page informational manual. This manual is comprised of five sections: community goals and preservation planning, legal aspects, design review, identification and designation, and resources (APPENDIX D). The HPC training costs \$125 per participant, which includes all sessions, the training manual, a reception, and Saturday breakfast and lunch ("Georgia Alliance of Preservation Commissions").

While there remains an emphasis on teaching the “basics of preservation,” trainings are marketed to prospective “host communities” as an opportunity to “showcase themselves” (Cassity "Personal Interview"). Communities submit a bid in order to host trainings and are responsible for organizing social events and tours. Events often include historic home tours, receptions held in historic buildings, and even ferry boat tours to historic sites. As marketing and the reputation of the trainings improved, the number of participants also increased dramatically. During the past two years more than 100 people registered for each training, and many were turned away.

CHAPTER 6

THE THEORY AND METHOD BEHIND MOTIVATING THE ADULT VOLUNTEER

It is important to situate the HPC volunteer within the adult learning context. In doing so, the training program will be critiqued through the lens of exemplary adult learning principles and methods, and hopefully, benefit from the theories of renowned experts in this field. Though there is a great body of research on this wide-ranging topic, it is not necessary to go into depth and explain theories in great detail, as one theory in particular provides significant insight into this topic.

Adult Learning Theory

Attempts at codifying differences between adults and children as a set of principles, a model, or even a theory of adult learning have been, and continue to be, pursued by adult educators. However, just as there is no single theory that explains all of human learning, there is no single theory of adult learning. What we do have are a number of frameworks or models, each of which contributes something to our understanding of adults as learners (Merriam, 270).

In the 1960's Malcolm Knowles introduced one of the most well-known frameworks of adult learning, andragogy (273). Andragogy is often contrasted with pedagogy, defined as the art and science of teaching children (Knowles, 6). The pedagogical model assumes that the learner's role is one who submissively adheres to the teacher's directions, enters into educational activities with little experience, is ready to learn in order to advance to the next grade level, and is motivated by external pressures, like pressure from parents, grades and negative consequences of failure (9).

As a contrast, Knowles' "andragogy," defined as the art and science of helping adults learn (6), focused on the characteristics of adult learners (Merriam, 267) and presented a distinction between adult learning and child learning (MacKeracher, 23). Andragogy is a "learner-directed" model in which the learner is viewed as a mutual partner or primary designer of learning activities (Merriam, 37).

Five principles guide Knowles' theory of adult learning:

1. The concept of the learner- The adult learner is self-directing, and thus, is responsible for making autonomous decisions.
2. The role of learner's experience- Adults enter into educational activities a greater volume and different quality of experience from youth; this can include habitual ways of thinking and prejudice.
3. Readiness to learn- Adults become ready to learn when they experience a need to *know* something in order to perform more effectively.
4. Orientation to learning- Adults enter into educational activities with a life-centered, task-centered or problem-centered orientation in order to solve life tasks and problems.
5. Motivation- Adult motivators are internal, including improved self-esteem and greater self-confidence (Knowles, 11).

These principles place responsibility for learning in the autonomous adult's hands, which is thus differentiated from a dependent youths' learning experience.

However, andragogy has received a great amount of criticism from other experts. Some have cited that it is an area weak in empirical confirmation, that is it not a "theory," but a set of assumptions about adult learning and a principle of good practice, and that Knowles does not substantiate that adult learning is different from children's learning (274). With all of these criticisms leveled against andragogy, the question has been asked, why has andragogy survived this criticism?

Andragogy has probably survived criticism because, first, the humanistic ideas underlying andragogy appeal to adult educators in general. Second, the limited empirical refutation of andragogy has not been convincing. Third, Knowles's reaction to criticism has been flexible and encouraging, which has permitted him to incorporate some of the criticism in his later revisions of the concept. Fourth, Knowles is a leader in the field who is widely respected for other contributions (76).

Many of Knowles' concepts are also intuitive, which makes them popular with learners and educators attempting to understand learning transactions (286). Overall, Knowles popularized the term as a set of ideals and assumptions that he believed should characterize the adult teaching-learning transaction, and as a result, andragogy is possibly one of the most commonly used terms in contemporary adult education discourse (75).

Four other models also provide insight into this topic, though they are not as thorough or well-regarded as Knowles' andragogy. They are Cross's "CAL model," McClusky's "Theory of Margin," Knox's "Proficiency Model" and the "Learning Process" of Jarvis (278). K. Patricia Cross developed the CAL model, "Characteristics of Adults as Learners." This model was developed as a tentative framework to accommodate current knowledge about what is known about adults as learners, in the hope that it may suggest ideas for future research and implementation (Cross, 234). Cross developed CAL to clarify differences between adults and children as learners and suggest how teaching adults should differ from teaching children, which she acknowledged is the position of andragogy (Cross, 234).

The CAL model consists of two classes of variables. Those describing the learner are called personal characteristics, whereas those describing the conditions under which learning takes place are called situational characteristics. Two characteristics sharply differentiate the learning situation of the adult from that of the child or adolescent; adults are typically part-time learners, and they are usually volunteers. Although the situational variables of CAL are not quite as discrete as they appear on the surface, they are usually expressed as dichotomies: part-time versus full-time learning and voluntary versus compulsory learning.

The personal variables of CAL, in contrast, are almost always considered continuous. They represent the gradual growth of children into adults and are expressed as growth or developmental continua along three dimensions: physical, psychological, and sociocultural (Cross, 235).

Critics have pointed out that this model focuses on the personal characteristics, and development, of adults, rather than on their learning (Merriam, 286). For example, Cross discusses how educators can understand and adapt to the personal characteristic, aging. She suggests educators should capitalize on the typical interests of persons of certain age groups, stress having the capacity to learn, rather than the quickness (for older learners), and make sure lighting levels are adequate for older persons (Cross, 236). Again, this method speaks very little to the learning process and focuses more on the developmental stages of adults.

Another theorist, D.S. McClusky, created a formula in order to represent the idea that adulthood is a time of growth, change and integration (Merriam 280). McClusky claimed that adults strive to achieve a balance between the amount of energy needed and the amount of energy available (Merriam 280). This theory does not address or explain adult learning, but may rather be a good counseling tool (282).

A.B Knox purported that the purpose of most systematic adult learning, whether self-directed or in continuing education programs, is to enhance proficiency to improve performance (Knox, 79). Knox defined proficiency as the capability to perform satisfactorily if given the opportunity (Merriam, 282). He believed there is a discrepancy between current and desired levels of proficiency, which explains the adult's motivation and achievement in learning activities (282).

Knox acknowledged that adults vary in their extent of self-directedness, and that they engage in little educational activity (Knox, 79). He claimed that changes and

adaptation in role performance is affected by resources, facilitators and barriers (such as role expectations, reference group support, and opportunities to perform) in the adult's societal context. Changes in performance are also influenced by aspects of personality such as aspirations, attitudes, values and energy level. This theory has been criticized because the model mixes learning, teaching and motivation together, making it difficult to clearly extrapolate how adults learn (Merriam, 283).

Peter Jarvis's model of the learning process focused on the adult's life experiences and situation (283). This model is comprised of nine steps, which begin when an individual encounters a social situation where learning might occur (284). This model focuses on the responses one can have to an experience, including preconscious, practice, memorization, contemplation, reflective practice and experimental learning, as well as presumption, nonconsideration and rejection (284). This model describes learning within a social context (285) and encompasses numerous kinds of learning and different responses and outcomes. However, this model has been criticized because it is not unique to adults, and can easily be applied to children (285).

Overall, Knowles presented a model that addressed the adult learning *process* more than any of these other theorists.

Effective Methods of Training Adults

When training instruction is designed for the adult learner, trainers should use dynamic approaches. A facilitator continually asks questions while guiding the trainees, focusing and shaping discussions. This facilitator also encourages two-way communication between the instructor and the class (Pynes, 294). Knowles' theory of

program design and the method “Rapid Instructional Design” incorporate this integrative and dynamic approach in their program design.

Knowles outlined numerous implications for andragogy and program design, as well as methods of implementation and evaluating adult learning activities (Merriam, 272). Based on the andragogical model, Knowles designed his own approach to educational programming, a process design (Knowles, 14).

There are seven elements in Knowles’ design:

1. Climate setting: Creating a climate conducive to learning.
Physical environment: Avoid typical classroom setup with chairs in rows and lectern in front (signifies one-way transmission of knowledge).
Psychological climate: Should be one of mutual respect, collaborativeness, mutual trust, supportiveness, openness and authenticity, pleasure, humaneness.
2. Involving learners in mutual planning: Getting participants to share in planning; making people feel committed to the program they have worked to create.
3. Involving participants in diagnosing their own needs for learning: Using methods such as interest-finding checklists, using models of competencies (which reflect both personal and organizational needs) to understand gaps in knowledge.
4. Involving learners in formulating their learning objectives: Having participants create learning contracts in order to structure their own learning.
5. Involving learners in designing learning plans: Creating procedures to help learners identify resources and devise strategies of using these resources in order to accomplish goals.
6. Helping learners carry out their learning plans: Using learning contracts.
7. Involving learners in evaluating their learning: Judging the quality and total worth of the program in relation to the accomplishment of objectives (18).

There is another well-regarded method of program design, this one developed by George M. Piskurich. “Rapid Instructional Design” (RID) is a method of planning and designing a successful training program (Piskurich, 3). The RID method outlines

important steps to take while designing a training program. First, Piskurich believes that a needs assessment should be conducted, which will determine the group's training needs. A needs analysis report incorporating focus groups, interviews, surveys and document collection will ascertain what should be taught during the trainings (45).

A next, or concurrent step, is to analyze the trainees themselves (62). Piskurich explains that the more one can find out about the audience, the more likely it will be that the training meets their needs (62). He advocates breaking the program into modules with time in between for the trainees to practice or digest the information. He also suggests completing all of the training in one sitting, if possible, and that courses should be no longer than three hours (103).

Part VI includes an evaluation of how both Knowles' and Piskurich's principles are applied to the HPC training program.

Motivating and Retaining Adult Volunteers

Individuals volunteer in order to contribute to the community, interact with community leaders and support the mission of philanthropic organizations, among many other reasons (Pynes, 125). A community board member might be motivated to serve their community because they seek personal enrichment opportunities, have a substantive interest in this aspect of the community, seek social and business contacts and desire a feeling of accomplishment (139).

Many studies and polls have attempted to find out what motivates an individual to give their time and energy to others. In a 1994 survey of why volunteers contribute their time, energy and talents, 99% reported helping others, 98% reported that it made them feel good, 97% said that they enjoyed the activity, 94% reported it was having a belief in

the cause, 94% attributed it to being asked, 82% said they were gaining experience, and 75% said that they personally benefited (Safrit).

Volunteer retention is achieved when volunteers are made to feel good about their assignment and themselves. If the volunteer experience makes the volunteers feel good, they will continue to want to volunteer (Lynch). Volunteers may be rewarded intrinsically, with a sense of satisfaction, accomplishment and being challenged. They may also be awarded extrinsically, and benefit from career development skills and opportunities (Pynes, 124).

Studies have shown that several components contribute to a positive volunteer experience. Retention of volunteers is accomplished through the development of feelings of importance and belonging to a particular agency. Individuals will be satisfied with volunteering if given the chance to develop friendships, share experiences, communicate with others, and develop support groups (Wymer). A positive volunteer experience can also be achieved when the volunteer experiences new learning opportunities with the potential for personal or professional growth. Training is essential: one of the most frequent motivations for discontinuing volunteer service is inadequate training (Wymer).

Regardless of the volunteer board members' professional experience and expertise, training is essential. Paying attention to the importance of training will benefit the organization in the long run. Studies have shown that organizations with the most formalized training and orientation programs had the least turnover (Pynes, 135).

Given that training programs are vital in volunteer retention, it is important to ensure programs are catered to the adult learner. This may mean incorporating theories of adult learning, successful methods of program design, and taking into consideration

the different motives of volunteers. In doing so, volunteers would be more likely to have a successful training experience and participate in their roles for longer periods of time.

CHAPTER 7

WHY STUDY THE HPC TRAINING?

Defining Program Evaluation and Client Satisfaction Studies

Program evaluation analytically examines human service programs for practical reasons. Evaluations are often carried out because organizational leaders need to know if a program accomplished its objectives, if it is worth funding again next year, or if a less expensive program can accomplish the same results (Royse, 11). Training program evaluations assess whether the training accomplished its objectives. Feedback is gleaned for the benefit of the trainers, participants and managers of the training. Program evaluations can measure changes in knowledge, levels of skills, attitudes and behavior, and in levels of effectiveness (Pynes, 294).

There are many benefits in evaluating a training program. Results may lead to improved accountability and cost effectiveness, as well as improved program effectiveness. They may also shed light on ways to redesign training programs (297). Many professionals, if told to design a program evaluation, survey clients to determine what they thought of the services received. Such an approach is among the simplest and most frequently used measures of program evaluation and is often known as conducting a “client satisfaction study”(Royse, 208).

Client satisfaction program evaluation frequently stems from the belief that clients are the best source of information on the quality and delivery of services, if not also the best judges of impact and effectiveness. Organizational leaders desire high client

satisfaction levels and find this type of evaluative information useful from a managerial perspective and also for public relations and marketing efforts (209).

The Need for Preservation Commission Training

A 1998 NAPC survey found that 35 percent of Georgia commissions had not received any training in the last two years (A Richer Heritage: Historic Preservation in the Twenty-First Century, 135). In addition, a national study found that sixteen percent had received no training in the past two years, and 84 percent had received “some sort” of training during the past two years (Malone, 11).

These statistics are alarming for a variety of reasons. For one, historic preservation has become an important focus of local government, and providing training for commissioners is essential in keeping them current on relevant topics and laws (11). Also, uninformed or poorly trained commissioners may be incapable of making accurate judgments on preservation treatments, and it may be easy for them to overlook larger neighborhood preservation issues. On a more basic level, many commissioners cannot read plans, sections or elevations, and they may know little about the history of architectural styles (A Richer Heritage: Historic Preservation in the Twenty-First Century, 136).

There is a critical need for commissioner training programs nationwide. Training programs must impart valuable knowledge that commissioners can implement in their communities. The job of a historic preservation commissioner is frequently complicated and time-consuming. Commissioners are often responsible for making decisions which directly impact quality of life for their neighbors, friends and

community. Commissioners should be qualified to perform their duties and be fully aware of the powers and limitations that accompany their positions.

Many states mandate commissioners have a certain level of expertise before joining the HPC. This “expertise” ranges from having a background in history, architecture or similar field, to merely having an “interest” in any of these areas. However, this mandate is frequently overlooked and individuals may join commissions without fully understanding what they are getting into. If an individual joins an HPC that is located within a CLG, they will be required to attend trainings under the Code of Federal Regulations, Procedures for Approved State and Local Government Historic Preservation Programs, 36 CFR Part 61. This code states that CLGs must provide orientation materials and training to all local commissions. This orientation and training are designed to provide a working knowledge of the roles and operations of federal, state and local preservation programs ("Procedures for Approved State and Local Government Historic Preservation Programs", 10).

That being said, the USPCIP survey asked commissions nation-wide if HPC members were required to have specific professional expertise such as architectural history or history. Sixty-five percent of respondents replied that at least some, although not necessarily all, of the commission members must be representative of certain professions. However, 33 percent of respondents’ said their ordinance made no such stipulation (Malone, 10).

Preservation plans have become a required element of local comprehensive planning. As such, commissioners are involved in many municipal planning elements, including traditional land-use zoning, subdivision regulations and building codes ("Local

Government Historic Preservation Commissions"). In addition, commissioners often work closely with local government officials, city and county attorneys, the planning board, the building inspector or zoning administrator, the public works director, the economic and community development director, the local housing authority and the county tax supervisor (Handbook for Historic Preservation Commissions in North Carolina, 89).

Preparing commissioners for their roles is important, given that their responsibilities are often significant and varied. Preservation commissions aim to be law abiding, but without this preparation, can easily violate the legal process.

For many commissions, violations of their rules of procedure are fairly common, and the written record of individual cases- the only record that will go up if an appeal is taken- will often be less than the law itself demands. Equal treatment of applicants required by federal and state constitutions is not always achieved, exposing the commissions to community criticism at the least, lawsuits at the worst. The failure to follow these procedures not only violates the rights of individual property owners to equal treatment under the law, but also promotes an image of favoritism and arbitrary decision making on the part of local government, which all too easily can damage both the preservation movement and confidence in government generally (A Richer Heritage: Historic Preservation in the Twenty-First Century, 134).

New commissioners should attend trainings in order to reinforce what they already know, and to learn details which may help in their decision-making abilities. However, some local governments do not have the money to send members to trainings. This becomes especially precarious if a commissioner without a preservation background receives little or no training and is expected to work knowledgeably with other municipal entities.

In this same vein, the second USPCIP survey revealed that many commissioners do not go to trainings at all. When asked how often their commission had received

preservation-related training during the last year, responses ranged from one time (261 people), two times (151 people), three times (55 people), four times (12 people), more than five times (10 people) to never (228 people). Almost a third of the 717 respondents hadn't attended training during the past year (Malone, 11).

It is important to remember that commissioners are volunteers and most have full-time jobs. It is the responsibility of a commissioner to spend time outside of meetings preparing and gain a thorough understanding of the issues on which they must act, and become familiar with the statutes and regulations governing local preservation activities. The ordinance establishing the commission, and the commission's own guidelines and procedures, should familiarize commissioners with their community's procedures and historical resources (Handbook for Historic Preservation Commissions in North Carolina, 87), but this can seem like an insurmountable task for any individual to take on.

Outside groups conduct standardized trainings and support for commissioners as they go through the introductory learning process. However, these types of training programs are not as prolific as one might expect. Though state enabling acts often require very high standards of performance, the challenge of educating district and landmark commission members on matters of substance and procedures remains a serious problem. The increasing numbers of historic district and landmark commissions has not been accompanied by increased local, state, or federal budgets for the education of commission members (Stipe 135). The USPCIP found that 42 percent of commissioner respondents reported they had no operating budget (Malone, 11).

Preservation professionals, however, have realized that education, both for the general community and for commission members, is an essential component of the work

of local government programs. Constant training in the principles and procedures of preservation planning is essential to the successful operation of citizen-based preservation programs ("Local Government Historic Preservation Commissions"). When relaying the types of training opportunities commissions had utilized over the past two years in a USPCIP study, over half of respondents reported they utilize regional or state-wide commission workshops as training opportunities. Forty-six percent had received written training material, 43 percent had attended other preservation-related conferences not geared specifically toward commissions and 40 percent had individual commission workshops (11). Commissioners also reported that statewide and local nonprofit organizations provided technical and informational assistance to 35 percent and 30 percent of respondents respectively (12).

Attention has focused on the importance of offering training programs for commissioners. However, there is a gap in knowledge regarding how effective these training programs are. Past Georgia HPC training evaluations asked for information relating to whether information presented is relevant to the training needs of the commission, if the workshop met expectations for exchanging practical information with other commission members and staff and learning from each other, what was of most and least value, what training topics should be addressed at future conferences, as well as comments and a rating of each of the sessions (GAPC).

While this basic customer-satisfaction survey informs conference leaders as to what areas may need improvement, an important piece of information is missing: do participants walk away from the conference feeling they have learned the material? Thus

far, no studies have examined whether the commissioners feel there is a transfer of knowledge as a result of their training experience.

CHAPTER 8

GEORGIA'S HPC PROGRAM EVALUATION

Purpose

This survey evaluated whether participants feel they learn from the HPC training. More specifically, commissioners were asked questions regarding their knowledge levels as they related to the GAPC training objectives. Results of the survey were analyzed to ascertain whether there was a perceived increase in knowledge and also which areas of the program may need improvement.

Methodology

Participants were surveyed at the spring 2007 HPC training in St. Marys, Georgia. Participants included HPC commissioners, staff members, as well as professionals who work in preservation or related fields.

The one-group pretest-posttest design was used. This design enables measurement of participant response before the intervention (pretest) and also measurement after the intervention (posttest) (Royse, 245). In this instance, a pretest would show perceived understanding of training objectives and a posttest would show if perceived learning and perceived improvement occurred after the training.

Attendees were given a pretest during conference registration and a posttest before the final conference session began. A letter explaining the purpose of the study was attached to each survey, providing specific information about the project and thanking participants for taking time to complete the forms.

It was possible to link pretests and posttest to the same person using a unique identifier for each individual: part of their birth date. All conference attendees were intended to be included in the pretest/posttest study. However, due to confusion surrounding the filling out of this birth date, many participants did not include this important identifier. Thus, out of 100 attendees, 38 pretests and posttests were matched to one another. In addition, there are 41 pretests without a matching posttest, as well as 27 posttests without a matching pretest. Only the 38 paired tests will be evaluated in the following sections.

Instrumentation

This study's questions were selected and adapted from the HPC training objectives. These objectives are as follows:

- To directly address the needs and questions of HPC members
- To provide networking opportunities
- To increase and “upgrade” HPC members knowledge and skills
- To ensure commissioners understand their roles
- To ensure commissioners understand their responsibilities
- To ensure commissioners understand the laws under which they operate
- To ensure commissioners and the whole commission will convey a positive and professional image to their community
- To ensure that the local government is able to legally defend the decisions of its appointed boards (Georgia Alliance of Preservation Commissions Bylaws).

Pratt Cassity and Jennifer Lewis, Georgia's Certified Local Government Coordinator, reviewed the instrument and verified that the entire range of training objectives were included.

The pretests and posttests (APPENDIX E) were divided into two sections. The pretest contained demographic questions as well as a set of six questions (Likert-type statements) in which participants were asked to rank themselves on a 1-5 scale from none, some, moderately, well, and very well.

Evaluation Questions:

- Q1 How well do you understand your role as a preservation commissioner?
- Q2 How well do you understand your responsibilities as a preservation commissioner?
- Q3 How well do you understand the laws that pertain to you as a preservation commissioner?
- Q4 How well do you understand how historic preservation commissions interface with other planning functions of local government?
- Q5 How well do you feel you convey your preservation knowledge within your community?
- Q6 How well do you feel capable of making legally defensible decisions as a preservation commissioner?

The posttest contained these same questions and six new questions that asked participants to compare how their knowledge levels had changed as a result of the training.

Posttest (Additional) Questions:

- Q7 When compared to what you knew yesterday, how much has your understanding of your role as a commissioner increased as a result of the training?
- Q8 When compared to what you knew yesterday, how much has your understanding of your responsibilities as a commissioner increased as a result of the training?
- Q9 When compared to what you knew yesterday, how much has your understanding of the laws pertaining to you as a commissioner increased as a result of the training?

- Q10 When compared to what you knew yesterday, how much has your understanding of how HPCs interface with other planning functions of gov. increased as a result of the training?
- Q11 When compared to what you knew yesterday, how comfortable do you feel in using your preservation knowledge in your community, as a result of training?
- Q12 When compared to what you knew yesterday, how capable do you feel in making legally defensible decisions as a preservation commissioner, as a result of this training?

Simple frequencies were analyzed using the SPSS program (Spss Base 9.0: Applications Guide).

Evaluation Results: Key Findings

- Participants reported feeling they improved in all categories
- The most significant increase in felt improvement was in the area of law, Question #3
- Following Question #3, participants reported most improvement in understanding how HPCs interface with other planning functions of government, Question #4
- The topic eliciting the least amount of improvement was Question #5 (conveying preservation knowledge in community)
- Seventy-four percent of participants were first-time training attendees
- Fifty-three percent had been involved with HPCs for one year or less

Evaluation Results: Demographics

Upon analysis of demographic descriptors, results showed that out of 38 participants, 63% were HPC members, 40.5% were commission/planning staff or city/county employees, 16.2% worked for a statewide or local nonprofit and 44.7% lived in a historic district (Figure 1).

Participants were also asked about the length of their involvement with HPCs. Fifty-three percent (16 people) had been involved for one year or less. An additional

16.6% (5 people) had been involved for two years or less. Almost 25% of participants had been involved for four to eight years (Figure 2).

Participants were asked how many Georgia HPC trainings they had attended in the past. The majority of participants were first-time attendees, at 73.7%. The rest of the participants had attended between one and five trainings: 5.6% had been to one, 5.6% had been to two, 2.8% had been to three, 2.8% had been to four, and 2.8% had been to five (Figure 3).

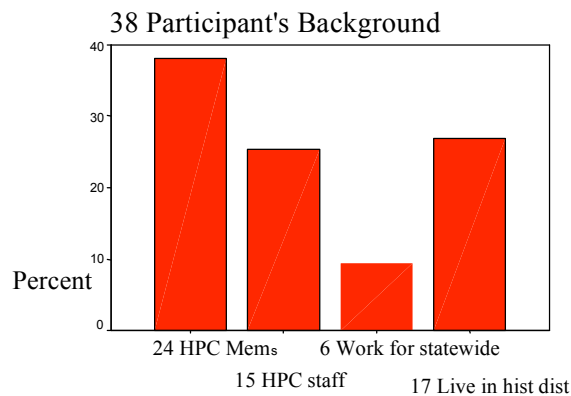


Figure 1: Demographics

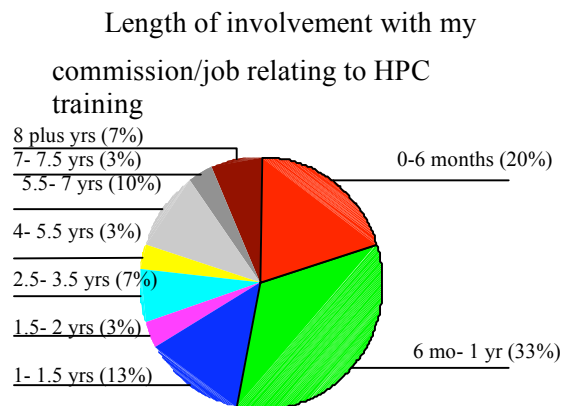


Figure 2: Length of Involvement

How many GAPC trainings have you attended?

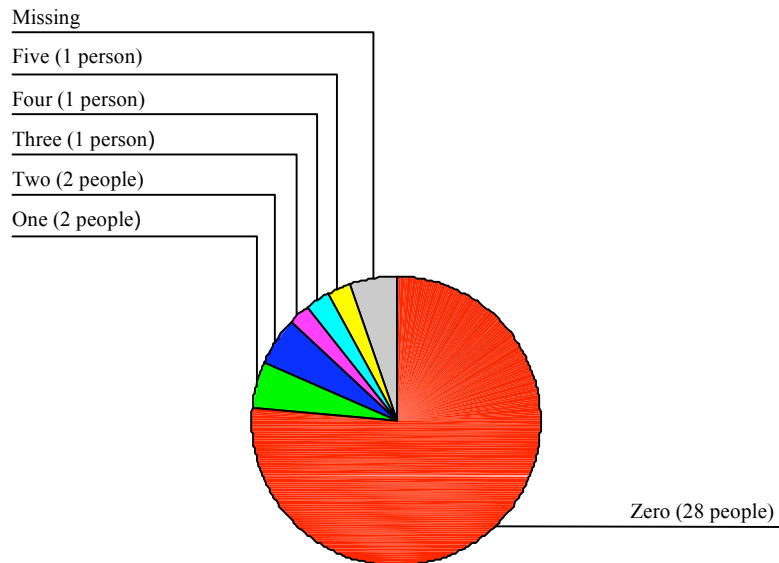


Figure 3: Training Attendance History

Evaluation Results: Pretest and Posttest Analyzed

**Mean scores were derived by averaging the responses in each category on a 5-point scale. Increases were derived by comparing the mean scores from each day.*

Participants were asked how well they understood their roles as preservation commissioners. The most significant changes were found in the ‘moderately’ and ‘well’ categories. On the pretest, 17 individuals, the largest percentage (48.6%) of respondents reported they understood their role ‘moderately.’ This changed to 11 individuals, or 31.4% on the posttest. The number of respondents who indicated they understood ‘well’ on the pretest (6 people, 17.1%) increased (18 people 51.4%) on the posttest. An increase of 0.66 was seen when comparing means from the pretest (3.11) and posttest (3.77) (Table 1).

Table 1: Question 1

How well do you understand your role as a preservation commissioner?

Total: 35				Total: 35	All	
	Pretest	Valid Percent			Posttest	Valid Percent
None	2	5.7		None	0	0
Some	6	17.1		Some	1	2.9
Moderately	17	48.6		Moderately	11	31.4
Well	6	17.1		Well	18	51.4
Very Well	4	11.4		Very Well	5	14.3
Mean	3.11				3.77	

Participants were then asked how well they understood their responsibilities as a preservation commissioner. One the pretest, 6 individuals, or 17.1%, reported ‘some.’ Those who reported ‘some’ decreased to 1 individual, or 2.9%, on the posttest. On the pretest, 6 individuals, or 17.1%, reported ‘well’ and on the posttest, this increased to 16 individuals, or 45.7%, who reported ‘well.’ An increase of 0.60 was seen when comparing means from the pretest (3.23) and posttest (3.83) (Table 2).

Table 2: Question 2

How well do you understand your responsibilities as a preservation commissioner?

Total: 35				Total: 35	All	
	Pretest	Valid Percent			Posttest	Valid Percent
None	2	5.7		None	0	0
Some	6	17.1		Some	1	2.9
Moderately	15	42.9		Moderately	11	31.4
Well	6	17.1		Well	16	45.7
Very Well	6	17.1		Very Well	7	20
Mean	3.23				3.83	

The third question asked participants how well they understood the laws that pertain to them as preservation commissioners. Those who responded ‘none’ and ‘some’ on the pretest decreased from 21 to 8 on the posttest. Participants who responded ‘well’ on the pretest, 5 people, or 13.9%, doubled on the posttest to 10 people, or 28.6%. An

increase of 0.87 was seen when comparing means from the pretest (2.42) and posttest (3.29) (Table 3).

Table 3: Question 3

How well do you understand the laws that pertain to you as a pres. commissioner?

Total: 36				Total: 35	All	
	Pretest	Valid Percent			Posttest	Valid Percent
None	7	19.4		None	0	0
Some	14	38.9		Some	8	22.9
Moderately	9	25		Moderately	13	37.1
Well	5	13.9		Well	10	28.6
Very Well	1	2.8		Very Well	4	11.4
Mean	2.42				3.29	

Question number 4 asked participants how well they understand the way in which historic preservation commissions interface with other planning functions of local government. Those who responded ‘none’ and ‘some’ on the pretest decreased from a combined 11 individuals, or 29% on the pretest, to zero on the posttest. Participants who responded ‘very well’ on the pretest, 2 people or 5.3%, increased to 9 people, or 23.7%, on the posttest. An increase of 0.79 was seen when comparing means from the pretest (3.08) and the posttest (3.87) (Table 4).

Table 4: Question 4

How well do you understand how historic preservation commissions interface with other planning functions of local government?

Total: 38				Total: 38	All	
	Pretest	Valid Percent			Posttest	Valid Percent
None	2	5.3		None	0	0
Some	9	23.7		Some	0	0
Moderately	13	34.2		Moderately	14	36.8
Well	12	31.6		Well	15	39.5
Very Well	2	5.3		Very Well	9	23.7
Mean	3.08				3.87	

Participants were asked how well they feel they convey their preservation knowledge within their communities. The number of participants who responded ‘very well’ increased from 2, or 5.3%, on the pretest to 4, or 10.5%, on the posttest. Slight decreases were seen in the ‘none’ (3 individuals on the pretest, 2 individuals on posttest) and ‘some’ (8 individuals on pretest, 5 individuals on posttest) categories. An increase of 0.24 was found in comparing means from the pretest (3.08) and posttest (3.32) (Table 5).

Table 5: Question 5

How well do you feel you convey your preservation knowledge within your community?

Total: 38				Total: 38	All	
	Pretest	Valid Percent			Posttest	Valid Percent
None	3	7.9		None	2	5.3
Some	8	21.1		Some	5	13.2
Moderately	12	31.6		Moderately	14	36.8
Well	13	34.2		Well	13	34.2
Very Well	2	5.3		Very Well	4	10.5
Mean	3.08				3.32	

Last, participants were asked how well they felt capable of making legally defensible decisions. The most significant changes were found in the ‘none’ and ‘some’ categories, and the ‘well’ categories. Those who responded ‘none’ and ‘some’ on the pretest dropped from 18.6%, or 48.6%, to 5 individuals, or 13.9%, who responded ‘some’ on the posttest. On the posttest, the category ‘none’ received zero responses. On the posttest, the category ‘none’ received zero responses. Participants who responded ‘well’ on the pretest, 9 individuals, or 24.3%, doubled on the posttest to 18 individuals, or 50%. An increase of 0.72 was seen when comparing means from the pretest (2.81) and posttest (3.53) (Table 6).

Table 6: Question 6

How well do you feel capable of making legally defensible decisions as a preservation commissioner?

Total: 37				Total: 36	All	
	Pretest	Valid Percent			Posttest	Valid Percent
None	4	10.8		None	0	0
Some	14	37.8		Some	5	13.9
Moderately	7	18.9		Moderately	10	27.8
Well	9	24.3		Well	18	50
Very Well	3	8.1		Very Well	3	8.3
Mean	2.81				3.53	

In an attempt to quantify the 38 participant's overall understanding, the average pretest score was compared to the average posttest score for questions 1-6. An increase of 0.64 was found by calculating the difference between the participant's average pretest score (2.93) and average posttest score (3.57).

Program Evaluation Discussion and Implications

The majority of participants were HPC members (63%) and almost half were commission/planning staff (41%). Almost 25% of participants had been to one or more Georgia HPC trainings in the past. This means that the training is not only being attended by very new HPC members, but by more seasoned individuals, as well. In this same vein, almost 25% of participants had been involved in preservation for four to eight years. Almost seventy percent had been involved with their HPC for two years or less.

Participant's mean scores increased from the pretest to the posttest in every test question. The area of greatest perceived knowledge increase was in the area of law. Law is the most technical aspect of this training course, and the subject in which commissions appear to be the least confident. The two-hour long law lecture and visual presentation,

combined with a Power Point presentation and handout materials, likely made commissioners feel much more confident about their legal decision-making abilities.

Following the area of law, commissioners reported the greatest increase in understanding how HPCs interface with other planning functions of local government Question #4. The third largest reported increase was again in law, Question #6, how well do you feel capable of making legally defensible decisions. The question eliciting the least amount of improvement was Question #5, “How well do you feel you convey your preservation knowledge within your community?” Scores may have been lower because participants had not yet been able to ‘practice’ what they heard during the training.

A majority of the ‘none’ and ‘some’ responses on the pretest changed to understanding ‘moderately’ on the posttest. This indicates commissioners perceived they went from having little or no understanding of a topic to having a more thorough understanding by the second day of the training. When asked to compare their understanding and knowledge prior to the training and post training, the majority of participants responded that this increased “well.” After this response, on average, participants reported that their understanding increased “moderately” in all areas. Based on this data, it appears participants feel they learning from the GAPC training.

Questions #7-12 (APPENDIX F) were retrospective questions, and corroborate the pretest and posttest findings, in that the average scores are very close to the posttest responses. Each average for Questions #7 - #12 was compared to the corresponding posttest mean. Averages were within 0.06 to 0.6 of one another. The greatest disparity, 0.6 was seen in Question #5, which has already been identified as being difficult to ascertain until commissioners return to their communities.

CHAPTER 9

CONCLUSIONS

This thesis explored numerous aspects of the HPC training program. Questions had been posed relating to whether this training is comparable to those available to similar boards and other commissioner training programs, if the training format successfully adheres to adult learning principles, and if participants feel they learn at the HPC training. The following section will attempt to answer these three original questions.

Comparison to Municipal Board Trainings

Georgia's HPC training program shares many characteristics with training programs offered to similar boards as well as other state's HPC training programs, as referred to in Chapter 3. Similarities include the typical length of trainings, that trainings are taught by "experts" in the field, and all provide written materials participants take home. When compared to trainings such as the ICMA and IECD's, Georgia's HPC training is somewhat limited. These organizations offer training opportunities for all levels of participants, some of which are much more specific and enable participants to advance to higher levels.

When compared to the HPC trainings in the states of Maine and New Jersey, Georgia's program is much more structured, organized and well attended. While other states frequently rely on the NAPCs "CAMP" or the state SHPO to train commissioners, the Georgia training instead relies on state experts to conduct programming. Georgia's

HPC training program has never used CAMP as a training source. In addition, many HPC training programs and organizations lack an online presence, which makes it difficult to learn about potential training opportunities. The GAPC has an up-to-date website commissioners can visit, and an archive of all recent training programs, schedules and additional materials.

Adherence to Adult Learning Principles

Knowles's principles of andragogy are reflected in the HPC training program. Participants attend the training because they decided either autonomously or as a group that they need to know more about preservation in order to perform their role properly (Principle 1 and 4). Participants are regarded as "experts" during the trainings. That is, their knowledge, and especially first-hand experience in their community, is given the highest regard. During the training, it may become apparent that the participant's current decision making patterns need alteration. Their beliefs about preservation may be challenged, too (Principle 2). This is likely a positive change, in that incorrect assumptions can be corrected, and accurate information can be disseminated. Most often, participants are excited to attend the training, have their questions answered and later improve their performance in their community (Principle 3 and 5).

The extent to which the HPC program incorporates adult learning principles may be compared to Knowles' process design and Piskurich's "Rapid Instructional Design." The HPC training deviates somewhat from Knowles' suggestions for program design. The physical environment of the commissioner training is not one Knowles would call "conducive to learning" (Element 1). Physical training spaces are determined by each community where the training is held. Over the past three years, trainings have almost

always been conducted with a lectern in the front of the room, which Knowles discouraged. However, the psychological climate is positive. Commissioners are made to feel comfortable by the trainers. Jokes are made, casual icebreakers are conducted, and laughter can often be heard.

Knowles also discussed the importance of involving learners in planning (Element 2), as individuals often feel committed to decisions in proportion to the extent to which they have participated in making them (17). The HPC training is based on three surveys of members, a research project (City of Dalton) and the Berkeley curriculum. Preservationists were involved in shaping the training's organization and structure years ago, but current day participants are not involved in this process at all. In fact, many participants arrive at the training completely unsure of what to expect.

Before participants arrive for training, Knowles suggests they diagnose their own needs for learning (Element 3). At this point, the HPC training organizers are not engaged in this type of diagnosis process. The creation of learning objectives is another important component of Knowles' process design (Elements 4 and 5). He believed that the creation of objectives and a learning plan would help participants structure their own learning. Such a plan includes a participant's learning needs, objectives, goals, strategies for accomplishing goals, and evidence that will indicate goals have been achieved (18). At this time, there is no learning plan, and training objectives are not included in the program.

“Rapid Instructional Design” is a method of planning and designing a successful training program. Developed by George M. Piskurich, an expert on instructional technology, this method outlines important steps that can be taken when designing a

training program (Piskurich, 3). First, a needs assessment should be conducted, which will determine the group's training needs, and lead to a needs analysis report. The initial steering committee for the Dalton training conducted this type of assessment, as did a larger group in 1996. However, one has not been conducted in recent years.

Piskurich recommends using focus groups, interviews, surveys, and document collection in order to collect data on what needs to be taught during the trainings (45). Again, this was done in the 1980's and 1990's, but has not been repeated in recent years. A next, or concurrent step, is to analyze the trainees themselves (62). Piskurich explains that the more one can find out about the audience, the more likely it will be that the training meets their needs (62). Specific training needs are not discussed during the Georgia HPC trainings. Commissioners are essentially treated as though they have the same learning and training needs, and this may not be the case.

Course length and format are also important. Programs should be broken into modules with time in between for the trainees to practice or to digest the information. Also, Piskurich suggests conducting all of the training in one sitting, if possible, and that courses should be no longer than 3 hours (103).

HPC volunteers do not receive a monetary reward, and thus, they must be rewarded in other ways. Training is a proven method to increase volunteer retention. Every effort should be made to ensure HPC members have access to enriching and enjoyable training opportunities. This is all the more important when one considers the repercussions of unhappy members on the commission. An unhappy, untrained, HPC member could leave their position before their term is over, and thus create a cycle of frequent turnover that could be perpetuated. They may take a role of very limited

involvement, or even worse, jeopardize their city by making incorrect decisions that are challenged in court.

Extrapolation from Evaluation

In this instance, the client satisfaction survey provided an opportunity for consumer feedback in an organized and systematic manner. This evaluation provided tangible data that participant reactions are favorable, and that HPC members believe they are learning. Participant motivation and interest are linked with the amount learned. Therefore, if participants react positively to the program, they are more likely to pay attention, as well as learn the principles, facts and techniques that are discussed (D. L. Kirkpatrick, 82).

Customer satisfaction is part of the success of training programs (41). Ratings from customer satisfaction surveys often come back relatively high, as they did in this instance, and this reassures clients, staff, and management there are no hidden or obscure problems lurking just below the surface. If participants had given ratings below 75 percent satisfaction, this would have indicated a need for further investigation to probe for the source of dissatisfaction (Royse, 210). Thus, the HPC training should feel confident participants are content.

CHAPTER 10

RECOMMENDATIONS

Comparison to Municipal Board Trainings

HPC members are required to rotate off of the commission every three years in Georgia (§44-10-24) (Georgia Historic Preservation Act of 1980). Therefore, there are always new commissioners who need training in “the basics,” and the HPC training is conducted primarily to address this need. However, individuals join HPCs with varying levels of experience and knowledge. Those with more experience may desire advanced training opportunities during their tenure on the HPC. In addition, commission staff may wish to enhance their skill set and learn about the more minute details of preservation. Staff to HPCs with CLG status must attend training at least once per year. The HPC training might be valuable to a beginner commissioner who will rotate off the commission after a few years, but to a staff member who has been doing their job for five years, the HPC training would likely be repetitive.

More advanced training opportunities for Georgia’s commissions have never developed due limited commission budgets and budget constraints at the Historic Preservation Division funding (Cassity "Personal Interview"). In an effort to benefit more experienced commissioners and staff members, new partnerships with professional organizations like the American Institute of Architects (AIA) and universities could be explored. In pursuing these types of partnerships, more advanced trainings would be

available, and the resources for the already successful HPC training program would not be compromised.

HPC training attendance has been steadily rising over the last five years. In 2003, 48 individuals attended the fall training (Lewis Certified Local Government Program Sfy 2003 Annual Report). In the fall of 2004 this number increased to 85 (Lewis Certified Local Government Program Sfy 2005 Annual Report), and continued to rise to 110 in the fall of 2005 (Lewis Certified Local Government Program Sfy 2006 Annual Report). In the spring of 2007, 125 individuals attempted to register for the HPC training. More than 25 were turned away because the training venue could not accommodate this many individuals. It is unlikely that attendance of the HPC training would be negatively impacted by an additional, more advanced training opportunity.

Adherence to Adult Learning Principles

Implementing aspects of Knowles' and Piskurich's learning principles and designs is a feasible task. This implementation would, however, require time on the part of the HPC training organizers to devise new methods of program design.

There are numerous areas the HPC organizers could choose to address. For example, Knowles suggested participants "diagnose" their needs for learning. Self-evaluations could be sent to participants prior to training, which would ask questions about specific interests, questions and gaps in knowledge. Feedback would help frame learning needs during the training, and spur questions once the training had begun. Ascertaining learning needs would also provide trainers with a more thorough understanding of the specific goals of the training group. The NAPC undergoes this

process prior to each CAMP program, and the Georgia HPC training program could incorporate “best practices” from the NAPCs experiences.

The training could be adapted somewhat in order to incorporate additional effective methods of adult learning. The HPC training already incorporates many diverse methods of teaching, by using visuals, anecdotes, stories and illustrations where appropriate, and also including presentations of best practices from experts (D. L. K. a. J. D. Kirkpatrick, 60).

In addition to these methods, the trainers could consider conducting pre-class discussions in order to develop clear participant expectations, as well as conducting post-class discussions pertaining to on-the-job implementation. These discussions would help participants “frame” their learning and hopefully help participants develop a thorough understanding of the training’s objectives (60).

Training objectives do exist, but few people know what they are. Ideally, objectives should inform participants of the information they will be covering and what they should know upon the training’s completion (Piskurich, 85). As it stands now, many participants come to the trainings unsure of what to expect. Objectives could be discussed prior to the beginning of training and incorporated into individual sessions. Adhering to objectives could benefit trainers as well as participants. If objectives are understood and made clear, they can help ensure that all of the pertinent content is included, that duplication in materials is avoided, and that unneeded content is kept at bay (85).

The HPC organizers might also consider altering the session formats somewhat, and incorporating demonstrations of new behaviors learned during the training and

relevant role-playing exercises (D. L. K. a. J. D. Kirkpatrick, 61). These methods have been used during past HPC trainings, but not on a regular basis. Encouraging audience participation and integrating mock real-world scenarios would involve participants in yet another manner.

Extrapolation from Evaluation

The first step in the evaluation process is complete for the HPC training: reactions of participants have been measured and customers are satisfied. Two options for further evaluation are recommended now that customer satisfaction has been substantiated. The first option is to conduct a learning evaluation of the HPC training, based on the evaluation principles set forth by Donald L. Kirkpatrick. Another option is for the HPC trainers to engage in the “Success Case Method” evaluation process, another method of ascertaining the effectiveness of training programs.

Donald Kirkpatrick is an expert on training and development and program evaluation. His “Four Levels” of evaluation is one of the most well-respected and implemented methods of program evaluation. These “Four Levels” represent a sequence of ways to evaluate programs, with each level impacting the next, more difficult level of evaluation (D. L. Kirkpatrick, 21). Level 1 evaluation is “Reaction,” and measures customer satisfaction. Level 2 is “Learning,” which measures participants’ change in attitudes as well as increase in knowledge and skill. Level 3, “Behavior,” relays the extent to which behaviors have changed as a result of training. Level 4 is “Results,” the final impact that occurred because of training (24).

The HPC training survey was a Level 1 evaluation; it measured the reactions of training participants. In moving forward to the next level, “Learning,” Kirkpatrick would

suggest determining what knowledge was learned, what skills were developed or improved, and what attitudes were changed (42). Kirkpatrick writes that, “It is important to measure learning because no change in behavior can be expected unless one or more of these learning objectives have been accomplished” (42).

A pretest and posttest model is ideal when measuring an increase in knowledge including concepts, principles and techniques that participants may already know (51). Kirkpatrick stipulates that a control group should be employed to compare to the experimental group receiving the training, trainers should create a paper-and-pencil test to assess increased learning (APPENDIX G), and statistical programs should be employed to analyze the results (83).

This evaluation of learning is important for two reasons. First, it measures the effectiveness of the instructor in increasing knowledge and/or changing attitudes ... If little or no learning has taken place, little or no change in behavior can be expected. Just as important is the specific information that evaluation of learning provides. By analyzing the change in answers to individual items, the instructor can see where he or she has succeeded and where he or she has failed. If the program is going to be repeated, the instructor can plan other techniques and/or aids to increase the chances learning will take place. Moreover, if follow-up sessions can be held with the same group, these things that have not been learned can become the objectives for these sessions (46).

One disadvantage of the pretest model must be pointed out: some individuals do not like tests and become very nervous in testing situations. This can alter the test results and reduce the trainee’s motivation during the training (Piskurich, 122). This effect may be mitigated against by incorporating the tests into the lesson plan and ensuring the test reflects the purpose of the particular session (122).

Another option to explore is the “Success Case Method” (SCM), an evaluative process created by Robert Brinkerhoff, another expert on program evaluation. Brinkerhoff writes, “Experimental methods with randomized, double-blind treatment and

control groups are considered the ‘gold standard’ when it comes to determining the effects of interventions and making causal claims. But these are far too impractical and costly for use in the typical organizational setting” (Brinkerhoff, 7). The HPC organizers may not have the time or technical background to carry out a complex study. The SCM method is scientifically and statistically sound and may be more easily understood by real-world practitioners and organizations (xii).

The SCM model can be completed in five steps. The first is to clarify the study’s goals and what the organizers hope to achieve. At this point, the GAPC’s board would have to ascertain specific key goals and objectives in going forward with another study. Step two requires the creation of an impact model, which will delineate specific on-the-job applications each individual might make as a result of the training. The board would be responsible for deciding what newly-learned skills commissioners could be expected to exhibit.

Step three is to design and conduct a survey, which would enable the identification of the most and least successful users of the training, as evidenced by how much they report they have used the training information in their lives since its ending. This survey data would indicate which participants should be contacted and interviewed in order to analyze and verify the types of success they have derived from the training. Step four, conducting the interviews, would reveal the success, lack of success and factors which may have influenced the participant’s responses. Last, conclusions and recommendations would be compiled (30).

This type of model can indicate the impact achieved by the training, if success is widespread, if the training works better on certain types of participants than others (those

with differing roles), if certain topics of the training were applied more successfully than others, and if there is unrealized impact of the training (135). If this model were used, the HPC training's "success stories" would be showcased, and organizers would also understand how the training's content is being implemented within communities. This could be very useful from an advertising and public relations perspective. Also, if there are problems, gaps in knowledge or implementation blocks, these can be addressed. This type of method would require an investment of time on the part of the HPC training organizers, but the end result would be exceedingly thorough and beneficial.

In 1987, seven years after the CLG program and the Georgia Historic Preservation Act were enacted, before nationwide or local training programs had been developed, and just as the model HPC training program was implemented in Dalton, Georgia, Robert Stipe, a leader in the preservation world, wrote:

A critical problem much discussed since 1966 and for which no real solutions are yet in sight is the training of volunteers. One special need that has grown in importance to the critical stage is for the training of local leadership. There is little instruction available to tell the leadership of a local society how to manage a business meeting, raise money, speak in public, maintain corporate records and accounts, work with the press and the Internal Revenue Service, effectively pressure politicians, and motivate and supervise volunteers. For a movement so heavily dependent on volunteers, the failure to provide leadership and administrative training can only be described as tragic.

The special educational needs of preservation commission members, especially in matters related to legal procedure and design decision-making, have been discussed for many years, but nothing more sporadic, ad hoc efforts have been made to fill this need. The Park Service, the Advisory Council and many state historic preservation offices have attempted to meet some of these requirements as best they can with limited resources, but the national organizations with responsibilities in this area have simply not produced with is required. Given the insistence of courts for ever-higher standards of performance in procedural matters related to design review, there remains a vast gap between what is needed and what is being done ... If indeed there is a crisis of confidence in the delivery systems of some of the national organizations, it arises largely from failures in the area of public education (Stipe, 286).

The training of volunteers has come a long way since the National Historic Preservation Act was passed in 1966, and even since Stipe wrote of this particular concern in 1987. In the last twenty years, the training of preservation volunteers, and specifically preservation commissioners, has received very serious attention and become an important topic on the local, state and federal levels. The HPC training program in Georgia has metamorphosed from an uncoordinated effort into a well-attended, respected and successful state model for commissioner training programs.

In many ways, the “solution” Stipe speaks of has been found: a grassroots effort spread into a nationwide template for educating the nation’s commissioners, and ensured they would have the tools to make informed, legally defensible decisions.

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APPENDIX A

A MODEL CURRICULUM FOR

HISTORIC PRESERVATION COMMISSION TRAINING

A Model Curriculum for Historic Preservation Commission Training

by Lisa Vogel

In August 1996, the NAPC (with help from the National Park Service, National Conference of State Historic Preservation Officers, and the California Office of Historic Preservation) held the second Certified Local Government Coordinators' Forum in Berkeley, California (see related article). The Forum brought together CLG Coordinators, other state office personnel who assist local preservation, and local preservation commissioners and staff from 33 states.

This group of 64 participants discussed a wide range of issues related to local preservation; paramount among these was the job of training local commissioners. A recurring plea from state CLG coordinators is the call for an accepted framework they can follow in developing training programs. To that end, the Forum participants created a Model Curriculum for Historic Preservation Commission Training.

Creation of the Model Curriculum began with a lecture by Jane Henry, president of the Center for Corporate Resources, on the principles of adult education. Jane discussed the different types of learners and led the group in "Focus on the Customer," an exercise designed to show them how to conduct a focus group. The goal of the exercise was to get a local perspective on the needs of preservation commissions and to show CLG coordinators how to gather the same information from their commissions.

Additional information on the needs of local commissions came from a presentation titled "Snapshot of Commission

Training." Pratt Cassity and Laura Straehla of the NAPC presented the results of their training survey, which discussed the state of commission training in each state (see related article). Barbara Anderson presented the early results of her survey, Introductory Preservation Education of Local Public Officials, which she is conducting as a consultant to the National Center for Preservation Technology and Training.

Equipped with their knowledge of the needs of local commissions and the types and amounts of training local commissions are receiving, the Forum participants divided into groups to design a model curriculum. From a long list of training needs, the participants distilled six training topic priorities: Preservation 101; Procedural Issues; Legal Issues; Design Review; Public Education; and Fast Start-Up. Each group then took one training topic and developed an outline for it—for each topic, the group listed subtopics and a learning objective for each subtopic. Thus, the Forum participants crafted the following Model Curriculum for Historic Preservation Commission Training.

Component 1: Preservation 101

This component is meant to provide the base upon which commissions will build their knowledge and skills. It covers an introduction to historic preservation, the resources, and the tools for protecting them.

1. The Big Picture—Overview of Historic Preservation

Objective: Familiarity with the history and philosophy of historic preservation

2. The Local Picture

Objective: Know your local jurisdiction, know where your commission's authority lies

3. Mechanics

Objective: Know how a commission operates (meetings, procedures, guidelines, etc.)

4. Key Programs

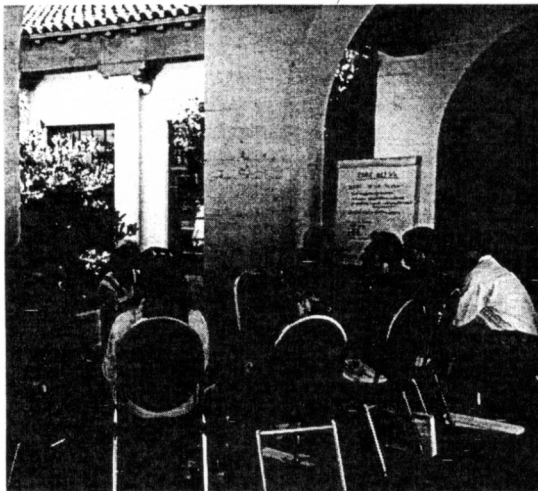
Objective: Know the incentives and programs that assist historic preservation: tax credits, survey, registers, Section 106, etc.

5. Know the Network

Objective: Know who is involved in historic preservation at the local, state, and federal levels and how they interrelate

6. Know the Resources

Objective: Know how to identify, evaluate, and register historic properties



Participants in the CLG Coordinators' Forum broke into focus groups to discuss the Model Curriculum.

Component 2: Procedural Issues

This component goes to the second level of introductory information by covering the mechanics of serving on a commission, running commission meetings, and administering a local historic preservation program.

1. Conduct & Ethics
Objective: Know how to behave ethically
2. Due Process
Objective: Know how to assure public notice, hearings, and participation and keep defensible records
3. Running a Meeting
Objective: Know *Roberts Rules of Order* and know the importance of maintaining a schedule
4. Enforcement
Objective: Know how to assure protection of resources
5. Follow-up/maintenance
Objective: Know how to follow through on the work of your commission

Component 3: Legal Issues

This component delves into many of the legal questions, concerns, and issues that commissioners have.

1. Local, State and Federal Authority
Objective: Familiarity with case law and enabling legislation concerning historic preservation
2. Specifics of Local Ordinance
Objective: Familiarity with your ordinance; review of your ordinance; understanding policy vs. ordinance powers
3. Avoiding and Surviving Legal Challenges
Objective: Know the extent of your commission's legal authority
4. Substantive Due Process
Objective: Familiarity with processes such as negotiation, conflict resolution, and appeals
5. Related Issues
Objective: Know the other local codes and ordinances related to your preservation ordinance

Component 4: Design Review

This component discusses the special issues associated with design, or architectural, review. It explains the basis for design review and the mechanics of operating a design review program.

1. Why Have Design Review?
Objective: General familiarity with design review, how it functions, and how it relates to other planning
2. What are Design Guidelines?
Objective: Know what is possible with guidelines
3. Design Review Roles
Objective: Know who carries out and assists design review: commission, staff, elected officials, other agencies
4. Applying Design Guidelines
Objective: Familiarity with technical aspects and procedures, goals of design guidelines, and different applications such as conservation districts

Component 5: Public Education

This component explains the importance of communicating a commission's work and purpose to the public. It discusses how to carry out public information efforts to garner support for the commission.

1. Spokesmanship/Ambassadorship
Objective: Know how to sound good and be knowledgeable, consistent, and accurate
2. Information/Access
Objective: Know where to go for information
3. Advocacy/Political System
Objective: Know your political resources and how to navigate them
4. Relations with Other Agencies
Objective: Familiarity with the network of other agencies and comfort in building partnerships
5. Academics
Objective: Ability to communicate knowledge and appreciation of cultural resources

Component 6: Fast Start Up

This component is intended to provide a very quick education for local commissioners, hitting the most important items in a concise manner, with the goal of orienting commissioners to their role quickly.

1. Ordinance Familiarization
Objective: Know your preservation ordinance and how to apply it
2. Procedures & Rules of Order
Objective: Familiarity with meetings process and other procedural issues
3. Criteria, Standards, and Guidelines
Objective: Know the criteria, standards, and guidelines established for your commission
4. Identify Critical Issues
Objective: Know the issues, options, and when and how to act
5. Players & Resources
Objective: Familiarity with the preservation network and how to access it
6. Maintaining the System
Objective: Know how to set up and administer an on-going identification, evaluation, and registration process
7. Managing Your Inventory
Objective: Know how to organize your records for greatest protection and easiest access and how to use them for technical assistance, Section 106 review, heritage tourism and education, etc.

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APPENDIX B
GEORGIA HISTORIC PRESERVATION ACT

THE GEORGIA HISTORIC PRESERVATION ACT

Georgia Historic Preservation Act

44-10-1 Chapter 10: Historic Preservation44-10-1

Article 1: Facade and Conservation Easements

Section:

- 44-10-1. Short Title
- 44-10-2. Definitions
- 44-10-3. Legislative purpose and intent
- 44-10-4. Acquisition by governmental bodies, etc.; nature and duration of easements
- 44-10-5. Form of instrument conveying easements; recording; assessment to reflect encumbrance; appeal

Article 2: Ordinances Providing for Historical Preservation

Section

- 44-10-20. Short title
- 44-10-21. Legislative purpose; intent
- 44-10-22. Definitions
- 44-10-23. Exemptions
- 44-10-24.1. Historic Preservation commission - Establishment or designation; number, eligibility, and terms of members
- 44-10-25. Same - Powers and duties
- 44-10-26. Designation by ordinance of historic properties or districts; required provisions; investigation and report; submittal to Department of Natural Resources; notice and hearing; notification of owners
- 44-10-27. Certificate of Appropriateness – when required; local or state actions
- 44-10-28. Same – Review of applications; procedure; approval; modification or rejection; negotiations for acquisitions; variances; appeals
- 44-10-29. Certain changes or uses not prohibited
- 44-10-30. Court action or proceedings to prevent improper changes or illegal acts or conduct
- 44-10-31. Violations of this article; penalties

ARTICLE 2 ORDINANCES PROVIDING FOR HISTORICAL PRESERVATION

44-10-20. Short Title

This article shall be known and may be cited as the “Georgia Historic Preservation Act.” (Ga. L. 1980, p. 1723, section 1.) 44-10-21. Legislative purpose; intent.

The General Assembly finds that the historical, cultural, and aesthetic heritage of this state is among its most valued and important assets and that the preservation of this heritage is essential to the promotion of the health, prosperity, and general welfare of the people. Therefore, in order to stimulate the revitalization of central business districts in this state's municipalities, to protect and enhance this state's historical and aesthetic attractions to tourists and visitors and thereby promote and stimulate business in this state's cities and counties, to encourage the acquisition by cities and counties of facade and conservation easements pursuant to Code Sections 44-10-1 through 44-10-5, and to enhance the opportunities for federal tax relief of this state's property owners under the relevant provisions of the Tax Reform Act of 1976 allowing tax deductions for rehabilitation of certified historic structures, the General Assembly establishes a uniform procedure for use by each county and municipality in the state in enacting ordinances providing for the protection, enhancement, perpetuation, and use of places, districts, sites, buildings, structures, and works of art having a special historical, cultural, or aesthetic interest or value. (Ga. L. 1980, p. 1723, section 2.)

U.S. Code - The federal Tax Reform Act of 1976 referred to in this section is codified as 26 U.S.C.A. paragraph 191.

44-10-22. Definitions

As used in this article, the term:

(1) "Certificate of Appropriateness" means a document approving a proposal to make a material change in the appearance of a designated historic property or of a structure, site, or work of art located within a designated historic district, which document must be obtained from a historic preservation commission before such material change may be undertaken.

(2) "Commission" means a historic preservation commission created or established pursuant to Code Section 44-10-24.

(3) "Designation" means a decision by the local governing body of a municipality or county wherein a property or district proposed for preservation is located to designate such property or district as a "historic property" or as a "historic district" and thereafter to prohibit all material changes in appearance of such property or within such district prior to the issuance of a certificate of appropriateness by the historic preservation commission.

(4) "Exterior architectural features" means the architectural style, general design, and general arrangement of the exterior of a building or other structure, including, but not limited to, the kind or texture of the building material, the type and style of all windows, doors, and signs; and other appurtenant architectural fixtures, features, details, or elements relative to the foregoing.

(5) "Historic district" means a geographically definable area, urban or rural, which contains structures, sites, works of art, or a combination thereof which:

(A) Have special character or special historical or aesthetic interest or value;

(B) Represent one or more periods or styles of architecture typical of one or more

eras in the history of the municipality, county, state, or region; and

(C) Cause such area, by reason of such factors, to constitute a visibly perceptible section of the municipality or county.

(6) “Historic preservation jurisdiction,” in the case of a county, means the unincorporated area of the county; and, in the case of a municipality, such term means the area within the corporate limits of the municipality.

(7) “Historic property” means a structure, site or work of art, including the adjacent area necessary for the proper appreciation or use thereof, deemed worthy of preservation by reason of its value to the municipality, county, state, or region for one or more of the following reasons:

(A) It is an outstanding example of a structure representative of its era;

(B) It is one of the few remaining examples of a past architectural style;

(C) It is a place or structure associated with an event or person of historic or cultural significance to the municipality, county, state or region; or

(D) It is a site of natural or aesthetic interest that is continuing to contribute to the cultural or historical development and heritage of the municipality, county, state, or region.

(8) “Local governing body” means the elected governing body or governing authority of any municipality or county of this state.

(9) “Material change in appearance” means a change that will affect only the exterior architectural features of a historic property or of any structure, site, or work of art within a historic district and may include any one or more of the following:

(A) A reconstruction or alteration of the size, shape, or facade of a historic property, including relocation of any doors or windows or removal or alteration of any architectural features, details, or elements;

(B) Demolition of a historic property;

(C) Commencement of excavation;

(D) A change in the location of advertising visible from the public right of way on any historic property; or

(E) The erection, alteration, restoration, or removal of any building or other structures within a designated historic district, including walls, fences, steps and pavements, or other appurtenant features, except exterior paint alterations.

(10) “Person” includes any natural person, corporation, or unincorporated association. (Ga. L. 1980, p. 1723, section 3.)

44-10-23. Exemptions.

Cities or counties which have adopted ordinances relative to planning and zoning for historic purposes as of March 31, 1980, under authority granted by a local constitutional amendment or by any other means, including cities or counties which have subsequently replaced or amended in whole or in part such ordinances, shall not be required to comply with this article and are authorized to create and regulate historic districts, zones, or sites pursuant to their existing local historic preservation. (Ga. L. 1980, p. 1723, section 12).

44-10-24. Historic preservation commission - Establishment or designation; number, eligibility, and terms of members.

(a) The local governing body of a municipality or county electing to enact an ordinance to provide for the protection, enhancement, perpetuation, or use of historic properties or historic districts shall establish or designate a historic preservation

commission. Such local governing body shall determine the number of members of the commission, which shall be at

least three, and the length of their terms, which shall be no greater than three calendar years. A majority of the members of any such commission shall have demonstrated special interest, experience, or education in history or architecture; all the members shall reside within the historic preservation jurisdiction of their respective municipality or county except as otherwise provided by subsection (b) of this Code section; and all shall serve without compensation. In establishing such a commission and making appointments to it, a local governing body may seek the advice of any state or local historical agency, society, or organization.

(b) The local governing body of a county and the local governing body or bodies of one or more municipalities lying wholly or partially within such county may establish or designate a joint historic preservation commission. If a joint commission is established, the local governing bodies of the county and the municipality or municipalities involved shall determine the residence requirements for members of the joint commission. (Ga. L. 1980, p. 1723, section 4.)

44-10-25. Same - Powers and duties.

Any municipal, county, or joint historic preservation commission appointed or designated pursuant to Code Section 44-10-24 shall be authorized to:

(1) Prepare an inventory of all property within its respective historic preservation jurisdiction having the potential for designation as historic property;

(2) Recommend to the municipal or county local governing body specific places, districts, sites, buildings, structures, or works of art to be designated by ordinance as historic properties or historic districts;

(3) Review applications for certificates of appropriateness and grant or deny the same in accordance with Code Section 44-10-28;

(4) Recommend to the municipal or county local governing body that the designation of any place, district, site, building, structure, or work of art as a historic property be revoked or removed;

(5) Restore or preserve any historic properties acquired by the municipality or county;

(6) Promote the acquisition by the city or county governing authority of facade easements and conservation easements in accordance with Code Sections 44-10-1 through 44-10-5;

(7) Conduct an educational program on historic properties located within its historic preservation jurisdiction;

(8) Make such investigations and studies of matters relating to historic preservation as the local governing body or the commission itself may from time to time deem necessary or appropriate for the purposes of this article;

(9) Seek out state and federal funds for historic preservation and make recommendations to the local governing body concerning the most appropriate use of any funds acquired;

(10) Consult with historic preservation experts in the Historic Preservation

Division of the Department of Natural Resources or its successor and the Georgia Trust for Historic Preservation, Inc.; and

(11) Submit to the Historic Preservation Division of the Department of Natural Resources or its successor a list of historic properties or historic districts designated as such pursuant to Code Section 44-10-26. (Ga. L. 1980, p. 1723, section 5 .)

44-10-26. Designation by ordinance of historic properties or districts; required provisions; investigation and report; submittal to Department of Natural Resources; notice and hearing; notification of owners.

(a) Ordinances adopted by local governing bodies to designate historic properties or historic districts shall be subject to the following requirements:

(1) Any ordinance designating any property as a historic property or any district as a historic district shall require that the designated property or district be shown on the official zoning map of the county or municipality adopting such ordinance or that, in the absence of an official zoning map, the designated property or district be shown on a map of the county or municipality adopting such ordinance and kept by the county or municipality as a public record to provide notice of such designation in addition to other notice requirements specified by this Code section.

(2) Any ordinance designating any property as a historic property shall describe each property to be designated, shall set forth the name or names of the owner or owners of the property, and shall require that a certificate of appropriateness be obtained from the historic preservation commission prior to any material change in appearance of the designated property; and

(3) Any ordinance designating any district as a historic district shall include a description of the boundaries of the district, shall list each property located therein, shall set forth the name or names of the owner or owners of each property, and shall require that a certificate of appropriateness be obtained from the historic preservation commission prior to any material change in appearance of any structure, site, or work of art located within the designated historic district.

(b) No ordinance designating any property as a historic property and no ordinance designating any district as a historic district nor any amendments thereto may be adopted by the local governing body nor may any property be accepted or acquired as historic property by the local governing body until the following procedural steps have been taken:

(1) The commission shall make or cause to be made an investigation and shall report on the historic, cultural, architectural, or aesthetic significance of each place, district, site, building, structure, or work of art proposed for designation or acquisition. This report shall be submitted to the Historic Preservation Division of the Department of Natural Resources, or its successor, which will be allowed 30 days to prepare written comments concerning the report;

(2) The commission and the local governing body shall hold a public hearing on the proposed ordinance. Notice of the hearing shall be published at least three times in the principal newspaper of general circulation within the municipality or county in which the property or properties to be designated or acquired are located; and written notice of the hearing shall be mailed by the commission to all owners and occupants of such properties. All the notices shall be published or mailed not less than ten nor more than 20

business days prior to the date set for the public hearing; and

(3) Following the public hearing, the local governing body may adopt the ordinance as prepared, adopt the ordinance with any amendments it deems necessary, or reject the proposal.

(c) Within 30 business days immediately following the adoption of the ordinance, the owners and occupants of each designated structure, site, or work of art located within a designated historic district shall be given written notification of such designation by the local governing body, which notice shall apprise said owners and occupants of the necessity for obtaining a certificate of appropriateness prior to undertaking any material change in the appearance of the historic property designated or within the historic district designated. (Ga.

L. 1980, p. 1723, section 6.)

44-10-27. Certificate of Appropriateness - When required; local or state actions.

(a) After the designation by ordinance of a historic property or of a historic district, no material change in the appearance of the historic property or of a structure, site, or work of art within the historic district shall be made or be permitted to be made by the owner or occupant thereof unless and until application for a certificate of appropriateness has been submitted to and approved by the commission. Such application shall be accompanied by such drawings, photographs, or plans as may be required by the commission.

(b) The Department of Transportation and any contractors, including cities and counties, performing work funded by the Department of Transportation are exempt from this article. Local governments are exempt from the requirement of obtaining certificates of appropriateness; provided, however, that local governments shall notify the commission 45 business days prior to beginning any undertaking that would otherwise require a certificate of appropriateness and allow the commission an opportunity to comment. (Ga. L. 1980, p. 1723, section 7.)

44-10-28. Same - Review of application; procedure; approval, modification, or rejection; negotiations for acquisitions; variances; appeals.

(a) Prior to reviewing an application for a certificate of appropriateness, the commission shall take such action as may be reasonably required to inform the owners of any property likely to be affected materially by the application and shall give the applicant and such owners an opportunity to be heard. In cases where the commission deems it necessary, it may hold a public hearing concerning the application.

(b) The commission shall approve the application and issue a certificate of appropriateness if it finds that the proposed material change in appearance would not have a substantial adverse effect on the aesthetic, historical, or architectural significance and value of the historic property or the historic district. In making this determination, the commission shall consider, in addition to any other pertinent factors, the historical and architectural value and significance; architectural style; general design, arrangement, texture, and material of the architectural features involved; and the relationship thereof to the exterior architectural style and pertinent features of other structures in the immediate neighborhood.

(c) In its review of applications for certificates of appropriateness, the commission shall not consider interior arrangement or uses having no effect on exterior architectural features.

(d) The commission shall approve or reject an application for a certificate of appropriateness within 45 business days after the filing thereof by the owner or occupant of a historic property or of a structure, site, or work of art located within a historic district. Evidence of approval shall be by a certificate of appropriateness issued by the commission. Failure of the commission to act within the 45 day period shall constitute approval, and no other evidence of approval shall be needed.

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

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

(g) Where such action is authorized by the local governing body and is reasonably necessary or appropriate for the preservation of a unique historic property, the commission may enter into negotiations with the owner for the acquisition by gift, purchase, exchange, or otherwise of the property or any interest therein.

(h) Where, by reason of unusual circumstances, the strict application of any provision of this article would result in exceptional practical difficulty or undue hardship upon any owner of any specific property, the commission, in passing upon applications, shall have the power to vary or modify strict adherence to the provisions or to interpret the meaning of the provision so as to relieve such difficulty or hardship; provided, however, that such variance, modification, or interpretation shall remain in harmony with the general purpose and intent of the provisions so that the architectural or historical integrity or character of the property shall be conserved and substantial justice done. In granting variations, the commission may impose such reasonable and additional stipulations and conditions as will in its judgment best fulfill the purpose of this article.

(i) The commission shall keep a record of all applications for certificates of appropriateness and of all its proceedings.

(j) Any person adversely affected by any determination made by the commission relative to the issuance or denial of a certificate of appropriateness may appeal such determination to the governing body of the county or municipality in whose historic preservation jurisdiction the property in question is located; and such governing body may approve, modify and approve, or reject the determination made by the commission if the governing body finds that the commission abused its discretion in reaching its decision. The ordinances adopted in conformity with Code Section 44-10-26 shall specify the procedures for the review of decisions of the commission by the governing body of the county or municipality involved. Appeals from decisions of the governing body made pursuant to this article may be taken to the superior court in the manner

provided by law for appeals from a conviction for municipal or county ordinance violations (Ga. L. 1980, p. 1723, section 8.).

44-10-29. Certain changes or uses not prohibited.

Nothing in this article shall be construed to prevent the ordinary maintenance or repair of any exterior architectural feature in or on a historic property, which maintenance or repair does not involve a material change in design, material, or outer appearance thereof, nor to prevent any property owner from making any use of his property not prohibited by other laws, ordinances, or regulations. (Ga. L. 1980, p. 1723, section 9.)

44-10-30 Court action or proceedings to prevent improper changes or illegal acts of conduct.

The municipal or county governing body or the historic preservation commission shall be authorized to institute any appropriate action or proceeding in a court of competent jurisdiction to prevent any material change in the appearance of a designated historic property or historic district, except those changes made in compliance with the provisions of an ordinance adopted in conformity with this article, or to prevent any illegal act or conduct with respect to such historic property or historic district. (Ga. L. 1980, p. 1723, section 11.)

44-10-31. Violation of this article; penalties.

Violation of any ordinance adopted in conformity with this article shall be punished in the same manner as provided by charter or local law for the punishment of violations of other validly enacted municipal or county ordinances. (Ga. L. 1980, p. 1723, section 10.)

APPENDIX C

EVOLUTION OF HISTORIC PRESERVATION

TRAINING PROGRAMS

Evolution of Historic Preservation Training Programs

- 1980** The Georgia Historic Preservation Act was passed
The Certified Local Government program was established
-
- 1983** Grassroots Preservation Conference held at Georgia State
Georgia Alliance of Preservation Commissions (GAPC) was formed
-
- 1984** First annual GAPC meeting held in Macon
Seven CLGs were approved
-
- 1985** Seminars conducted in Atlanta, St. Marys, Valdosta, Ashburn, Augusta,
Milledgeville and Dalton
-
- 1987** City of Dalton received a grant from HPD and pilot training program
curriculum for commissioners was developed
-
- 1998** Training model tested at Dalton Jr. College and Valdosta State University
-
- 1990s** Stephen Morris wrote “Certified Local Governments 1990: A Status Report”
-
- 1991** The National Alliance of Preservation Commissions (NAPC) collaborated
with other preservation agencies to conduct the first USPCIP study
-
- 1992** A need was discovered for a CLG training curriculum and
for CLG coordinators to meet on an annual basis
-

1993 A model training curriculum was developed for states to implement

1994 USPCIP I was published

1996 Development of model curriculum lead to a national conference of preservation commissioners, “Forum”

1998 “Commissioner’s Short Course” and “Leadership Training for Commissioners” were developed
USPCIP II was published

2000-present GAPC trainings conducted twice a year

APPENDIX D
“MAKING DEFENSIBLE DECISIONS”
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APPENDIX E

PRETEST AND POSTTEST GIVEN TO

HPC TRAINING PARTICIPANTS IN APRIL 2007

Directions

Please circle the number that most accurately reflects your opinion.

Day/Month of birth:

Example: 02/19 (Feb. 19th)

**How well do you**Understand your **role** as a preservation commissioner?

none	some	moderately	well	very well
------	------	------------	------	-----------

1 2 3 4 5

Understand your **responsibilities** as a preservation commissioner?

1 2 3 4 5

Understand the **laws** that pertain to you as a preservation commissioner?

1 2 3 4 5

Understand how Historic Preservation Commissions **interface** with other planning functions of local government?

1 2 3 4 5

Feel you convey your **preservation knowledge** within your community?

1 2 3 4 5

Feel capable of **making legally defensible decisions** as a preservation commissioner?

1 2 3 4 5

**Tell us about yourself!**

I am a commission member

YES NO

I am commission/planning staff or city/co. employee

YES NO

I work for a statewide/local non-profit

YES NO

I live in a historic district

YES NO

This is my first time to HPC training

YES NO



I have been involved with my commission/ job related to HPC training for: _____

Months/ years



How many GAPC trainings have you attended? _____

APRIL 27, 2007

Directions

Please circle the number that most accurately reflects your opinion.

► Day/Month of birth:

Example: 02/19 (Feb. 19th)

► How well do you

	none	some	moderately	well	very well
Understand your role as a preservation commissioner?	1	2	3	4	5
Understand your responsibilities as a preservation commissioner?	1	2	3	4	5
Understand the laws that pertain to you as a preservation commissioner?	1	2	3	4	5
Understand how Historic Preservation Commissions interface with other planning functions of local government?	1	2	3	4	5
Feel you convey your preservation knowledge within your community?	1	2	3	4	5
Feel capable of making legally defensible decisions as a preservation commissioner?	1	2	3	4	5

► When compared to what you knew yesterday ...

	Not at all	some	moderately	well	Great degree
How much has your understanding of your role as a commissioner increased as a result of the training?	1	2	3	4	5
How much has your understanding of your responsibilities as a commissioner increased as a result of the training?	1	2	3	4	5
How much has your understanding of the laws pertaining to you as a commissioner increased as a result of the training?	1	2	3	4	5
How much has your understanding of how HPCs interface with other planning functions of gov. increased as a result of the training?	1	2	3	4	5
How comfortable do you feel in using your preservation knowledge in your community , as a result of training?	1	2	3	4	5
How capable do you feel in making legally defensible decisions as a preservation commissioner, as a result of this training?	1	2	3	4	5

APRIL 28, 2007

APPENDIX F

POSTTEST RESPONSES TO QUESTIONS 7-12

Posttest Responses to Questions 7-12

Seventy-five percent of participants responded that their understanding of their role increased ‘well’ (20 participants) and a ‘great deal’ (7 participants). Eight participants reported their understanding increased ‘moderately’ (22.2%) (Table 7).

Table 7: Question 7

When compared to what you knew yesterday, how much has your understanding of your role as a commissioner increased as a result of the training?

Total: 36		
	Frequency	Valid Percent
Not at all	0	0
Some	1	2.8
Moderately	8	22.2
Well	20	55.6
Great degree	7	19.4
Mean	3.92	

Seventy-eight percent of participants responded that their understanding of their responsibilities increased ‘well’ (22 participants) and a ‘great deal’ (6 participants).

Seventeen percent reported that their understanding increased ‘moderately’ (6 participants) (Table 8).

Table 8: Question 8

When compared to what you knew yesterday, how much has your understanding of your responsibilities as a commissioner increased as a result of the training?

Total: 36		
	Frequency	Valid Percent
Not at all	0	0
Some	2	5.6
Moderately	6	16.7
Well	22	61.1
Great degree	6	16.7
Mean	3.89	

Sixty-nine percent of participants responded that their understanding of the law increased ‘well’ (18 participants) and a ‘great deal’ (7 participants). Twenty-five percent reported that their understanding increased ‘some’ (9 participants) (Table 9).

Table 9: Question 9

When compared to what you knew yesterday, how much has your understanding of the laws pertaining to you as a commissioner increased as a result of the training?

Total: 36		
	Frequency	Valid Percent
Not at all	0	0
Some	2	5.6
Moderately	9	25
Well	18	50
Great degree	7	19.4
Mean	3.83	

Seventy percent of participants responded that their understanding of methods of interface increased ‘well’ (30 participants) and a ‘great deal’ (13 participants). Thirty percent responded that their understanding increased ‘moderately’ (19 participants) (Table 10).

Table 10: Question 10

When compared to what you knew yesterday, how much has your understanding of how HPCs interface with other planning functions of gov. increased as a result of the training?

Total: 37		
	Frequency	Valid Percent
Not at all	0	0
Some	1	2.7
Moderately	10	27
Well	20	54.1
Great degree	6	16.2
Mean	3.84	

Seventy-nine percent of participants responded that comfort level increased ‘well’ (23 participants) and a ‘great deal’ (7 participants). Sixteen percent responded that their comfort level increased ‘moderately’ (6 participants) (Table 11).

Table 11: Question 11

When compared to what you knew yesterday, how comfortable do you feel in using your preservation knowledge in your community, as a result of training?

Total: 38		
	Frequency	Valid Percent
Not at all	0	0
Some	2	5.3
Moderately	6	15.8
Well	23	60.5
Great degree	7	18.4
Mean	3.92	

Seventy-one percent of participants responded they their level of capability increased ‘well’ (22 participants) and a ‘great deal’ (5 participants). Eighteen percent responded an increase of ‘moderately’ (7 participants) (Table 12).

Table 12: Question 12

When compared to what you knew yesterday, how capable do you feel in making legally defensible decisions as a preservation commissioner, as a result of this training?

Total: 38		
	Frequency	Valid Percent
Not at all	0	0
Some	4	10.5
Moderately	7	18.4
Well	22	57.9
Great degree	5	13.2
Mean	3.74	

APPENDIX G

HISTORIC PRESERVATION COMMISSIONER TRAINING

(LEVEL 2) PRETEST

Historic Preservation Commissioner Training (Level 2) Pre-test

True/False

The local preservation plan can either be standards or elements within other planning areas	T F
There is no difference between guidelines and standards	T F
You must be an architect to be able to read plans and engineering documents	T F
If a property owner talks to a preservation commission member about the specifics of an application prior to a certificate of appropriateness hearing, the commission member may need to recuse himself/herself from voting on the application?	T F
All commission's guidelines must include the Secretary of the Interior's Standards for Rehabilitation	T F
If a property owner is prevented from obtaining the maximum possible return on a property because of the application of a preservation ordinance a taking has occurred.	T F
Appeals from preservation commission decisions are always heard 1st by planning commissions?	T F

Fill-in

The legal requirement that preservation commission hearings be fundamentally fair, judicious and orderly is called what?	
An easy way to make sure your elected officials know about the preservation commission's activities is by doing what?	
The legal powers given to a preservation commission can be found where?	
An easy way to remember compatibility for infill is by remembering what acronym?	

Open Ended

1. How do you plan to convey your preservation knowledge within your community?

2. How will this course material impact your ability to make legally defensible decisions?

3. What was the most valuable piece of information you took away from this training?

4. Additional comments
